



# C-ROB



## *California Rehabilitation Oversight Board*

March 15, 2009

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Sacramento, CA 95814

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Dear Governor and Legislative Leaders:

The Public Safety and Offender Rehabilitation Services Act of 2007 (Assembly Bill 900) established the California Rehabilitation Oversight Board (C-ROB) within the Office of the Inspector General. C-ROB's 11-member board is made up of state and local law enforcement, education, treatment, and rehabilitation professionals who are mandated to regularly examine and report biannually on rehabilitative programming the California Department of Corrections and Rehabilitation (CDCR) provides to inmates and parolees.

The March 15, 2009, report continues to use the California Logic Model as the framework by which to evaluate the department's progress from July to December 2008. The California Logic Model is eight evidenced-based principles and practices, identified by CDCR's Expert Panel on Adult Offender and Recidivism Reduction Programs, that show what effective rehabilitation programming could look like as an offender moves through the state correctional system.

*Arnold Schwarzenegger, Governor*

Since the last C-ROB report, published in July 2008, CDCR has continued laying the groundwork for rehabilitative programming. While the department has made significant progress to move into the implementation phase, the budget crisis in California and implementation delays have made it difficult for CDCR to access critical funding and finish tasks on schedule.

From July to December 2008, CDCR continued to train its employees, design and refine programs and evaluation tools, and developed detailed action plans in key areas. Two major accomplishments during the reporting period were:

- The kick-off of the demonstration project at California State Prison, Solano where many rehabilitative efforts that have been planned over the last few years will be tested and evaluated for effectiveness in the months to come; and
- The pilot implementation of the Parole Violation Decision Making Instrument at four parole units across the state. This tool will allow parole agents to focus their time and energy on the higher violence and more likely to reoffend parolees.

The C-ROB was disappointed with the timeliness of the data we received from the department to substantiate implementation progress. In addition, the department experienced problems in merging databases for offender assessments onto a single server causing delays in data entry, retrieval, and analysis of aggregate data. As a result of the last minute data submission and the unavailability of aggregate offender assessment data, the board plans to publish an interim report in June 2009. An additional three months should allow the department time to retrieve, analyze, and timely submit the requested data.

To reiterate the board's conclusion from the July 2008 report, improving public safety by reforming the state's correctional system into a sustainable and effective rehabilitation-based model will require substantial investment and many years of committed leadership and political will.

As the Chair of the California Rehabilitation Oversight Board, I submit this report for your review. On behalf of the board, I invite your feedback, as well as feedback from members of the public as we strive to improve this process.

Sincerely,



DAVID R. SHAW  
Chairman

Enclosure



# C-ROB



*California Rehabilitation Oversight Board*

## **BIANNUAL REPORT MARCH 15, 2009**

## **STATE OF CALIFORNIA**

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**Matthew Cate, Secretary, California Department of Corrections and Rehabilitation**

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**Gary R. Stanton, Sheriff, County of Solano (Appointed by the Governor)**

**Loren Buddress, Chief Probation Officer, County of San Mateo (Appointed by the Senate President pro Tempore)**

**William Arroyo, Regional Medical Director, Los Angeles County Department of Mental Health (Appointed by the Speaker of the Assembly)**

## **PREFACE**

Pursuant to Penal Code section 6141, the California Rehabilitation Oversight Board (C-ROB or the board) is mandated to regularly examine and report biannually to the Governor and the Legislature regarding rehabilitative programming provided to inmates and parolees by the California Department of Corrections and Rehabilitation (CDCR or the department). C-ROB held its first meeting on June 19, 2007.

According to statute, C-ROB must submit reports on March 15 and September 15 to the Governor and the Legislature. These biannual reports must minimally include findings on:

- ✓ Effectiveness of treatment efforts
- ✓ Rehabilitation needs of offenders
- ✓ Gaps in rehabilitation services
- ✓ Levels of offender participation and success

As required by statute, this report uses the findings and recommendations published by the Expert Panel on Adult Offender and Recidivism Reduction Programs. In addition, this report reflects information that CDCR provided during public hearings as well as supplemental materials that CDCR provided directly to C-ROB.

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## **EXECUTIVE SUMMARY**

This is the California Rehabilitation Oversight Board's (C-ROB) fourth report, which examines the progress the California Department of Corrections and Rehabilitation (CDCR) made in rehabilitative programming between July and December 2008. Since the last C-ROB report, published eight months ago, CDCR has continued laying the groundwork for rehabilitative programming. While the department has made significant progress to move into the implementation phase, the budget crisis in California and implementation delays have made it difficult for CDCR to access critical funding and finish tasks on schedule.

For those who expected the department to move directly from planning to implementation, the time the department has devoted to program development may be frustrating. From July to December 2008, CDCR continued to train its employees, design and refine programs and evaluation tools, and developed detailed action plans in key areas. C-ROB commends the department for this effort and understands that a strong foundation is essential to ensuring sustainable reform.

The July 2008 report, for the first time, included data appendices to substantiate rehabilitative programming progress. At that time, the department was collecting information in some areas and developing data collection methodologies in others, and there was little information available. For the March 2009 report, the board expected to receive data highlighting the department's progress between July and December 2008. The board is pleased with the data we received; however, it arrived after the first draft report was distributed to board members for review, which resulted in last minute report revisions and left little time for data validation and analysis.

The department has provided classroom availability, assignment, and utilization data for this and prior reporting periods. During this reporting period, CDCR also improved its programming data collection tools. However, the department experienced problems in merging databases for offender assessments onto a single server causing delays in data entry, retrieval, and analysis of aggregate data. The offender assessment data is available on an individual basis and is used to assign offenders to programming. In addition, the department is relying on aggregated offender assessment data from before the databases merger to guide decision-making about offender programming needs (see Appendix A).

As a result of the last minute data submission and the unavailability of aggregate offender assessment data, the board plans to publish an interim report in June 2009. An additional three months should allow the department time to retrieve, analyze, and timely submit updated data.

The board is impressed with the leadership of CDCR's Secretary Matt Cate and his dedication to rehabilitation during these challenging times. Moreover, the board has found that the CDCR staff responsible for implementing rehabilitative programming is dedicated and passionate about creating lasting change. The board, however, is concerned with the pressures on CDCR to deal with the overcrowding in the prisons. The tentative ruling by the federal Three Judge Court in the Coleman/Plata case stated that an order imposing a cap on the [CDCR] prison population and requiring the state to adopt a course of action to reduce overcrowding is warranted. The newly enacted state budget also reflects budget cuts for CDCR that may reduce incarceration numbers while changing the parole caseload. These two actions are compelling reasons why it is important that the plans envisioned in the California Logic Model are timely and needed. The spectre of mass releases of prisoners without proper pre-release programming and community follow-up on supervision is a frightening picture the state must avoid.

To reiterate the board's conclusion from the July 2008 report, improving public safety by reforming the state's correctional system into a sustainable and effective rehabilitation-based model will require substantial investment and many years of committed leadership and political will. If rehabilitative programming is one of the keys to transforming California's correctional system, there must be resource commitments that allow CDCR to implement and sustain fundamental change. Without consistent funding and support for rehabilitative programming, *lasting* reform can never be achieved.

### SUMMARY OF C-ROB FINDINGS

Significant findings discussed in this report include:

- **C-ROB is disappointed by the late delivery and unavailability of data to substantiate implementation progress. The board plans to publish an interim report in June 2009 and requests that CDCR provide updated data by May 18, 2009, or sooner if it is available.**
- **CDCR has again made strides during this reporting period on program development and training rehabilitative programming staff.**
- **CDCR began the integrated approach to completing inmate assessments and classification by having the Correctional Counselor I's conduct both at reception center intake. Implementation of this approach required including the classification forms within the assessment instrument, noticing labor of the change, and conducting training for approximately 650 correctional counselors at reception centers. This was a significant step in building the infrastructure to link and enable electronic transfer of assessment and classification information from reception centers to prisons and use of this information in case planning and management.**

In addition, the California Static Risk Assessment (CSRA) is now incorporated within the COMPAS instrument as a new and separate module. CDCR has also implemented a data system that automatically matches and updates offense histories of offenders from Department of Justice (DOJ) records. The data on more than 600,000 offenders is used to populate the CSRA, compute scores for risk to reoffend, and to populate specific fields in COMPAS.

- **During this reporting period, COMPAS assessments happened at a relatively good rate with 25,000 core assessments conducted at reception center intake; and 9,000 reentry assessments completed by parole staff for pre-release planning.**
- **The board commends the department for getting the Solano demonstration project underway. Approximately 1,000 offenders were assessed to determine risk and needs. This information will be used to assign offenders to the Rehabilitation Track or Life Skills Track, and to identify initial core programming needs. In addition, CDCR added 500 new substance abuse treatment programming slots.**
- **CDCR implemented its first gender responsive substance abuse program, the Trauma Informed Substance Abuse Treatment Program, which opened at the Leo Chesney Community Correctional Facility in Live Oak in September 2008. In addition, implementation of an additional 250 slots of gender responsive programming is**

underway at the Central California Women’s Facility and Valley State Prison for Women. These slots are part of the AB 900 Phase I 2,000 slot expansion of substance abuse programming.

- The department developed a significant database with projected labor market data for each of the 58 counties in California, the counties to which each prison predominantly releases offenders to parole, and the current vocational training program offerings in each prison. These results can be compared to the current vocational offerings in prison to allow for future vocational planning to meet job market needs. This provides a significant data source for departmental planning and action to align vocational training to the appropriate labor markets.
- The department has developed a Parole Violation Decision Making Instrument (PVDMI) and began pilot implementation at four parole units across the state. The department began rollout implementation of the PVDMI statewide, with completion expected in Fall 2009. The board commends CDCR for all of the work it took to make this happen.

## **I. BACKGROUND**

### **A. C-ROB AND ASSEMBLY BILL 900**

The California Rehabilitation Oversight Board was established by Assembly Bill (AB) 900, the Public Safety and Offender Rehabilitation Services Act of 2007.<sup>1</sup> C-ROB is a multidisciplinary public board with members from various state and local entities.

Assembly Bill 900 also gave CDCR the authority and funding to construct and renovate up to 40,000 state prison beds and funding for approximately 13,000 county jail beds. Assembly Bill 900 requires, however, that any new beds constructed must be associated with full rehabilitative programming.<sup>2</sup> Moreover, AB 900 provides funding in two phases and requires the department to meet certain benchmarks, some of which are related to rehabilitative programming, before the department can obtain the second phase funding.<sup>3</sup> Specifically, the oversight of AB 900 is described in Penal Code section 7021, which states that phase II of the construction funding (as outlined in section 15819.41 of the Government Code) may not be released until a three-member panel, composed of the State Auditor, the Inspector General, and an appointee of the Judicial Council of California, verifies that all 13 benchmarks, which are outlined in paragraphs 1 to 13 of Penal Code section 7021, have been met.

Given the interrelation between AB 900 and C-ROB, some have assumed that the board’s mandate is to oversee the implementation of AB 900. However, this is not the case. The board is mandated to examine and report on rehabilitative programming and the implementation of an effective treatment model *throughout* CDCR, including programming provided to inmates and parolees, not just rehabilitation programming associated with the construction of new inmate beds.

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<sup>1</sup> Assembly Bill 900 (Solario), Chapter 7, Statutes 2007.

<sup>2</sup> Government Code section 15819.40 (AB 900) mandates that “any new beds constructed pursuant to this section shall be supported by rehabilitative programming for inmates, including, but not limited to, education, vocational programs, substance abuse treatment programs, employment programs, and pre-release planning.”

<sup>3</sup> Penal Code section 7021 (AB 900), paragraphs 1 to 13.

## **B. EXPERT PANEL REPORT**

In performing its duties, C-ROB is required by statute to use the work of the Expert Panel on Adult Offender and Recidivism Reduction Programs.<sup>4</sup> CDCR created the expert panel in response to authorization language placed in the Budget Act of 2006-07. The Legislature directed CDCR to contract with correctional program experts to assess California's adult prison and parole programs designed to reduce recidivism.

In addition, CDCR asked the expert panel to provide it with recommendations for improving the programming in California's prison and parole system. The expert panel published a report in June 2007, entitled, *A Roadmap for Effective Offender Programming in California* (Expert Panel Report). The department adopted the recommendations of the Expert Panel Report, except for the recommendation and discussion on reducing the offender population, which the department is still evaluating. Therefore, as C-ROB examines the department's progress in developing an effective treatment model, C-ROB will evaluate the department's efforts to implement the expert panel's recommendations.

The expert panel identified eight evidenced-based principles and practices collectively called the California Logic Model. The California Logic Model shows what effective rehabilitation programming would look like if California implemented the expert panel's recommendations.<sup>5</sup> The California Logic Model provides the framework for effective rehabilitation programming as an offender moves through the state correctional system. Part III of the report examines the department's progress toward implementing the California Logic Model.

## **C. REHABILITATION STRIKE TEAM REPORT**

In May 2007, Governor Arnold Schwarzenegger created two strike teams to assist CDCR in implementing AB 900. The Facilities Strike Team focused on prison construction issues and the Rehabilitation Strike Team focused on developing and implementing prison and parole programs. The Rehabilitation Strike Team issued a final report in December 2007, entitled, *Meeting the Challenges of Rehabilitation in California's Prison and Parole System* (the Strike Team Report). The report provides a four-pronged strategy for improving rehabilitation programs in the California corrections system:

- Develop an Offender Accountability and Rehabilitation Plan (OARP) designed to assess inmates' needs at intake and direct inmates to appropriate rehabilitation programs and services in prison and on parole;
- Identify rehabilitation-oriented training curriculum for correctional and rehabilitation staff, and a method of delivering that curriculum;
- Install a Prison to Employment Program designed to facilitate offenders' successful employment after release; and,

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<sup>4</sup> Specifically, Penal Code section 6141 requires: "In performing its duties, the board shall use the work products developed for the department as a result of the provisions of the 2006 Budget Act, including Provision 18 of Item 5225-001-0001."

<sup>5</sup> A full-size copy of the expert panel's California Logic Model is included as Appendix G.

- Implement parole reform based on the structural possibility of earned discharge from parole or “banked” caseloads, and guided by a new risk assessment tool and a parole violation decision-making matrix.

Because the Strike Team Report provides CDCR with guidelines for implementing the Expert Panel Report and because CDCR adopted the report, C-ROB will evaluate the department’s efforts to implement the Strike Team Report recommendations.

## **II. METHODOLOGY**

In preparing this biannual report, C-ROB received testimony at two public meetings as well as information from CDCR representatives. C-ROB also visited the Solano demonstration project in November 2008. The findings and scope of this report are based primarily on information received up to the board’s meeting on February 11, 2009, and a final meeting between CDCR and C-ROB staff on February 26, 2009.

This report includes appendices that display various programming data. C-ROB began working with the department on collecting data for these appendices shortly after the January 15, 2008, report was published. CDCR has provided some of the data; but is still unable to provide other data C-ROB requested. The department is revising its data collection forms and methods in some areas to enable collection of the requested data (i.e., revision of the Education Monthly Report and initiation of the Interim Computerized Attendance Tracking System). Data in other areas will not be fully available until the assessment aggregate data analysis capability is in place and the full range of secondary assessment data are available statewide. The board is hopeful that by the September 15, 2009, report CDCR will have more aggregate data available.

## **III. IMPLEMENTING THE CALIFORNIA LOGIC MODEL**

CDCR has developed a comprehensive Master Work Plan for Rehabilitative Programming that details an exhaustive list of steps necessary for fully implementing the California Logic Model throughout the correctional system. Please refer to Appendix G for a copy of the California Logic Model. The Master Work Plan provides CDCR with three tracks for implementing the California Logic Model. The first track is aimed at improving utilization of existing programs. The second track establishes a demonstration project that will implement the full scope of the California Logic Model using a selected inmate population in Northern California, as recommended by the Rehabilitation Strike Team. The demonstration project is intended to serve as a model that CDCR will eventually implement statewide. The final track details how the department intends to roll out the California Logic Model statewide once it is implemented, tested, and re-tooled through the demonstration project.

The three tracks are not sequential: there are tasks associated with each track that are being pursued simultaneously by CDCR. This report, therefore, addresses the department’s progress in implementing each of the eight steps identified in the California Logic Model based on the tasks identified in each of the three tracks, as applicable.

## A. ASSESSING HIGH RISK AND NEEDS

### 1. Expert Panel Report

According to the Expert Panel Report,

“Research shows that offenders with different levels of risk to reoffend respond differently to rehabilitation programming. Yet, CDCR is not currently using a risk-based assessment tool to assign offenders to rehabilitation programming. We found that in many instances, CDCR assigned offenders to programs on a first-come, first-served basis regardless of risk level. The probability of the right offenders receiving the right programs using this approach is extremely low. Research also shows that programs that target appropriate offenders are more likely to reduce recidivism.”

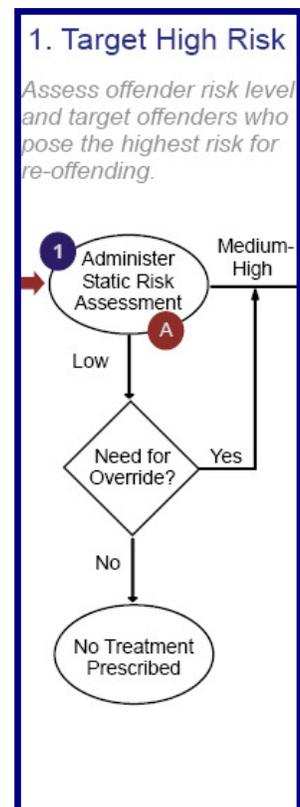
As a result of this finding, the expert panel made the following recommendations:

**“Select and utilize a risk assessment tool to assess offender risk to reoffend.”**

**a. Adopt a risk assessment instrument for the prison population.** The expert panel commended the department for implementing a pilot of the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) tool in four of its 12 reception centers to assess the risk to reoffend levels of offenders. However, the panel recognized the difficulty in implementing a complex tool such as COMPAS in the prison setting, especially given CDCR’s lack of networked computer resources. The expert panel, therefore, recommended that the department pilot a static risk factor instrument in four additional prisons.

*Department Progress: The department has completed about 25,000 core COMPAS assessments to date. Individual offender assessments are available for programming purposes. At this time, aggregate data analysis from all of these assessments is unavailable because of the server issues. However, CDCR is using prior aggregate intake assessment data to guide decision-making (over 14,000 intake assessments).*

*CDCR also began to roll out the integrated approach to completing the inmate assessments and classification by having the Correctional Counselor I’s do both at reception center intake. This required including the classification forms within the assessment instrument, noticing labor of this change, and conducting training for approximately 650 correctional counselors at reception centers. The training began in October 2008 and was completed in early February 2009. This is a significant step in building the infrastructure to link and enable electronic transfer of assessment and classification information from reception centers to prisons, and use of this information in case planning and management.*



**b. Utilize the COMPAS or similar assessment tool for the parole population.** The expert panel recommended that CDCR adopt COMPAS if, after validating the results of the tool, CDCR found it was valid and that CDCR staff found it useful.

*Department Progress: CDCR implemented the COMPAS Reentry assessment during this reporting period. COMPAS Reentry focuses on the risks and needs of offender returning to the community. In addition, the department trained parole staff in the administration and use of the COMPAS Reentry assessment. CDCR conducted approximately 9,000 reentry COMPAS assessments during the reporting period. Again, the analysis of data in the aggregate is not available at this time. Individual offender assessment data is available for reentry planning.*

**c. Develop a risk assessment tool normed for the female inmate and parolee populations.** Research shows that when correctional agencies assess female offenders with instruments designed to assess the risk to reoffend levels for male offenders they often receive invalid results. The expert panel, therefore, recommended that CDCR adopt an instrument that it then norms and validates for female offenders to assess their risk to reoffend levels.

*Department Progress: CDCR developed and implemented assessments normed for female offenders, including the Adult COMPAS (Female) and the COMPAS Reentry (Female). The Adult COMPAS (Female) was rolled out to the three female reception center/prisons in the prior reporting period, with teachers conducting the assessments. During this reporting period, Correctional Counselor I's at the three female reception centers received training on and conducted Adult COMPAS assessments. The same issues exist in analyzing the aggregate assessment data; the department hopes this will be remedied during the next reporting period.*

**d. Develop a risk assessment tool normed for the young adult inmate and parolee populations.** Like female offenders, youthful offenders (18-25 years old) also have unique characteristics. As a result, the expert panel recommended that CDCR norm and validate an assessment tool for this subset of offenders as well.

*Department Progress: In the last report the work plan was pending development, and there was no change during this reporting period.*

**e. Norm and validate all the selected risk assessment instruments for CDCR's adult offender population and validate these tools at least every five years.** The expert panel recommended that CDCR use a standard research-based methodology to validate and norm its risk to reoffend assessment tools on the California offender population at least once every five years to ensure the department is accurately predicting outcomes.

*Department Progress: The California Static Risk Assessment (CSRA) is now incorporated within the COMPAS instrument as a new and separate module. CDCR has also implemented a data system that automatically matches and updates offense histories of offenders from Department of Justice records. The data on more than 600,000 offenders is used to populate the CSRA, compute scores for risk to reoffend, and to populated specific fields in COMPAS.*

*A COMPAS validation study relative to the dynamic criminogenic needs of offenders is in its second year of research.*

**f. When assigning rehabilitation treatment programming slots, give highest priority to those offenders with high and moderate risk to reoffend scores.** Research shows that high and moderate risk to reoffend inmates and parolees achieve the greatest gains in recidivism reduction. Because rehabilitation treatment resources are limited, the expert panel recommended that CDCR allocate its rehabilitation treatment programming slots first to its high and moderate risk to reoffend inmates and parolees.

*Department Progress: During the reporting period approximately 1,000 offenders at the Solano demonstration project were assessed to determine risk and needs. This information will be used to assign offenders to the Rehabilitation Track or Life Skills Track and to identify initial core programming needs. The department's design reflects the recommendations of the Expert Panel. The demonstration project is currently under way. The board hopes to see data to substantiate the progress during the next reporting period.*

**g. Provide low risk offenders with rehabilitation programs that focus on work, life skills, and personal growth rather than rehabilitation treatment programs.** Low-risk to reoffend inmates' and parolees' need for more expensive rehabilitation treatment programs is minimal or nonexistent. In fact, research has found that providing intensive rehabilitation treatment to these offenders may actually increase their likelihood to recidivate. As a result, the expert panel recommended that CDCR provide its low risk offenders, who have such needs, with rehabilitation programs that focus on work, life skills, and personal growth, such as vocational or educational programming, but not rehabilitation treatment programming.

*Department Progress: CDCR has developed a Life Skills Track, which will be tested at the demonstration project at Solano. The department's design reflects the recommendations of the Expert Panel.*

**h. Provide short-term inmates with reentry services and reintegration skills training rather than rehabilitation treatment programs.** Most credible rehabilitation treatment programs require the offender to participate for at least six months to gain any measurable and sustainable benefit from the program. The expert panel acknowledged that nearly 70,000 of CDCR's inmates will spend only a few weeks or months in prison. This group of offenders simply does not have time to participate in or benefit from rehabilitation treatment programs. Accordingly, the expert panel recommended that CDCR offer them rehabilitation programs and services that develop their community reintegration and reentry skills.

*Department Progress: CDCR has incorporated time to serve within its Rehabilitation Track and Life Skills Track, including programming available for offenders with less than six months to serve. In addition, CDCR has designed the in-prison program component of the Prison-to-Employment (P2E) program; this program will consist of application for benefits, collection of employment documents, and participation in a Transition Program. The Transition Program is an approximately four week program to focus on job skills and practical life skills. The in-prison program of P2E will be tested at the Solano demonstration project.*

The expert panel also made the following recommendations:

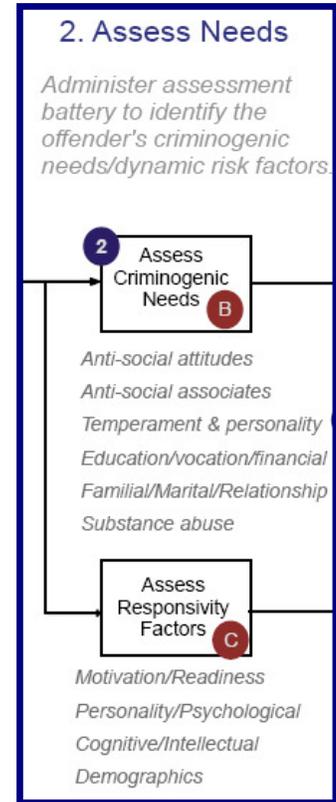
**“Determine offender rehabilitation treatment programming based on the results of assessment tools that identify and measure criminogenic<sup>6</sup> and other needs.”**

**i. Do not assess the criminogenic needs of low risk to reoffend offenders.** As mentioned above, low-risk offenders are not likely to need rehabilitative treatment, and may actually be adversely affected by it. The expert panel recommended, therefore, that CDCR not use its limited resources to assess the criminogenic needs of low risk offenders. Instead, the expert panel suggested that CDCR select needs instruments that identify and measure the work, life skills, personal growth, and other programming needs of low-risk offenders and assign them to rehabilitation programs based on those assessments.

*Department Progress: This is being done at the demonstration project at Solano.*

**j. Utilize additional evidence-based tools to supplement criminogenic needs assessments.** General risk assessment instruments do not make distinctions between kinds of behaviors assessed, and this becomes especially important when dealing with certain offenders, such as violent or sex offenders. To address this issue the expert panel recommended that CDCR investigate and then utilize additional evidence-based tools (i.e., “secondary assessments”) to supplement the criminogenic needs assessments given to its high and moderate risk to reoffend offenders.

*Department Progress: The positions requested by CDCR to conduct the secondary assessments were approved. CDCR is implementing the selected secondary assessments at the Solano demonstration project. The board hopes to see data that substantiates the progress during the next reporting period.*



**2. Rehabilitation Strike Team Report**

In an effort to assist CDCR in implementing the above recommendations, the Rehabilitation Strike Team worked with CDCR administrators to create an Offender Accountability and Rehabilitation Plan (OARP) for individual offenders. The OARP is designed to capture both static and dynamic information on offenders' assessed risks and needs at various points in their movement through the correctional system. As the Strike Team Report explained, risk factors that cannot change, such as criminal history, are *static*, whereas risk factors such as drug dependence that can change through treatment are *dynamic*. The OARP is intended to link individual offenders to the appropriate services and treatment programming and to provide the documentation necessary to measure the quality of the treatment and outcomes.

<sup>6</sup> The Expert Panel Report describes criminogenic needs, or “dynamic risk factors” as those factors that have been found to drive criminal behavior in male offenders. The report lists seven main criminogenic needs: (1) educational-vocational-financial deficits and achievement skills; (2) anti-social attitudes and beliefs; (3) anti-social and pro-criminal associates and isolation for pro-social others; (4) temperament and impulsiveness (weak self control) factors; (5) familial-marital-dysfunctional relationship (lack of nurturance-caring and/or monitoring-supervision); (6) alcohol and other drug disorders; and, (7) deviant sexual preferences and arousal patterns.

In general, the OARP calls for five tasks to be completed when an offender is first received at a CDCR reception center: (a) verification of the offender's identity; (b) assessment of the offender's custodial risk (i.e., risk of escape, custody level, gang affiliation, safety concerns, etc.); (c) assessment of the offender's physical health status and immediate needs; (d) assessment of the offender's mental health and immediate needs; and, (e) assessment of the offender's criminogenic profile and programming needs. The Rehabilitation Strike Team recognized that the first four tasks are already routinely accomplished in CDCR reception centers. It is the assessment of the offender's criminogenic profile and programming needs that represents a key innovation most crucial to developing an OARP. The strike team recommended that eventually, an OARP be developed for every inmate within 60 days of arriving at a reception center.

*Department Progress: During the reporting period, CDCR integrated the assessment process by having Correctional Counselors conduct the assessments. By completing this integration, one person can now assess all five components of the OARP at once for an offender. In addition, CDCR received approval to expand use of the automated risk and needs assessment tool (ARNAT Project) at all 33 prisons, which also provides an interim automated case plan solution. The department is in the process of preparing the documentation necessary to notice unions and implement this capability first at Solano and then statewide. This is another significant step in establishing the capability to electronically transfer assessment and case planning information between reception centers, prisons, and parole.*

## **B. DEVELOP BEHAVIOR MANAGEMENT PLAN**

Behavior management plans are essential for matching the right offender to the right program in the right order. They link the assessment process to rehabilitation programming and ensure continuity of rehabilitation programs and services between the prison, parole system, and other community-based providers.

### **1. Expert Panel Report**

According to the Expert Panel Report, effective behavior management planning includes these major tasks:

- Administering risk-needs assessment tools when inmates are first received and when parolees are first released on parole to identify their programming needs;
- Developing a behavior management plan for each offender based on the risks and needs levels identified by the assessment tools;
- Updating behavior management plans whenever an inmate or parolee does one of the following: completes assigned programming, fails to comply with the plan requirements, or completes a new risk-needs assessment; and,
- For inmates about to parole, update their existing behavior management plan to include additional programming required for their successful reentry into the community.

The Expert Panel Report made the following recommendation concerning behavior management plans:

**“Create and monitor a behavior management plan for each offender.”**

The expert panel recommended that CDCR create a behavior management (or case) plan for each of its adult offenders in prison and on parole. It also recommended that CDCR actively monitor the plans to track offender progress toward achieving their rehabilitation programming objectives.

*Department Progress: The department has continued to refine the case planning and management process documentation during the reporting period. COMPAS is being proposed to serve as the interim automated case plan. Access to COMPAS will be provided at the institutions through the Automated Needs and Risk Assessment Tool (ARNAT), which will begin its statewide rollout at the demonstration project at Solano. CDCR has received approval and funding for this project.*

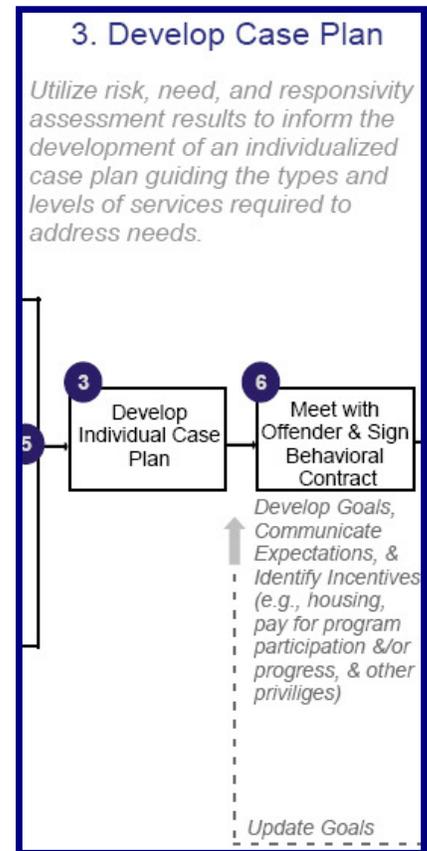
**2. Rehabilitation Strike Team Report**

The Rehabilitation Strike Team Report addressed behavior management plans in more detail. As previously noted, the strike team worked with CDCR to develop the Offender Accountability and Rehabilitation Plan (OARP), which will be implemented as part of the demonstration project in Northern California. Preliminary implementation of the demonstration project has begun. The demonstration project will continue to be implemented in phases and will serve as a model for the OARP to ultimately migrate to other institutional sites throughout CDCR.

The OARP is designed to target higher risk offenders with the appropriate dosage and sequencing of treatment to maximize the offender’s ability to benefit from rehabilitation. The OARP consists of several components. One OARP component calls for training and installing a multidisciplinary team that will be responsible for determining an offender’s risks and needs, directing where the inmate is housed, determining what programming the inmate receives, and specifying the reentry plan as the offender moves to parole. The Rehabilitation Strike Team Report identified the classification of personnel to serve as multidisciplinary team leaders. In the reception centers, a correctional counselor with expertise in classification and endorsement is to serve as the leader of the multidisciplinary team. In the prison, a correctional counselor with expertise in treatment programming related to criminogenic needs will serve as the leader of the team, and in the parole region a parole agent will serve as the multidisciplinary team leader.

A second OARP component requires developing and utilizing modern information technology (IT) to automate the behavior management plans so they are accessible from reception center to parole.

A third OARP component will routinely assess offenders’ risk to reoffend and criminogenic needs to measure treatment gains and revise rehabilitation plans as needed (i.e., using the COMPAS assessment tool), which the department is already implementing.



*Department Progress: The department has adopted the overall RST case planning framework. The project team is proposing to use the initial classification committee process to make inmate assignments to the rehabilitative programming track or the life skills track based on COMPAS. The department is preparing documentation needed to notice unions regarding training designated case managers in the use of COMPAS assessments and case planning through the ARNAT Project roll out.*

## C. DELIVER PROGRAMS

### 1. Expert Panel Report

The expert panel found that “the CDCR does not offer a sufficient quantity of evidence-based rehabilitation programs designed to reduce recidivism to its adult offenders.” The expert panel explained that the effectiveness of rehabilitation programs services depend on the quality, quantity, and content of the programs. The panel suggested that CDCR focus on a small set of programs so that it could establish quality programs and hire and train qualified staff to deliver the programs.

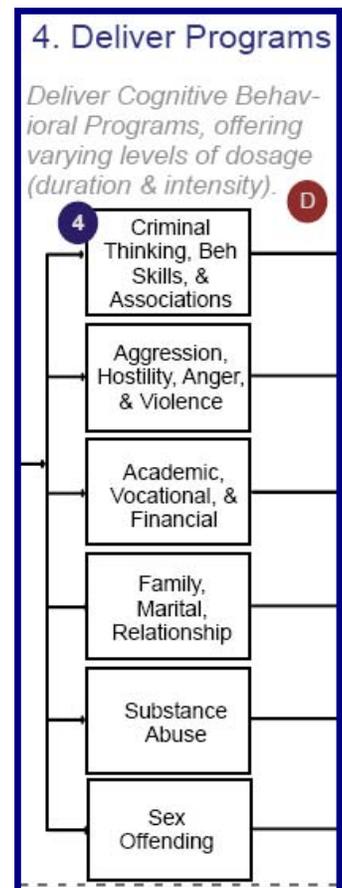
The expert panel made the following specific recommendations:

**“Select and deliver in prison and in the community a core set of programs that covers the six major offender programming areas – (a) Academic, Vocational, and Financial; (b) Alcohol and other Drugs; (c) Aggression, Hostility, Anger, and Violence; (d) Criminal thinking, Behaviors, and Associations; (e) Family, marital, and Relationships; and (f) Sex Offending.”**

**a. Develop and offer rehabilitation treatment programs to those offenders with high and moderate risk-to-reoffend scores and lengths of stay of six months or more.** Targeting this population of offenders will achieve the greatest gains in recidivism reduction. Treatment for offenders serving life sentences should be assigned based on their release dates.

*Department Progress: During the last reporting period CDCR contracted to offer new programs in two core evidence-based areas (i.e., Criminal Thinking and Anger, Aggression and Hostility). In addition, CDCR added 500 new substance abuse treatment programming slots at Solano, which is another one of the six core programming areas. These increases in core programming are part of the demonstration project. The department is still reviewing options for programming in two other cores areas (i.e., Marital, Family and Relationships, and Sex Offender treatment.*

**b. Develop and offer rehabilitation programs focused on work, life skills, and personal growth for all low risk-to-reoffend inmates and parolees who have lengths of stay of six months or more.** Studies show that low risk-to-reoffend inmates and parolees will not benefit from and may be adversely affected by more intensive rehabilitative



treatment; it is therefore recommended they be provided programs focused on work, life skills, and personal growth.

*Department Progress: CDCR has refined its Case Planning and Management Process documentation, which includes program design. This documentation reflects the recommendations of the Expert Panel and this design and approach is being implemented at the Solano demonstration project.*

**c. Develop and offer reentry programming for all offenders who have lengths of stay of less than six months.** These offenders do not have sufficient time to enter and complete rehabilitation treatment programs. Therefore, it is recommended they receive reentry programming to prepare them for reintegrating into their families and communities. CDCR should provide reentry programming that includes access to services that will assist offenders in maintaining sobriety, locating housing, and obtaining employment.

*Department Progress: As noted earlier, CDCR has designed programming tracks for offenders with less than six months of stay, including the in-prison program component of the P2E program. These programming approaches will be implemented and tested at the Solano demonstration project.*

**d. Develop and offer “booster” programs before reentry and within the community to maintain treatment gains.** CDCR should deliver booster programs to its high risk to reoffend inmates before releasing them from prison. The department should stack these programs on top of core programs in the major offending programming areas, and they should focus on providing offenders with skills to prevent criminal behavior relapses (i.e., avoiding high risk situations, responding differently, identifying behavioral triggers, etc.).

*Department Progress: For the last report a work plan had been developed for this recommendation, and there was no change during this reporting period.*

**e. Assign offenders to programs based on responsivity factors relating to their motivation and readiness; personality and psychological factors; cognitive-intellectual levels; and demographics.** Research demonstrates that effective rehabilitation programs identify and account for individual differences in motivational and readiness levels, personality and psychological traits, levels of cognitive and intellectual functioning, and demographic variables. CDCR should create and deliver front-end, pre-rehabilitation treatment programs to address motivation and readiness factors in its offender population.

*Department Progress: For the last report a work plan had been developed for this recommendation, and there was no change during this reporting period.*

**f. Develop and offer a core set of programs that is responsive to the specific needs of female offenders.** Research demonstrates that female offenders have different rehabilitation programming needs than their male counterparts.

*Department Progress: The department released a Female Offender Master Plan during the last reporting period. During this reporting period, CDCR has implemented its first gender responsive substance abuse program: the Trauma Informed Substance Abuse Treatment Program (TI-SAT) opened at the Leo Chesney Community Correctional Facility in Live Oak in September 2008. This 200 slot program is part of the AB 900 Phase I 2,000 slot expansion of substance abuse programming. In addition, implementation of an additional 250 slots of gender responsive programming is underway at the Central California Women’s*

*Facility and Valley State Prison for Women. This is also part of the AB 900 Phase I 2,000 slot expansion of substance abuse programming. New 6,700 square foot modular buildings are on-site at the institutions and installation is underway. In the meantime, programming in interim space began in December 2008.*

*CDCR is also implementing a new Female Rehabilitation Community Correctional Center (FRCCC) located in Bakersfield that is scheduled to open in April 2009. Also, CDCR released a Request for Proposal (RFP) on August 1, 2008, to lease additional FRCCC sites. Negotiations are underway with respondents. Finally, an RFP for an additional 250 beds for Female Residential Multi-Services Centers (FRMSC) was released late in the last reporting period, and the respondent evaluations occurred during this period.*

**g. Develop and offer a core set of programs that is responsive to the specific needs of youthful offenders.** Like female offenders, youthful offenders (18-24 years old) also have different programming needs than their older counterparts.

*Department Progress: In the last report a work plan was pending development for this recommendation, and no change was reported during this reporting period.*

## **2. Rehabilitation Strike Team Report**

The Rehabilitative Strike Team Report states that in order to meet these crucial objectives, CDCR needs to develop and implement training programs designed to ensure the case management system is well supported by trained employees and rehabilitation programs are implemented by well-trained professionals. Staff development and training is addressed in section IV of this report.

The Rehabilitation Strike Team Report also provides significant guidance and specific recommendations concerning rehabilitation programs aimed at increasing an offender's employability once released from prison. The Strike Team Report found that California has several offender employment programs but they are uncoordinated, unevaluated, their capacity is limited, and there are few mechanisms to connect training to post-prison jobs. It also found that the training offered often does not reflect labor market conditions.

The Rehabilitation Strike Team Report strongly recommended CDCR establish a partnership with the California Workforce Investment Board (CWIB) to allow for better coordination of existing employment related programs. The CWIB's mission is to develop policy for the employment of all Californians. The CWIB collaborates with 49 local workforce investment boards and 200 One-Stop centers throughout the state that are authorized by federal law to provide employment assistance to all Californians. The Strike Team Report states,

“By strategically utilizing this integrated and comprehensive statewide network of One-Stop Centers, the CWIB has the potential to marshal existing resources, including a well-established infrastructure, to support the employment of parolees in their local communities.”

The Strike Team Report further recommends that in the long-term, a streamlined offender placement delivery system, New Start, be installed to enable CDCR to partner with an external

workforce provider such as the CWIB and its One-Stop Centers to provide a uniform and integrated system for offender placement.

*Department Progress: The department developed a significant database with projected labor market data for each of the 58 counties in California, the counties to which each prison predominantly releases offenders to parole, and the current vocational training program offerings in each prison. These results can be compared to the current vocational offerings in prison to allow for future vocational planning to meet job market needs. This provides a significant data source for departmental planning and action to align vocational training to the appropriate labor markets. In addition, CDCR will soon execute an Interagency Agreement (IA) with the CWIB to support employment services for parolees statewide. The department has taken action to consolidate employment services within the IA, thereby building upon the existing statewide employment infrastructure of the 49 local work force investment boards and 200 one-stop centers. This approach mirrors the guidance of the RST. CDCR also hired a Deputy Director for Employment Programs during this reporting period and efforts are underway to fill the remaining positions in this new office.*

#### D. MEASURE PROGRESS

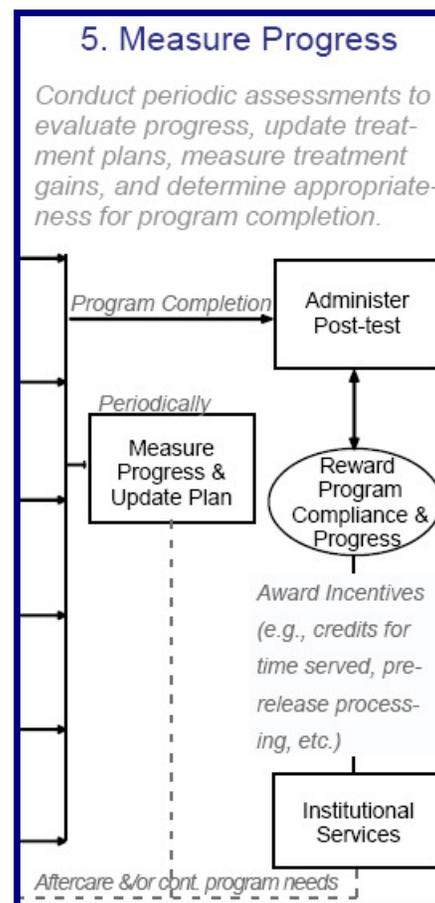
##### 1. Expert Panel Report

The expert panel found that CDCR does not always measure the quality or effectiveness of its adult offender programs. The panel stated that a commitment to evidence-based rehabilitation programming that works requires correctional agencies to collect programming data from every program delivered and every offender assigned to programming in an automated, systematic, and consistent fashion. The panel further explained that this also means that every program must have clearly defined outcomes. Below are the expert panel recommendations:

**“Develop systems and procedures to collect and utilize programming process and outcome measures.”**

- a. **CDCR should develop a system to measure and improve quality in its adult offender programming.** CDCR should use its programming process and outcome measures data to: (a) determine the effectiveness of its programming as it relates to reducing recidivism or any other stated objective, (b) modify programming that is not achieving desired outcomes, and (c) provide research data for future correctional research projects.

*Department Progress: CDCR is training staff to perform program evaluations using the Correctional Program Checklist (CPC). Some selected reviews have been conducted. During the next reporting period, priority program reviews will be established and CPC reviews will be conducted. During the reporting period CDCR developed the “Quality Assurance Manual and Quality Toolkit.” Included in this are quality assurance activities, performance measures for the California Logic Model, and an evidence based program approval process. The Office of Program and Policy Development and Fidelity (OPPDF) completed quality reviews of various aspects of program implementation and used the work to amend the training curricula.*



**b. CDCR should develop the capability to conduct internal research and evaluation that measures and makes recommendations to improve the quality of its programming.** CDCR should continue to fund and expand its Office of Research. This will give it the internal capability of conducting research projects of varying complexity and allow CDCR to internally measure and improve the quality of its rehabilitation programming by collecting and assessing benchmark data.

*Department Progress: Funding to expand the Office of Research was approved during the reporting period. The department also developed a comprehensive program evaluation plan to assess existing rehabilitation programs and develop key performance indicators (KPI) for each rehabilitation programming area.*

**c. The Legislature should create an independent capability to assist with developing and monitoring CDCR's quality assurance system.** The Legislature should permanently fund an independent research entity to assist CDCR's Office of Research in: (a) establishing performance measures and outcome objectives for all adult offender programs, (b) analyzing outcome data to measure the effectiveness of all adult offender programming, and (c) recommending cancellation, modification, or addition of programming based on outcome results and current research and best practices.

In addition to the above, the expert panel recommended that CDCR complete the evaluation of its 34 currently offered programs. The expert panel reviewed 11 of the programs using the California Program Assessment Process (CPAP), a tool developed by the University of California, Davis, to determine the extent to which offender risk reduction programs incorporate evidence-based treatment and practices. The panel recommended that CDCR use the CPAP to evaluate the remaining 23 programs.

*Department Progress: CDCR completed and reported the findings to the assessments of the remaining 23 programs during the prior reporting period. As noted earlier, CDCR will soon initiate additional program evaluations using its staff trained in the use of the Correctional Program Checklist (CPC).*

## **2. Rehabilitation Strike Team Report**

The Rehabilitation Strike Team stated that the OARP will be designed to enable the system to be evaluated in terms of relevant process and outcome measures. The strike team recommended that research address the type and intensity of services provided as well as the appropriateness of services received relative to risk and needs identified in the OARP. Outcome measures will include the rate of recidivism of all offenders provided with OARP-designated treatment programming and services, the level and type of improvements made, successful program completion, compliance with laws and regulations within prison, employment performance, job attainment and retention outcomes, educational and vocation outcomes, and measures related to reintegration into family and other support systems.

*Department Progress: The Office of Research held a recidivism mini summit during the reporting period to review and begin defining the definition to be used in reporting recidivism. In addition, the Office of Research and the Office of Program and Policy Development and Fidelity (OPPDF) jointly worked to develop outcome measures for the California Logic Model and all programming areas through the key performance indicators (KPI) project. Finally, the OPPDF has also developed quality assurance measures as part of the Fidelity and Quality Tool Kit.*

## E. PREP FOR REENTRY, REINTEGRATE, AND FOLLOW-UP

### 1. Expert Panel Report

The expert panel found that CDCR had begun to focus on offender reentry issues and initiatives, but that it needed to expand those efforts. Specifically, the expert panel recommended that CDCR establish interagency steering committees at both the statewide and community levels to ensure the appropriate coordination of transition services for offenders being released on parole. In addition to coordinating transition services, the panel recommended that the steering committees be responsible for:

- Ensuring parolees receive access to programs and services in the community that will help them obtain employment, find housing, support their families, and participate in needed counseling;
- Creating formal procedures to improve information exchange between agencies;
- Developing formal protocols to allow agencies to share programming outcomes and offender behavior management program progress;
- Creating training curricula that will ensure program providers and parole staff are cross-trained; and,
- Developing a strategy to educate the public and others about the importance of being involved in the reentry process of offenders.

*Department Progress: CDCR consulted with the Statewide Reentry Advisory Committee; the Tri-County Executive Steering Committee in planning for the Northern California Reentry Facility in Stockton; and several other communities relative to offender reentry and reintegration during this reporting period, including Los Angeles County.*

The expert panel also made the following recommendations:

### **“Continue to develop and strengthen its formal partnerships with community stakeholders.”**

*Department Progress: The local government liaison unit positions requested were approved and recruitment of the Regional Program Community Administrator positions began. New hires are expected shortly.*

**a. Develop formal reentry plans for those offenders with high and moderate risk to reoffend scores.** The reentry plans should address specific issues including housing, employment, and aftercare treatment related to their rehabilitation treatment programs in prison.



*Department Progress: CDCR implemented the new COMPAS Reentry (Male and Female) assessment during this reporting period. This required training of parole staff to administer the new assessment instrument and development of the reentry case plan. About 9,000 COMPAS reentry assessments have been conducted. Again data is available on an individual offender basis; however, availability of the aggregate data and analysis has been delayed due to technical issues.*

**b. Provide offenders who have high risks to reoffend with intensive transition services for at least their first 90 days on parole.** In addition to a formal reentry plan, the expert panel recommended that CDCR provide all of its high risk to reoffend offenders with intensive transition services for a minimum of 90 days.

*Department Progress: For the last report a work plan was pending for this recommendation, and there was no change during this reporting period.*

**c. Ensure that transition and reentry programming includes family member participation and addresses family unit integration skills development.** Because healthy family relationships and dynamics are an important aspect of treatment programs designed to reduce offending, the expert panel recommended that CDCR transition and reentry programming include programs designed to provide offenders with the skills to successfully reintegrate with their families upon release from prison. The programs should include the participation of the offenders' family members whenever possible.

*Department Progress: No change during the reporting period. The reintegration with family is built into the facility and program design of the secure reentry facilities.*

**d. Ensure that parole programming and transition services respond to the specific needs of female offenders.** Female offenders face specific challenges as they reenter the community from prison. The expert panel recommended that CDCR ensure that its own internal transition programming, as well as those programs and services delivered by community-based partners, are responsive to the specific needs of female offenders.

*Department Progress: As noted earlier, CDCR has developed programming specific to the needs of female offenders, both in-prison and in the community.*

The expert panel recognized that reducing recidivism not only involves changing individual offender behavior, but also making changes in the communities – reducing the opportunities for offenders to commit crimes. Therefore, the panel determined that offender programming in the community must include programs designed to continue to reduce offender risk to reoffend and that parole supervision must include a focus on the opportunities to commit crimes that exist in communities where certain neighborhoods or places present unique risks to safety and access to specified victim populations.

As a result, the expert panel made the following recommendations:

**“Modify programs and services delivered in the community (parole supervision and community-based programs and services) to ensure that those services:**  
**(a) target the criminogenic needs areas of high and moderate risk offenders,**  
**(b) assist all returning offenders maintain their sobriety, locate housing, and**

obtain employment, and (c) identify and reduce the risk factors within specific neighborhoods and communities.”

**e. Based on a normed and validated instrument assessing risk to reoffend, release low-risk, non-violent, non-sex registrants from prison without placing them on parole supervision.**

*Department Progress: A proposal for parole changes (i.e., to not place low-risk, non-violent, non-sex offenders on parole supervision) was included in the Governor’s 2009-2010 budget. This proposal was not included in the approved budget enacted on February 20, 2009.*

**f. Focus programs and services on the highest-criminogenic needs.** Successful parole strategies must include specific steps directed at reducing the dynamic risk factors related to the criminal behaviors of offenders and those risk factors associated with public safety in the community. CDCR should target its parole programming resources on the criminogenic needs of its high and moderate risk parolees, from highest needs to lowest, based on their objective risk assessments.

*Department Progress: CDCR conducted pilot implementation of the Parole Violation Decision Making Instrument (PVDMI), which assists in focusing parole supervision and programming resources on higher risk offenders.*

**g. Ensure that community-based providers develop and deliver programming that addresses criminal thinking for male offenders.** Current experience shows that most community-based programs do not address the criminal thinking patterns of offenders. The CDCR should require all of its community-based service providers to develop and deliver cognitive-behavioral based programming to address these needs.

*Department Progress: For the last report a work plan had been developed for this recommendation, and there was no change during this reporting period.*

**h. Train parole agents how to deal with unmotivated and resistant offenders.** Successful parole programming is enhanced by trained supervision agents. The expert panel recommends that CDCR include courses on how to deal with unmotivated and resistant offenders in its training program for parole agents. This training should include motivational interviewing and engagement skills.

*Department Progress: CDCR will be providing Motivational Interviewing training with the statewide rollout of the Parole Violation Decision Making Instrument (PVDMI) training to consolidate and save resources. The rollout of this training began in late February and is expected to continue through October 2009.*

**i. Train parole agents how to mitigate the community risk factors.** Routine activity theory research indicates that identifying and addressing factors related to the safety of places and access to victims are important considerations for reducing crime. Some geographic locations are criminogenic by virtue of: (a) what activities are occurring there, (b) who is congregating there, and (c) what is not being done there to make those places



safe. Therefore, it is extremely important that parole agents become aware of how offenders might access victim pools related to their criminal behavior patterns.

*Department Progress: For the last report a work plan had been developed for this recommendation, and there was no change during this reporting period.*

The expert panel also recognized that communities provide networks of informal social controls that research has found to be more powerful in controlling behavior than more formal social control agencies such as corrections. Informal controls include families, non-criminally involved peers, religious institutions, etc. The expert panel made the following recommendations:

**“Develop the community as a protective factor against continuing involvement in the criminal justice system for offenders reentering the community on parole and-or in other correctional statuses (e.g., probation, diversion, etc.).”**

**j. Develop a strategy for ensuring that the community is able to provide the necessary health and social services to inmates and parolees after they are discharged from the criminal justice system.** Offender populations have significantly higher incidences of substance abuse, mental health concerns, and other debilitating diseases than the general population. Yet, some are not universally available to the offender when they are released. California should develop a strategy for providing released offenders with various services that address their health and social needs.

*Department Progress: The development of a community resource directory that serves parolees, including other state agency-funded programs (e.g., alcohol and drug programs, mental health, and women’s health programs) as well as programs operated by community-based organizations and volunteer groups was completed during the reporting period. CDCR also created a resource pamphlet for each of the 58 counties in California to give to prisoners upon release or to a parolee.*

The expert panel also made the following recommendations:

**“Develop structured guidelines to respond to technical parole violations based on risk to reoffend level of the offender and the seriousness of the violation.”**

The expert panel recognized that there is no evidence to support that CDCR’s practice of incarcerating parolees for technical parole violations reduced crime. On the contrary, incarceration is a destabilizing factor for the offender, family, and community, and therefore, even short-term incarceration has a negative impact. In addition, research has shown that difficulties in reintegration are only exacerbated by repeated incarceration periods. As a result, the expert panel found that CDCR does not have a graduated parole sanctions policy to provide community-based alternatives to incarceration for parolees who violate their parole conditions.



**k. Restrict the use of total confinement for parole-violations to only certain violations.**

The expert panel recommended that California enact legislation that restricts the use of total confinement for technical parole violations to only those violations that are: (a) a new felony or (b) technical parole violations that are directly related to the offender's criminal behavior patterns, specific dynamic risk factors, and that also threaten public safety. All other parole violations should result in intermediate, community-based sanctions other than prison.

*Department Progress: The department developed a Parole Violation Decision Making Instrument (PVDMI), and conducted pilot implementation at four parole units across the state. The department began rollout implementation of the PVDMI statewide, with completion expected in the Fall of 2009. The board hopes to receive data to substantiate the progress during the next reporting period.*

**l. Develop a parole sanctions matrix that will provide parole agents with guidelines for determining sanctions for parole violations.**

The matrix should incorporate graduated responses in the parole supervision process that support supervision goals and facilitate successful reentry. Having agency structured parole guidelines for responding to parole violations will, among other things: (a) allow responses to violations to be more fair and consistent throughout the agency, based on a common set of options appropriate to offender risk level and the seriousness of the violation, (b) provide parolees with clear supervision expectations and consequences for violations, (c) hold offenders accountable by responding swiftly and with certainty to all violations, and (d) support maintaining treatment in the community and pro-social activities.

*Department Progress: The department developed a Parole Violation Decision Making Instrument (PVDMI), and conducted pilot implementation at four parole units across the state. The department began rollout implementation of the PVDMI statewide, with completion expected in the Fall of 2009. The board hopes to receive data to substantiate the progress during the next reporting period.*

**2. Rehabilitation Strike Team Report**

The Rehabilitation Strike Team Report notes that every major report on the California corrections system since the early 1980s has recommended fundamental parole reform. The strike team emphasized the need for, among other parole reforms, use of remedial sanctions, a parole sanctions matrix, and incentives for parolees to participate in rehabilitative programming. These recommendations are addressed above and in section IV.

## **IV. CAPACITY FOR REHABILITATIVE EFFORTS**

While the primary focus of C-ROB's mission and its biannual reports is to examine the availability and effectiveness of rehabilitative programming throughout CDCR, the expert panel and the department have recognized that some basic capacity issues must be addressed in order to achieve sustainable change. Toward that end, C-ROB includes information in its biannual reports related to those areas considered essential to establishing the necessary capacity for rehabilitative programming, including reducing overcrowding, expanding incentives for offenders to engage in rehabilitative programming, and improving staff development and training.

## **A. REDUCE OVERCROWDING**

### **1. Expert Panel Report**

The expert panel found that the state of overcrowding in CDCR prisons was the largest barrier to delivering effective programming in CDCR facilities. The panel examined available space for offender programming, including treatment beds and classrooms as well as institutional safety issues. The Expert Panel Report stated that CDCR facilities were built to hold 100,000 inmates; however, as of June 2007, CDCR was housing 172,385 inmates. Approximately 18,000 of those inmates were living in spaces designed for inmate programming. The expert panel recognized that overcrowded prisons present serious safety concerns for inmates and correctional staff. When violent incidences and other disturbances occur, CDCR responds by significantly reducing inmate movements and cancelling most inmate programs in the affected area.

In addition to overcrowding in prisons, the expert panel also found that the large number of offenders on parole had resulted in unmanageable case loads for parole agents and more offenders needing treatment than the community-based program providers could treat. In response, the expert panel made the following recommendation to CDCR:

***“Reduce overcrowding in its prison facilities and parole offices.”***

As previously reported by C-ROB, the board has received testimony from the department regarding its efforts to reduce overcrowding through its infill bed plan and out-of-state transfers. Both of these processes are specifically authorized by AB 900. However, there are several other significant considerations that must be taken into account as part of the department’s overall plan to reduce overcrowding in its prisons and parole offices. For example, the construction of health-related facilities by the health care receiver’s office, acquisition and construction of secure reentry facilities, updated inmate and parolee population projections, and significant parole reforms must be taken into consideration.

*Department Progress: Proceeding with the AB 900 construction updates required legislative action. The Legislature passed AB 900 clean-up language on February 20, 2009.*

*While waiting for a legislative fix to AB 900 and Pooled Money Investment Board (PMIB) authorization, the department revised its infill bed plan to relieve overcrowding in adult prisons. Four infill sites have begun environmental documents and already have completed architectural programming. A reentry prototype design has been developed and one reentry facility has completed architectural programming, schematic designs, and environmental documents. Three additional reentry sites have been approved by the Public Works Board for CDCR to negotiate a purchase agreement and an additional reentry site on a state-owned parcel of land will begin programming. In total, 11 counties have signed written agreements to site reentry facilities. CDCR is continuing discussions with other counties for additional sites. The department also developed architectural plans and funding requests for several mental health projects to be funded with AB 900 money.*

### **2. Rehabilitation Strike Team Report**

The Rehabilitation Strike Team Report reemphasized the critical need to reduce overcrowding. However, it did not make specific recommendations other than those associated with parole reforms, which are discussed in section III(E), above.

## **B. EXPAND INCENTIVES**

### **1. Expert Panel Report**

The Expert Panel Report states, “If California wants its offenders to participate in rehabilitation programming, it must motivate them to complete rehabilitation programs and positively manage their behaviors.” The panel found that CDCR treats offenders who successfully complete rehabilitation programs and positively manage their behaviors in roughly the same manner as those who do not.

The expert panel made the following recommendation:

***“Enact legislation to expand its system of positive reinforcements for offenders who successfully complete their rehabilitation program requirements, comply with institutional rules in prison, and fulfill their parole obligations in the community.”***

*Department Progress: The department proposed enhanced credit earnings for inmates consistent with the Expert Panel recommendations as part of the Proposed Governor’s Budget for FY 2009-10. This proposal was not included in the approved budget enacted on February 20, 2009. Also consistent with the Expert Panel recommendation, CDCR has moved forward with actions that can be taken administratively to encourage inmate participation in programming, such as use of privileges, etc. These incentives are incorporated in the Solano demonstration project.*

**a. Award earned credits to offenders who complete any rehabilitation program in prison and on parole.** As explained in the Expert Panel Report, earned credits are currently awarded to offenders assigned to conservation camps to fight fires and perform other public services tasks. They are also awarded to offenders who participate in the Bridging Educational Program. The panel recommended that this incentive be expanded to offenders who participate in any rehabilitation program.

*Department Progress: The department has proposed enhanced credit earnings for inmates which was included in the Proposed Governor’s Budget for FY 2009-10. This proposal was not included in the approved budget enacted on February 20, 2009. Also consistent with the Expert Panel recommendation, CDCR has moved forward with actions that can be taken administratively to encourage inmate participation in programming, such as use of privileges, etc. These incentives are incorporated in the Solano demonstration project.*

**b. Replace work incentive program credits with statutorily-based good time incentive credits.** Currently, many offenders can receive “good time” credits to reduce their sentences by up to 50% but only if they are able to receive work incentive program credits. Inmates are able to receive these credits if they are able to access specified programs. However, many inmates cannot access the programs due to limited program capacity. The expert panel recommended that the Legislature pass a law that would allow CDCR to grant “good time” credits to inmates who comply with institutional rules. This would motivate inmates to manage their behaviors in prison.

*Department Progress: The department has proposed enhanced credit earnings for inmates which was included in the Proposed Governor’s Budget for FY 2009-10. This proposal was not included in the approved budget*

*enacted on February 20, 2009. Also consistent with the Expert Panel recommendation, CDCR has moved forward with actions that can be taken administratively to encourage inmate participation in programming, such as use of privileges, etc. These incentives are incorporated in the Solano demonstration project.*

**c. Implement an earned discharge parole supervision strategy for all parolees released from prison after serving a period of incarceration for an offense other than those listed as serious and violent under CPC 1192.7(c) and 667.5(c) criteria.** The expert panel recommended that legislation be enacted that would authorize CDCR to discharge specified parolees from parole supervision earlier, based on a variety of positive behaviors.

*Department Progress: The small “earned discharge” pilot program unveiled in September 2007 in the Counties of Orange and San Bernardino is no longer operating. No other updates were reported during the reporting period.*

## **2. Rehabilitation Strike Team Report**

The Rehabilitation Strike Team Report examined the need to expand incentives for parolees to participate in rehabilitative programming such as drug treatment, job training, and educational programs. The report found that one of the most powerful incentives for parolees is the ability to earn a shorter parole supervision period, or “earned discharge.” The strike team recommended that CDCR provide incentives to encourage parole success and accelerate parole discharge for exemplary parolees. The report states,

“By providing the opportunity for an accelerated release date as an incentive, parole agents and the Board of Parole Hearings can motivate prisoners to participate in targeted interventions and behavior that will increase their chances of successful transition into society.”

The report explains the laws governing parole discharge. Specifically, it states that California Penal Code section 3000 authorizes the Board of Parole Hearings to discharge a parolee at any time during the parole period. It further explains that non-violent, non-serious offenders are mandated to be discharged from parole 30 days after serving 12 continuous months of violation-free parole. Serious and violent offenders are eligible to be discharged 30 days after serving 24 continuous months of violation-free parole. The report also explains the process for discharging a parolee from parole. The current process requires the Department of Adult Parole Operations (DAPO) to submit a recommendation for discharge to the Board of Parole Hearings.

According to the Rehabilitation Strike Team Report, one of the significant challenges to implementing the earned discharge proposal is the growing disparity between DAPO recommendations and Board of Parole Hearing decisions. During 1995-96, the Board of Parole hearings agreed with DAPO recommendations to discharge offenders from parole about 50 percent of the time. In 2006-07, the Board of Parole Hearings agreed with DAPO recommendations in only 20 percent of the cases.

The strike team identified an additional impediment to overall parole reform involving the Board of Parole Hearings. Approximately one-third of parolees were committed to state prison as a result of a violent or serious offense. When these parolees violate any condition of their parole, the

determination of whether the violation results in a revocation of their parole status (and, therefore, a return to prison) rests with the Board of Parole Hearings.

For the above reasons, the strike team concluded that none of the parole reforms recommended in the Strike Team Report can occur without Board of Parole Hearings support.

*Department Progress: The department received input from the Board of Parole Hearings (BPH) in developing the Parole Violation Decision Making Instrument (PVDMI). A process has been established under the PVDMI for referral to the BPH consistent with California law.*

## **C. STAFF DEVELOPMENT AND TRAINING**

### **1. Expert Panel Report**

The Expert Panel Report recognized the critical importance of having well-trained security-supervision and rehabilitation treatment-programming staff. However, the expert panel did not make any specific recommendations regarding staff development and training other than those listed in section III of this report.

### **2. Rehabilitation Strike Team Report**

The strike team emphasized throughout its report how crucial proper training of CDCR employees is to successful rehabilitation programming. Properly trained employees are needed to assure rehabilitation is achieved through proper means while in prison and on parole. The strike team recommended that CDCR direct its Office of Training and Professional Development (OTPD) to focus on providing relevant training in rehabilitation techniques to CDCR employees. Due to the large number of CDCR employees and their various locations, the strike team recommended CDCR partner with the California Community College System for employee training. Again because of the large number of employees, it was recommended that CDCR train staff involved in the demonstration project first, and based on that experience, consider how best to train and educate the remaining CDCR employees.

In addition to training parole agents as recommended in the Expert Panel Report (discussed above in section III(F)), the Strike Team Report emphasized the need for CDCR to develop and implement training programs designed to ensure that: (a) the case management system designed to utilize the OARP and the second-order needs assessments are well supported by trained employees charged with implementing the OARP in reception centers, prisons, reentry facilities, and parole regions, and (b) rehabilitation programs are routinely implemented by well-trained professionals charged with providing key services to offenders in reception centers, prison, reentry facilities, and parole regions.

*Department Progress: The department took the following efforts during the reporting period to establish a rehabilitative training infrastructure:*

- a. Six positions were temporarily redirected to the Office of Training and Personnel Development (OTPD). These positions were approved and funded as part of the ARNAT Project.*

- b. *A service level agreement was reached between OTPD and Adult Programs in the summer of 2008 defining the roles and responsibilities of each respective department in planning, designing, and delivering rehabilitative program training for CDCR staff.*
- c. *Adult Programs created a staff training unit.*
- d. *An orientation to rehabilitative programs DVD was finalized for delivery to CDCR employees. The lesson plan for this delivery and materials highlighting the primary message points was been developed for the participants.*
- e. *CCI training at the reception centers for those administering COMPAS is underway.*
- f. *Developing ARNAT training to roll out the assessment tool to all 33 prisons.*
- g. *An Interagency Agreement between CDCR and the California Community College Chancellor's Office (CCCCO) for training courses for rehabilitative staff is nearing execution. Many modifications were required to refine the scope and approach for training to be offered and scale back resource requirements.*

## **V. C-ROB FINDINGS**

- **C-ROB commends CDCR's continued efforts to get the demonstration project at Solano up and running. There were many set backs along the way, but the staff persevered, and because of their hard work the demonstration project is underway. The board looks forward to an update, data, and lessons learned during the next reporting period.**
- **The board is encouraged with CDCR's development of the program design for delivery of an integrated rehabilitation treatment model in a prison setting being tested at the demonstration project at Solano.**
- **C-ROB is disappointed by the late delivery and unavailability of data to substantiate implementation progress. The board plans to publish an interim report in June 2009 and requests that CDCR provide updated data by May 18, 2009, or sooner if it is available.**
- **C-ROB's concerns regarding program delivery remain unchanged since its first report. CDCR needs to begin delivering programs to inmates and start them on a track to rehabilitation. We understand that many of the implementation delays were beyond the department's control.**
- **The board commends CDCR for its design, implementation, use of, and training plans for the Parole Violation Decision Making Instrument.**
- **C-ROB is encouraged by CDCR's procurement of two programs in the major offender programming areas. Thinking for a Change (T4C) and Controlling Anger and Learning to Manage (CALM) will be provided through an interagency agreement (IA) with the Orange County Department of Education (OCDE). They are expected to be up and running in March 2009 at the demonstration project and the board is excited to see the results of the programs.**
- **Teachers continued to conduct assessments of offenders with new commitments and over 240 days to serve using COMPAS. So far over 25,000 have been completed. The**

board commends CDCR for finding an interim solution for conducting COMPAS while the details of the CCI positions were solidified.

- C-ROB is encouraged by CDCR's evaluation of its existing programs to increase the programs' performance and utilization. It is cost and time efficient to increase the utilization of existing proven programs.
- The department also started visiting institutions to determine and maximize program capacity. Again, utilizing existing program capacity is more cost and time efficient than building more programming space. Fourteen institutions were visited until the budget curtailed travel in January 2009.
- The board is encouraged that CDCR surveyed each institution and developed an inventory of volunteer programs available at each institution. These programs serve rehabilitation efforts in a different manner than evidence based programs according to many guest speakers at board meetings, and they seem to be of great value to the institutions that have them. These are programs that are of minimal cost to CDCR and can be of great benefit to inmates.
- CDCR initiated inventories for programming space at every institution in order to secure detailed information on current programming space, space previously used for programming but repurposed, and space that could potentially be used for programming in the future. Five institutions remain to be inventoried and 19 are pending completion of the detailed descriptions and displays. While the department has information on current programming space, this will be an extremely useful addition. C-ROB encourages the department to move forward quickly in completing these detailed inventories.
- The department's success in increasing its Substance Abusing Programming (SAP) by 2,000 slots, with aftercare in the community, impressed the board.
- C-ROB commends CDCR for incorporating the California Static Risk Assessment (CSRA) within the COMPAS instrument, and also for arrangement with the Department of Justice to update data on over 600,000 offenders used to populate specific static fields.
- The board is encouraged by the comprehensive training schedules the department has created and executed, specifically the COMPAS training at reception centers, which was mostly completed during the reporting period, and the Parole Violation Decision Making Instrument training which is to be completed by next fall.
- Integrating key assessment and classification process documents within the COMPAS instrument and rolling out the automation of the process to the reception centers was done this reporting period. This is a critical step for ensuring efficiency and accuracy in the assessment process.
- Developing the database of projected labor market data, the counties to which each institution predominantly releases offenders, and the vocational programs currently

offered by each institution. This was major step in matching appropriate vocational training programs in prisons to the jobs that are available in those counties to which inmates will return upon release from custody.

- During the November 3, 2008, board meeting, C-ROB heard testimony from several CDCR teachers who claim that new programming hours are going to decrease the actual time an inmate has in the classroom. These teachers also claimed data related to classroom time was misreported. There are many changes underway at the Solano demonstration project. C-ROB will monitor the net benefit of these changes and outcomes. The next report will address these issues.

## **VI. CONCLUSION**

The road to effective and comprehensive rehabilitation programming in California's correctional system will be long and arduous; however, C-ROB cannot emphasize enough the need for all stakeholders to remain focused on the long-term objectives. From July to December 2008, the department continued to train its employees, designing and refining programs and evaluation tools, developing detailed action plans in key areas, and getting the Solano demonstration project underway. For those who expected the department to move directly from planning to implementation, the time the department has devoted to program development may be frustrating. C-ROB commends the department for its hard work during the six month report period and understands that a strong foundation, as well as leadership and support from the Governor and Legislature, is essential to ensuring sustainable reform. As the department begins to move into the implementation phase, C-ROB looks forward to department updates and expects to receive aggregate offender data to substantiate progress during the next reporting period.

**Appendix A: Identifying the Rehabilitative Needs of Offenders**

| Location         | Assessed | Academic, vocational, |        |       | Alcohol and other drugs |       |       | Aggression, anger, and |       |        | Criminal thinking, |       |        | Family, marital, and |       |        | Sex offending |     |     |
|------------------|----------|-----------------------|--------|-------|-------------------------|-------|-------|------------------------|-------|--------|--------------------|-------|--------|----------------------|-------|--------|---------------|-----|-----|
| Institution      | #        | High                  | Med    | Low   | High                    | Med   | Low   | High                   | Med   | Low    | High               | Med   | Low    | High                 | Med   | Low    | High          | Med | Low |
| All Institutions | 66,384   | 33.6%                 | 17.6%  | 48.8% | 48.1%                   | 25.0% | 26.8% | 26.7%                  | 33.8% | 39.5%  | 23.5%              | 42.8% | 33.6%  | 21.5%                | 13.5% | 65.0%  | *             | *   | *   |
| ASP              | 2,120    | 32.5%                 | 15.0%  | 52.4% | 45.7%                   | 26.1% | 28.2% | 36.1%                  | 19.4% | 44.5%  | 17.1%              | 36.7% | 46.3%  | 20.3%                | 13.5% | 66.1%  | *             | *   | *   |
| CAL              | 544      | 43.0%                 | 19.1%  | 37.9% | 51.8%                   | 25.0% | 23.2% | 38.1%                  | 23.7% | 38.2%  | 28.1%              | 49.1% | 22.8%  | 24.6%                | 13.8% | 61.6%  | *             | *   | *   |
| CCC              | 2,060    | 30.6%                 | 18.5%  | 50.9% | 50.6%                   | 27.6% | 21.8% | 36.1%                  | 25.1% | 38.8%  | 26.7%              | 45.8% | 27.5%  | 24.6%                | 14.9% | 60.5%  | *             | *   | *   |
| CCF              | 511      | 38.7%                 | 17.6%  | 43.6% | 52.4%                   | 26.6% | 20.9% | 22.3%                  | 38.9% | 38.7%  | 28.0%              | 48.3% | 23.7%  | 22.7%                | 12.9% | 64.4%  | *             | *   | *   |
| CCI              | 3,807    | 27.7%                 | 16.5%  | 55.7% | 38.4%                   | 27.2% | 34.5% | 28.2%                  | 29.8% | 42.1%  | 16.7%              | 43.0% | 40.3%  | 19.7%                | 13.4% | 66.9%  | *             | *   | *   |
| CCI3             | 2        | 0.0%                  | 100.0% | 0.0%  | 100.0%                  | 0.0%  | 0.0%  | 50.0%                  | 0.0%  | 50.0%  | 100.0%             | 0.0%  | 0.0%   | 50.0%                | 0.0%  | 50.0%  | *             | *   | *   |
| CCI4             | 1        | 100.0%                | 0.0%   | 0.0%  | 100.0%                  | 0.0%  | 0.0%  | 0.0%                   | 0.0%  | 100.0% | 0.0%               | 0.0%  | 100.0% | 0.0%                 | 0.0%  | 100.0% | *             | *   | *   |
| CCI4A            | 34       | 14.7%                 | 17.6%  | 67.6% | 32.4%                   | 29.4% | 38.2% | 17.6%                  | 47.1% | 35.3%  | 8.8%               | 20.6% | 70.6%  | 26.5%                | 11.8% | 61.8%  | *             | *   | *   |
| CCI4B            | 40       | 25.0%                 | 17.5%  | 57.5% | 40.0%                   | 22.5% | 37.5% | 7.5%                   | 52.5% | 40.0%  | 10.0%              | 32.5% | 57.5%  | 12.5%                | 12.5% | 75.0%  | *             | *   | *   |
| CCIIRC           | 77       | 29.9%                 | 10.4%  | 59.7% | 35.1%                   | 24.7% | 40.3% | 6.5%                   | 63.6% | 29.9%  | 18.2%              | 48.1% | 33.8%  | 15.6%                | 19.5% | 64.9%  | *             | *   | *   |
| CCW              | 748      | 28.3%                 | 18.9%  | 52.8% | 54.4%                   | 20.9% | 24.7% | 3.1%                   | 72.5% | 24.5%  | 20.7%              | 43.0% | 36.2%  | 20.5%                | 12.6% | 67.0%  | *             | *   | *   |
| CCWF             | 947      | 32.4%                 | 19.0%  | 48.6% | 44.9%                   | 28.1% | 27.0% | 13.6%                  | 52.1% | 34.3%  | 26.2%              | 43.8% | 30.0%  | 19.1%                | 11.3% | 69.6%  | *             | *   | *   |
| CCWRC            | 1,787    | 28.5%                 | 17.9%  | 53.6% | 51.1%                   | 23.8% | 25.1% | 6.3%                   | 69.2% | 24.5%  | 21.9%              | 48.9% | 29.2%  | 17.7%                | 11.8% | 70.5%  | *             | *   | *   |
| CEN              | 1,598    | 47.3%                 | 18.4%  | 34.3% | 31.2%                   | 23.0% | 45.8% | 29.6%                  | 21.8% | 48.6%  | 38.2%              | 44.3% | 17.5%  | 21.1%                | 14.5% | 64.4%  | *             | *   | *   |
| CIM              | 1,751    | 31.8%                 | 16.7%  | 51.5% | 52.2%                   | 26.5% | 21.3% | 24.9%                  | 35.4% | 39.7%  | 22.2%              | 44.5% | 33.2%  | 18.2%                | 12.6% | 69.3%  | *             | *   | *   |
| CIM East         | 342      | 39.5%                 | 17.5%  | 43.0% | 52.0%                   | 22.8% | 25.1% | 41.5%                  | 18.1% | 40.4%  | 29.2%              | 40.1% | 30.7%  | 22.8%                | 17.3% | 59.9%  | *             | *   | *   |
| CIM West         | 396      | 29.3%                 | 17.7%  | 53.0% | 46.0%                   | 24.0% | 30.1% | 31.6%                  | 30.1% | 38.4%  | 20.2%              | 47.2% | 32.6%  | 21.7%                | 16.4% | 61.9%  | *             | *   | *   |
| CIM-Reception    | 13       | 30.8%                 | 15.4%  | 53.8% | 53.8%                   | 15.4% | 30.1% | 30.8%                  | 30.1% | 38.5%  | 30.8%              | 53.8% | 15.4%  | 30.8%                | 15.4% | 53.8%  | *             | *   | *   |
| CIM-Reception    | 19       | 36.8%                 | 0.0%   | 63.2% | 36.8%                   | 26.3% | 36.8% | 57.9%                  | 15.8% | 26.3%  | 10.5%              | 47.4% | 42.1%  | 5.3%                 | 10.5% | 84.2%  | *             | *   | *   |
| CIW              | 1,727    | 35.9%                 | 16.9%  | 47.2% | 57.4%                   | 21.9% | 20.7% | 13.5%                  | 55.2% | 31.3%  | 31.7%              | 43.8% | 24.5%  | 23.7%                | 11.5% | 64.9%  | *             | *   | *   |
| CIWRC            | 142      | 34.5%                 | 18.3%  | 47.2% | 52.1%                   | 23.9% | 23.9% | 9.2%                   | 55.6% | 35.2%  | 33.8%              | 42.3% | 23.9%  | 21.1%                | 12.7% | 66.2%  | *             | *   | *   |
| CMC              | 451      | 41.7%                 | 17.5%  | 40.8% | 38.4%                   | 28.8% | 32.8% | 35.9%                  | 19.3% | 44.8%  | 25.9%              | 45.2% | 28.8%  | 25.1%                | 10.9% | 64.1%  | *             | *   | *   |
| CMC West         | 1,187    | 20.3%                 | 15.8%  | 63.9% | 38.3%                   | 28.4% | 33.3% | 35.6%                  | 22.7% | 41.7%  | 9.4%               | 34.9% | 55.8%  | 18.8%                | 12.2% | 69.0%  | *             | *   | *   |
| CMF              | 518      | 34.9%                 | 17.6%  | 47.5% | 45.4%                   | 25.1% | 29.5% | 44.6%                  | 19.3% | 36.1%  | 22.6%              | 40.7% | 36.7%  | 20.7%                | 16.4% | 62.9%  | *             | *   | *   |
| COCF             | 1        | 100.0%                | 0.0%   | 0.0%  | 100.0%                  | 0.0%  | 0.0%  | 0.0%                   | 0.0%  | 100.0% | 0.0%               | 0.0%  | 100.0% | 100.0%               | 0.0%  | 0.0%   | *             | *   | *   |
| COR              | 1,246    | 40.2%                 | 18.0%  | 41.8% | 40.4%                   | 26.3% | 33.2% | 21.8%                  | 30.8% | 47.4%  | 23.8%              | 48.2% | 28.0%  | 20.2%                | 12.7% | 67.1%  | *             | *   | *   |
| CRC              | 1,138    | 29.3%                 | 18.5%  | 52.2% | 42.0%                   | 23.3% | 34.7% | 33.8%                  | 22.3% | 43.8%  | 20.0%              | 40.1% | 39.9%  | 16.3%                | 11.9% | 71.8%  | *             | *   | *   |
| CTF              | 1,153    | 34.9%                 | 17.2%  | 48.0% | 40.7%                   | 26.0% | 33.3% | 36.0%                  | 21.2% | 42.8%  | 25.2%              | 44.5% | 30.3%  | 21.9%                | 13.5% | 64.6%  | *             | *   | *   |
| CVSP             | 1,229    | 33.9%                 | 17.0%  | 49.1% | 37.7%                   | 27.6% | 34.7% | 39.1%                  | 16.8% | 44.1%  | 17.7%              | 40.8% | 41.5%  | 19.0%                | 14.3% | 66.6%  | *             | *   | *   |
| DVI              | 2,122    | 30.1%                 | 16.0%  | 54.0% | 53.7%                   | 22.0% | 24.4% | 34.8%                  | 24.2% | 41.0%  | 20.0%              | 41.6% | 38.4%  | 21.7%                | 13.3% | 65.0%  | *             | *   | *   |
| DVIRC            | 3,595    | 36.6%                 | 18.1%  | 45.3% | 54.3%                   | 25.1% | 20.6% | 28.7%                  | 34.2% | 37.1%  | 28.3%              | 42.8% | 28.9%  | 25.0%                | 15.9% | 59.1%  | *             | *   | *   |
| FSP              | 1,127    | 37.2%                 | 19.5%  | 43.3% | 42.6%                   | 26.6% | 30.8% | 20.1%                  | 33.0% | 46.9%  | 26.0%              | 43.8% | 30.2%  | 23.8%                | 12.7% | 63.5%  | *             | *   | *   |
| HDP              | 469      | 27.3%                 | 14.9%  | 57.8% | 67.2%                   | 17.9% | 14.9% | 19.6%                  | 35.8% | 44.6%  | 9.4%               | 37.1% | 53.5%  | 28.8%                | 12.8% | 58.4%  | *             | *   | *   |
| HDPRC            | 479      | 30.9%                 | 18.2%  | 50.9% | 61.2%                   | 24.4% | 14.4% | 12.5%                  | 48.4% | 39.0%  | 14.8%              | 41.8% | 43.4%  | 30.3%                | 15.9% | 53.9%  | *             | *   | *   |
| HDSP             | 873      | 41.8%                 | 18.3%  | 39.9% | 52.9%                   | 25.9% | 21.2% | 24.6%                  | 32.8% | 42.6%  | 22.0%              | 45.4% | 32.6%  | 30.6%                | 15.7% | 53.7%  | *             | *   | *   |
| IRON             | 1,206    | 45.3%                 | 17.6%  | 37.1% | 32.8%                   | 24.6% | 42.5% | 31.7%                  | 21.3% | 47.0%  | 31.8%              | 44.0% | 24.2%  | 22.5%                | 13.3% | 64.3%  | *             | *   | *   |
| KVSP             | 657      | 41.7%                 | 19.5%  | 38.8% | 44.6%                   | 27.2% | 28.2% | 44.3%                  | 17.2% | 38.5%  | 25.3%              | 46.1% | 28.6%  | 26.5%                | 13.4% | 60.1%  | *             | *   | *   |
| LAC              | 1,367    | 29.1%                 | 18.1%  | 52.7% | 44.0%                   | 24.4% | 31.6% | 28.5%                  | 33.1% | 38.5%  | 21.5%              | 39.1% | 39.4%  | 17.2%                | 11.6% | 71.2%  | *             | *   | *   |
| LACRC            | 1,180    | 32.9%                 | 19.6%  | 47.5% | 40.4%                   | 25.1% | 34.5% | 22.4%                  | 37.8% | 39.8%  | 25.3%              | 41.9% | 32.7%  | 16.4%                | 11.4% | 72.1%  | *             | *   | *   |



**Appendix B: Determining Gaps in Rehabilitative Services**

| Program Area                               | Need Level           |   |              | Current Capacity (Program Slots) | Gap in Services for High Need*       | Gap in Services for High and Medium Need* |
|--|----------------------|---|--------------|----------------------------------|--------------------------------------|---|
|  | M                    | H | M+H          |                                  |                                      |   |
| All Institutions                           |                      |   |              | Number                           | Need (H) -Capacity (Programs 1+2+..) | Need (M+H) -Capacity (Programs 1+2+..)    |
| <b>Academic, vocational, and financial</b> |                      |   |              |                                  |                                      |   |
|  | <i>Tabc Scores</i>   |   |              | <i>"Quota" from December '08</i> |                                      |   |
| <b>Academic Programs:</b>                  |                      |   | <b>84.8%</b> | <b>15,097</b>                    |                                      |   |
| ELD  |                      |   |              |                                  |                                      |   |
| ABE-I                                      |                      |   | <b>15.2%</b> |                                  |                                      |   |
| ABE-II                                     |                      |   | <b>27.7%</b> |                                  |                                      |   |
| ABE-III                                    |                      |   | <b>13.5%</b> |                                  |                                      |   |
| GED Courses (Sub-Tests)                    |                      |   | <b>48.5%</b> |                                  |                                      |   |
| High School Courses                        |                      |   |              |                                  |                                      |   |
| Pre-Release Program                        |                      |   |              |                                  |                                      |   |
| Physical Fitness Training Program          |                      |   |              |                                  |                                      |   |
| Bridging Education                         |                      |   |              |                                  |                                      |   |
|  | <i>COMPAS scores</i> |   |              | <i>"Quota" from December '08</i> |                                      |   |
| <b>Vocational Programs:</b>                |                      |   | <b>51.2%</b> | <b>9,853</b>                     |                                      |   |
| Building Maintenance                       |                      |   |              |                                  |                                      |   |
| Carpentry                                  |                      |   |              |                                  |                                      |   |
| Electrical                                 |                      |   |              |                                  |                                      |   |
| HVAC                                       |                      |   |              |                                  |                                      |   |
| Masonry                                    |                      |   |              |                                  |                                      |   |
| Mill and Cabinet                           |                      |   |              |                                  |                                      |   |
| Painting                                   |                      |   |              |                                  |                                      |   |
| Plumbing                                   |                      |   |              |                                  |                                      |   |
| Sheet Metal                                |                      |   |              |                                  |                                      |   |
| Welding                                    |                      |   |              |                                  |                                      |   |
| Auto Body                                  |                      |   |              |                                  |                                      |   |
| Auto Mechanics                             |                      |   |              |                                  |                                      |   |
| Cosmetology                                |                      |   |              |                                  |                                      |   |
| Dry Cleaning                               |                      |   |              |                                  |                                      |   |
| Electronics                                |                      |   |              |                                  |                                      |   |

**Appendix B (cont'd)**

| Program Area  | Need Level                                     |   |       | Current Capacity (Program Slots)                               |           |                   | Gap in Services for High Need*       | Gap in Services for High and Medium Need* |
|---|--|---|-------|--|-----------|-------------------|--------------------------------------|---|
|   | M  | H | M+H   | Program 1  | Program 2 | Programs 1+2+.... |                                      |   |
| By Institution**                                      |  |   |       |  |           |                   | Need (H) -Capacity (Programs 1+2+..) | Need (M+H) -Capacity (Programs 1+2+..)    |
| Eyewear Manufacturing                                 |  |   |       |  |           |                   |                                      |   |
| Graphic Arts  |  |   |       |  |           |                   |                                      |   |
| Janitorial  |  |   |       |  |           |                   |                                      |   |
| Landscaping   |  |   |       |  |           |                   |                                      |   |
| Machine Shop  |  |   |       |  |           |                   |                                      |   |
| Office Services and Related Technology                |  |   |       |  |           |                   |                                      |   |
| Small Engine Repair                                   |  |   |       |  |           |                   |                                      |   |
| PIA CTE   |  |   |       |  |           |                   |                                      |   |
| <b>Alcohol and other drugs</b>                        |  |   |       |  |           |                   |                                      |   |
|   | <i>COMPAS scores</i>                           |   |       | <i>From DARS Count January</i>                                 |           |                   |                                      |   |
| SAP   |  |   | 73.2% | 12,128   |           |                   |                                      |   |
| <b>Aggression, hostility, anger and violence</b>      |  |   |       |  |           |                   |                                      |   |
|   | <i>COMPAS scores</i>                           |   |       | <i>Program Pending</i>   |           |                   |                                      |   |
| CALM  |  |   | 60.5% |  |           |                   |                                      |   |
| <b>Criminal thinking, behaviors, and associations</b> |  |   |       |  |           |                   |                                      |   |
|   | <i>COMPAS scores</i>                           |   |       | <i>Program Pending</i>   |           |                   |                                      |   |
| Thinking For a Change                                 |  |   | 66.4% |  |           |                   |                                      |   |
| <b>Family, marital, and relationships</b>             | <i>COMPAS scores (66,385) as of August 1st</i> |   |       | <i>Program Pending Further Analysis for In-Prison Delivery</i> |           |                   |                                      |   |
|   |  |   | 35.0% |  |           |                   |                                      |   |
| <b>Sex offending</b>                                  |  |   |       | <i>Program Pending Further</i>                                 |           |                   |                                      |   |

\* Ultimately, CDCR will have to ensure that only H and/or H and M need offenders are placed in programs.







**Appendix C: Determining Levels of Offender Participation and Offender Success**

| Traditional Academic | Budgeted slots at start of reporting period (July 2008 Quota) | # of program hours per period (XSEA) | # inmates assigned at beginning of period (Monthly Average) | Participant hours* per period (X-Time) | Participation Rate (Monthly Average of X/XSEA Time for this period) |  |  | # participants still in program at end of period (December 2008) |
|----------------------|---|--------------------------------------|---|--|---|--|--|--|
| ASP                  | 1387  | 870115                               | 948   | 610158                                 | 70%   |  |  | 818  |
| CAL                  | 768   | 397719                               | 385   | 258816                                 | 66%   |  |  | 419  |
| CCC                  | 426   | 242394                               | 219   | 147603                                 | 60%   |  |  | 209  |
| CCI                  | 491   | 283589                               | 240   | 202114                                 | 71%   |  |  | 333  |
| CCWF                 | 688   | 411420                               | 338   | 226395                                 | 54%   |  |  | 215  |
| GEN                  | 753   | 308896                               | 294   | 216894                                 | 71%   |  |  | 467  |
| CIM                  | 324   | 129374                               | 91  | 89065                                  | 68%   |  |  | 75   |
| CIW                  | 486   | 191631                               | 440   | 151265                                 | 79%   |  |  | 481  |
| CMC                  | 607   | 349074                               | 409   | 238041                                 | 68%   |  |  | 347  |
| CMF                  | 165   | 108499                               | 108   | 58606                                  | 54%   |  |  | 89   |
| COR                  | 597   | 324553                               | 386   | 259547                                 | 80%   |  |  | 399  |
| CRC                  | 505   | 230496                               | 214   | 141464                                 | 61%   |  |  | 186  |
| CTF                  | 586   | 330679                               | 348   | 210866                                 | 63%   |  |  | 325  |
| CVSP                 | 270   | 153711                               | 204   | 126211                                 | 81%   |  |  | 152  |
| DVI                  | 0   | 0                                    | 0   | 0                                      | 0%  |  |  | 0  |
| FOL                  | 414   | 269537                               | 305   | 205866                                 | 76%   |  |  | 327  |
| HDSP                 | 915   | 400499                               | 479   | 336017                                 | 84%   |  |  | 504  |
| ISP                  | 216   | 104175                               | 138   | 53293                                  | 48%   |  |  | 42   |
| KVSP                 | 216   | 139964                               | 179   | 114889                                 | 82%   |  |  | 95   |
| LAC                  | 81  | 54712                                | 42  | 28193                                  | 50%   |  |  | 76   |
| MCSP                 | 486   | 288114                               | 296   | 175696                                 | 60%   |  |  | 238  |
| NKSP                 | 0   | 5840                                 | 0   | 3776                                   | 68%   |  |  | 22   |
| PBSP                 | 54  | 47917                                | 46  | 35479                                  | 76%   |  |  | 57   |
| PVSP                 | 594   | 367907                               | 368   | 244325                                 | 66%   |  |  | 300  |
| RJD                  | 108   | 68508                                | 46  | 36816                                  | 54%   |  |  | 59   |
| SAC                  | 243   | 155197                               | 158   | 117026                                 | 75%   |  |  | 190  |
| SATF                 | 1566  | 843104                               | 942   | 536264                                 | 63%   |  |  | 586  |
| SCC                  | 607   | 364734                               | 445   | 264037                                 | 73%   |  |  | 326  |
| SOL                  | 667   | 405281                               | 349   | 222884                                 | 54%   |  |  | 174  |
| SQ                   | 243   | 125653                               | 89  | 87028                                  | 70%   |  |  | 129  |
| SVSP                 | 297   | 192141                               | 210   | 124381                                 | 65%   |  |  | 194  |
| VSPW                 | 1128  | 441910                               | 503   | 310019                                 | 69%   |  |  | 326  |
| WSP                  | 0   | 0                                    | 0   | 0                                      | 0%  |  |  | 0  |
| All institutions     | 15990   | 8607343                              | 14487   | 5833034                                | 68%   |  |  | 14991  |

\* Participant hours equals the number of hours participants actually attended

Appendix C (cont'd)

| Traditional Vocational | Budgeted slots at start of reporting period (July 2008 Quota) | # of program hours per period (XSEA) | # inmates assigned at beginning of period (Monthly Average) | Participant hours* per period (X-Time) | Participation Rate (Monthly Average of X/XSEA Time for this period) |  |  | # participants still in program at end of period (December 2008) |
|------------------------|---|--------------------------------------|---|--|---|--|--|--|
| ASP                    | 719   | 445605                               | 527   | 321105                                 | 71%   |  |  | 386  |
| CAL                    | 405   | 244192                               | 230   | 115326                                 | 47%   |  |  | 210  |
| CCC                    | 316   | 197537                               | 165   | 121386                                 | 61%   |  |  | 189  |
| CCI                    | 460   | 273807                               | 223   | 167265                                 | 61%   |  |  | 254  |
| CCWF                   | 399   | 197922                               | 197   | 119259                                 | 59%   |  |  | 115  |
| CEN                    | 567   | 338498                               | 302   | 208950                                 | 62%   |  |  | 383  |
| CIM                    | 189   | 116846                               | 124   | 81434                                  | 69%   |  |  | 68   |
| CIW                    | 135   | 45790                                | 126   | 39912                                  | 87%   |  |  | 114  |
| CMC                    | 326   | 204368                               | 252   | 153590                                 | 75%   |  |  | 243  |
| CMF                    | 121   | 70747                                | 82  | 39031                                  | 53%   |  |  | 64   |
| COR                    | 597   | 324553                               | 386   | 259547                                 | 80%   |  |  | 399  |
| CRC                    | 479   | 203941                               | 217   | 127004                                 | 62%   |  |  | 162  |
| CTF                    | 345   | 209740                               | 108   | 118805                                 | 57%   |  |  | 250  |
| CVSP                   | 270   | 153711                               | 204   | 126211                                 | 81%   |  |  | 152  |
| DVI                    | 0   | 0                                    | 0   | 0                                      | 0%  |  |  | 0  |
| FOL                    | 432   | 271807                               | 325   | 202454                                 | 75%   |  |  | 347  |
| HDSP                   | 81  | 39403                                | 45  | 26728                                  | 69%   |  |  | 41   |
| ISP                    | 594   | 386972                               | 354   | 188327                                 | 48%   |  |  | 201  |
| KVSP                   | 216   | 105196                               | 81  | 44667                                  | 43%   |  |  | 70   |
| LAC                    | 93  | 53747                                | 50  | 24863                                  | 45%   |  |  | 41   |
| MCSP                   | 270   | 143660                               | 154   | 98702                                  | 67%   |  |  | 107  |
| NKSP                   | 0   | 0                                    | 0   | 0                                      | 0%  |  |  | 0  |
| PBSP                   | 54  | 19883                                | 22  | 8368                                   | 39%   |  |  | 20   |
| PVSP                   | 648   | 413787                               | 323   | 209540                                 | 49%   |  |  | 234  |
| RJD                    | 81  | 46788                                | 42  | 28237                                  | 62%   |  |  | 27   |
| SAC                    | 54  | 39605                                | 34  | 28989                                  | 73%   |  |  | 58   |
| SATF                   | 1026  | 596534                               | 594   | 384832                                 | 64%   |  |  | 378  |
| SCC                    | 297   | 191505                               | 224   | 127132                                 | 66%   |  |  | 165  |
| SOL                    | 667   | 264318                               | 196   | 135763                                 | 52%   |  |  | 158  |
| SQ                     | 162   | 90658                                | 72  | 61981                                  | 69%   |  |  | 88   |
| SVSP                   | 54  | 27173                                | 26  | 15122                                  | 55%   |  |  | 35   |
| VSPW                   | 405   | 254630                               | 296   | 169350                                 | 65%   |  |  | 110  |
| WSP                    | 0   | 0                                    | 0   | 0                                      | 0%  |  |  | 0  |
| All Institutions       | 9999  | 5865071                              | 5831  | 3637619                                | 62%   |  |  | 4859   |

\* Participant hours equals the number of hours participants actually attended

**Appendix C (cont'd)**

| Aggression, hostility, anger, and violence (by individual programs or aggregated) | Budgeted slots at start of reporting period | # of program hours per period | # inmates assigned at beginning of period | Participant hours* per period | # successful completions during program period | # participants who left without successful completion | # new assignments since beginning of period | # participants still in program at end of period |
|---|---|-------------------------------|---|-------------------------------|--|---|---|--|
| Institution 1   |   |                               |   |                               |  |   |   |  |
| Institution 2   |   |                               |   |                               |  |   |   |  |
| Institution 3   |   |                               |   |                               |  |   |   |  |
| Institution 4   |   |                               |   |                               |  |   |   |  |
| Institution 5   |   |                               |   |                               |  |   |   |  |
| Institution 6   |   |                               |   |                               |  |   |   |  |
| Institution 7   |   |                               |   |                               |  |   |   |  |
| Institution 8   |   |                               |   |                               |  |   |   |  |
| Institution 9   |   |                               |   |                               |  |   |   |  |
| Institution 10  |   |                               |   |                               |  |   |   |  |
| Institution 11  |   |                               |   |                               |  |   |   |  |
| Institution 12  |   |                               |   |                               |  |   |   |  |
| Institution 13  |   |                               |   |                               |  |   |   |  |
| Institution 14  |   |                               |   |                               |  |   |   |  |
| Institution 15  |   |                               |   |                               |  |   |   |  |
| Institution 16  |   |                               |   |                               |  |   |   |  |
| Institution 17  |   |                               |   |                               |  |   |   |  |
| Institution 18  |   |                               |   |                               |  |   |   |  |
| Institution 19  |   |                               |   |                               |  |   |   |  |
| Institution 20  |   |                               |   |                               |  |   |   |  |
| Institution 21  |   |                               |   |                               |  |   |   |  |
| Institution 22  |   |                               |   |                               |  |   |   |  |
| Institution 23  |   |                               |   |                               |  |   |   |  |
| Institution 24  |   |                               |   |                               |  |   |   |  |
| Institution 25  |   |                               |   |                               |  |   |   |  |
| Institution 26  |   |                               |   |                               |  |   |   |  |
| Institution 27  |   |                               |   |                               |  |   |   |  |
| Institution 28  |   |                               |   |                               |  |   |   |  |
| Institution 29  |   |                               |   |                               |  |   |   |  |
| Institution 30  |   |                               |   |                               |  |   |   |  |
| Institution 31  |   |                               |   |                               |  |   |   |  |
| Institution 32  |   |                               |   |                               |  |   |   |  |
| Institution 33  |   |                               |   |                               |  |   |   |  |

\* Participant hours equals the number of hours participants actually attended

**Appendix C (cont'd)**

| Criminal thinking, behaviors, and associations (by individual programs or aggregated)   | Budgeted slots at start of reporting period | # of program hours per period | # inmates assigned at beginning of period | Participant hours* per period | # successful completions during program period | # participants who left without successful completion | # new assignments since beginning of period | # participants still in program at end of period |
|---|---|-------------------------------|---|-------------------------------|--|---|---|--|
| Institution 1<br>Institution 2<br>Institution 3<br>Institution 4<br>Institution 5<br>Institution 6<br>Institution 7<br>Institution 8<br>Institution 9<br>Institution 10<br>Institution 11<br>Institution 12<br>Institution 13<br>Institution 14<br>Institution 15<br>Institution 16<br>Institution 17<br>Institution 18<br>Institution 19<br>Institution 20<br>Institution 21<br>Institution 22<br>Institution 23<br>Institution 24<br>Institution 25<br>Institution 26<br>Institution 27<br>Institution 28<br>Institution 29<br>Institution 30<br>Institution 31<br>Institution 32<br>Institution 33 |   |                               |   |                               |  |   |   |  |

\* Participant hours equals the number of hours participants actually attended

**Appendix C (cont'd)**

| Family, marital, and relationships (by individual programs or aggregated) | Budgeted slots at start of reporting period | # of program hours per period | # inmates assigned at beginning of period | Participant hours* per period | # successful completions during program period | # participants who left without successful completion | # new assignments since beginning of period | # participants still in program at end of period |
|---|---|-------------------------------|---|-------------------------------|--|---|---|--|
| Institution 1   |   |                               |   |                               |  |   |   |  |
| Institution 2   |   |                               |   |                               |  |   |   |  |
| Institution 3   |   |                               |   |                               |  |   |   |  |
| Institution 4   |   |                               |   |                               |  |   |   |  |
| Institution 5   |   |                               |   |                               |  |   |   |  |
| Institution 6   |   |                               |   |                               |  |   |   |  |
| Institution 7   |   |                               |   |                               |  |   |   |  |
| Institution 8   |   |                               |   |                               |  |   |   |  |
| Institution 9   |   |                               |   |                               |  |   |   |  |
| Institution 10  |   |                               |   |                               |  |   |   |  |
| Institution 11  |   |                               |   |                               |  |   |   |  |
| Institution 12  |   |                               |   |                               |  |   |   |  |
| Institution 13  |   |                               |   |                               |  |   |   |  |
| Institution 14  |   |                               |   |                               |  |   |   |  |
| Institution 15  |   |                               |   |                               |  |   |   |  |
| Institution 16  |   |                               |   |                               |  |   |   |  |
| Institution 17  |   |                               |   |                               |  |   |   |  |
| Institution 18  |   |                               |   |                               |  |   |   |  |
| Institution 19  |   |                               |   |                               |  |   |   |  |
| Institution 20  |   |                               |   |                               |  |   |   |  |
| Institution 21  |   |                               |   |                               |  |   |   |  |
| Institution 22  |   |                               |   |                               |  |   |   |  |
| Institution 23  |   |                               |   |                               |  |   |   |  |
| Institution 24  |   |                               |   |                               |  |   |   |  |
| Institution 25  |   |                               |   |                               |  |   |   |  |
| Institution 26  |   |                               |   |                               |  |   |   |  |
| Institution 27  |   |                               |   |                               |  |   |   |  |
| Institution 28  |   |                               |   |                               |  |   |   |  |
| Institution 29  |   |                               |   |                               |  |   |   |  |
| Institution 30  |   |                               |   |                               |  |   |   |  |
| Institution 31  |   |                               |   |                               |  |   |   |  |
| Institution 32  |   |                               |   |                               |  |   |   |  |
| Institution 33  |   |                               |   |                               |  |   |   |  |

\* Participant hours equals the number of hours participants actually attended

**Appendix C (cont'd)**

| Sex Offending<br>(by individual<br>programs or<br>aggregated)   | Budgeted slots at start<br>of reporting period | # of program hours<br>per period | # inmates assigned<br>at beginning of<br>period | Participant<br>hours* per<br>period | # successful<br>completions during<br>program period | #<br>participants<br>who left<br>without<br>successful<br>completion | # new<br>assignments<br>since<br>beginning of<br>period | # participants still in<br>program at end of<br>period |
|---|--|----------------------------------|---|-------------------------------------|--|--|---|--|
| Institution 1<br>Institution 2<br>Institution 3<br>Institution 4<br>Institution 5<br>Institution 6<br>Institution 7<br>Institution 8<br>Institution 9<br>Institution 10<br>Institution 11<br>Institution 12<br>Institution 13<br>Institution 14<br>Institution 15<br>Institution 16<br>Institution 17<br>Institution 18<br>Institution 19<br>Institution 20<br>Institution 21<br>Institution 22<br>Institution 23<br>Institution 24<br>Institution 25<br>Institution 26<br>Institution 27<br>Institution 28<br>Institution 29<br>Institution 30<br>Institution 31<br>Institution 32<br>Institution 33 |  |                                  |   |                                     |  |  |   |  |

\* Participant hours equals the number of hours participants actually attended

**Appendix C (cont'd)**

| Academic, vocational, and financial program (by individual programs or aggregated)         | Budgeted slots at start of reporting period | # of program hours per period | # inmates assigned at beginning of period | Participant hours* per period | # successful completions during program period | # participants who left without successful completion | # new assignments since beginning of period | # participants still in program at end of period |
|--|---|-------------------------------|---|-------------------------------|--|---|---|--|
| Parole Region I<br>Parole Region II<br>Parole Region III<br>Parole Region IV<br>All Parole |   |                               |   |                               |  |   |   |  |

\* Participant hours equals the number of hours participants actually attended

| Alcohol and other drugs (by individual programs or aggregated)                             | Budgeted slots at start of reporting period | # of program hours per period | # inmates assigned at beginning of period | Participant hours* per period | # successful completions during program period | # participants who left without successful completion | # new assignments since beginning of period | # participants still in program at end of period |
|--|---|-------------------------------|---|-------------------------------|--|---|---|--|
| Parole Region I<br>Parole Region II<br>Parole Region III<br>Parole Region IV<br>All Parole |   |                               |   |                               |  |   |   |  |

\* Participant hours equals the number of hours participants actually attended

| Aggression, hostility, anger, and violence (by individual programs or aggregated)          | Budgeted slots at start of reporting period | # of program hours per period | # inmates assigned at beginning of period | Participant hours* per period | # successful completions during program period | # participants who left without successful completion | # new assignments since beginning of period | # participants still in program at end of period |
|--|---|-------------------------------|---|-------------------------------|--|---|---|--|
| Parole Region I<br>Parole Region II<br>Parole Region III<br>Parole Region IV<br>All Parole |   |                               |   |                               |  |   |   |  |

\* Participant hours equals the number of hours participants actually attended

**Appendix C (cont'd)**

| Criminal thinking, behaviors, and associations (by individual programs or aggregated)      | Budgeted slots at start of reporting period | # of program hours per period | # inmates assigned at beginning of period | Participant hours* per period | # successful completions during program period | # participants who left without successful completion | # new assignments since beginning of period | # participants still in program at end of period |
|--|---|-------------------------------|---|-------------------------------|--|---|---|--|
| Parole Region I<br>Parole Region II<br>Parole Region III<br>Parole Region IV<br>All Parole |   |                               |   |                               |  |   |   |  |

\* Participant hours equals the number of hours participants actually attended

| Family, marital, and relationships (by individual programs or aggregated)                  | Budgeted slots at start of reporting period | # of program hours per period | # inmates assigned at beginning of period | Participant hours* per period | # successful completions during program period | # participants who left without successful completion | # new assignments since beginning of period | # participants still in program at end of period |
|--|---|-------------------------------|---|-------------------------------|--|---|---|--|
| Parole Region I<br>Parole Region II<br>Parole Region III<br>Parole Region IV<br>All Parole |   |                               |   |                               |  |   |   |  |

\* Participant hours equals the number of hours participants actually attended

| Sex Offending (by individual programs or aggregated)                                       | Budgeted slots at start of reporting period | # of program hours per period | # inmates assigned at beginning of period | Participant hours* per period | # successful completions during program period | # participants who left without successful completion | # new assignments since beginning of period | # participants still in program at end of period |
|--|---|-------------------------------|---|-------------------------------|--|---|---|--|
| Parole Region I<br>Parole Region II<br>Parole Region III<br>Parole Region IV<br>All Parole |   |                               |   |                               |  |   |   |  |

\* Participant hours equals the number of hours participants actually attended

**Appendix D: Determining the Effectiveness of Rehabilitative Programming**

| Program                | % of participants to obtain a ged | % of participants to obtain a diploma | % of participants to obtain a certificate | % of participants to obtain employment upon release | % of participants to demonstrate a reduction in risk in their primary criminogenic risk factor within xx months |
|------------------------|-----------------------------------|---------------------------------------|---|---|---|
| Program A              | *                                 | *                                     | *   | *   | *   |
| Program B              | *                                 | *                                     | *   | *   | *   |
| Program C              | *                                 | *                                     | *   | *   | *   |
| Program D              | *                                 | *                                     | *   | *   | *   |
| Etc                    | *                                 | *                                     | *   | *   | *   |
| <b>Total Statewide</b> | <b>1,510</b>                      | <b>91</b>                             | <b>3,739</b>                              | *   | *   |

**Longer-Term Outcome Measures**

| Program   | % of participants with a felony arrest within 1 year of release | % of participants with a felony conviction within 1 year of release | % of participants returned to custody within 1 year of release | % of participants to maintain employment for xx consecutive months after release |
|-----------|---|---|--|--|
| Program A | *   | *   | *  | *  |
| Program B | *   | *   | *  | *  |
| Program C | *   | *   | *  | *  |
| Program D | *   | *   | *  | *  |
| Etc       | *   | *   | *  | *  |

Appendix E: Determining Adherence to Evidence-Based Principles

| Program Acronym   | BEP | CPA | CPMP | CALM | DIF | ESEA | FFP | NO  | OEC | REE | SB 618 | STAND UP | SAP-SATF | TCMP-HIV | TCMP-MHSCP | TTP | CBC | CLLC | DRC | FOTEP | ICDTP | FEP | FSC | PSAP | FMSC | STAR |   |
|---|-----|-----|------|------|-----|------|-----|-----|-----|-----|--------|----------|----------|----------|------------|-----|-----|------|-----|-------|-------|-----|-----|------|------|------|---|
| Total Effective Interventions Scale Rating (EISR)                 | 40% | 44% | 61%  | 39%  | 61% | 68%  | 74% | 61% | 79% | 32% | 77%    | 58%      | 84%      | 35%      | 70%        | 62% | 80% | 74%  | 84% | 65%   | 87%   | 32% | 58% | 87%  | 55%  | 74%  |   |
| <b>Assessment Tool</b>  |     |     |      |      |     |      |     |     |     |     |        |          |          |          |            |     |     |      |     |       |       |     |     |      |      |      |   |
| Assesses Risk and Targets High Risk                               | Δ   | Δ   | Δ    | Δ    | Δ   | Δ    | Δ   | Δ   | Δ   | Δ   | Δ      | Δ        | Δ        | Δ        | Δ          | Δ   | Δ   | Δ    | Δ   | Δ     | Δ     | Δ   | Δ   | Δ    | Δ    | Δ    | Δ |
| Assesses Criminogenic Needs and Delivers Services Accordingly     | Δ   | Δ   | •    | Δ    | Δ   | Δ    | •   | •   | •   | •   | •      | •        | •        | •        | •          | •   | •   | •    | •   | •     | •     | •   | •   | •    | •    | •    | • |
| Theoretical Model Clearly Articulated                             | Δ   | •   | •    | •    | •   | •    | •   | •   | •   | •   | •      | •        | •        | •        | •          | •   | •   | •    | •   | •     | •     | •   | •   | •    | •    | •    | • |
| Has Program Manual and/or Curriculum                              | •   | •   | •    | •    | •   | •    | •   | •   | •   | •   | •      | •        | •        | •        | •          | •   | •   | •    | •   | •     | •     | •   | •   | •    | •    | •    | • |
| Uses Cognitive Behavioral or Social Learning Methods              | Δ   | n/a | Δ    | •    | •   | •    | •   | •   | •   | •   | •      | •        | •        | •        | •          | •   | •   | •    | •   | •     | •     | •   | •   | •    | •    | •    | • |
| Enhances Intrinsic Motivation                                     | Δ   | n/a | Δ    | •    | •   | •    | •   | •   | •   | •   | •      | •        | •        | •        | •          | •   | •   | •    | •   | •     | •     | •   | •   | •    | •    | •    | • |
| Continuities with other Programs and Community Support Networks   | Δ   | •   | •    | Δ    | •   | •    | •   | •   | •   | •   | •      | •        | •        | •        | •          | •   | •   | •    | •   | •     | •     | •   | •   | •    | •    | •    | • |
| Program Dosage Varies by Risk Level                               | Δ   | Δ   | Δ    | Δ    | Δ   | Δ    | Δ   | Δ   | Δ   | Δ   | Δ      | Δ        | Δ        | Δ        | Δ          | Δ   | Δ   | Δ    | Δ   | Δ     | Δ     | Δ   | Δ   | Δ    | Δ    | Δ    | Δ |
| Responsive to Learning Style, Motivation and Culture of Offenders | Δ   | •   | •    | •    | •   | •    | •   | •   | •   | •   | •      | •        | •        | •        | •          | •   | •   | •    | •   | •     | •     | •   | •   | •    | •    | •    | • |
| Uses Positive Reinforcement                                       | •   | Δ   | •    | Δ    | •   | •    | •   | •   | •   | •   | •      | •        | •        | •        | •          | •   | •   | •    | •   | •     | •     | •   | •   | •    | •    | •    | • |
| Staff has Degrees   | •   | n/a | Δ    | •    | •   | •    | •   | •   | •   | •   | •      | •        | •        | •        | •          | •   | •   | •    | •   | •     | •     | •   | •   | •    | •    | •    | • |
| Staff has Experience Working with Offenders                       | ?   | Δ   | •    | •    | •   | •    | •   | •   | •   | •   | •      | •        | •        | •        | •          | •   | •   | •    | •   | •     | •     | •   | •   | •    | •    | •    | • |
| Staff Recruitment and Retention Strategy                          | •   | •   | Δ    | Δ    | •   | •    | •   | •   | •   | •   | •      | •        | •        | •        | •          | •   | •   | •    | •   | •     | •     | •   | •   | •    | •    | •    | • |
| New Staff Training  | •   | •   | Δ    | Δ    | •   | •    | •   | •   | •   | •   | •      | •        | •        | •        | •          | •   | •   | •    | •   | •     | •     | •   | •   | •    | •    | •    | • |
| Program Director Qualifications                                   | •   | •   | •    | •    | •   | •    | •   | •   | •   | •   | •      | •        | •        | •        | •          | •   | •   | •    | •   | •     | •     | •   | •   | •    | •    | •    | • |
| Program Data Collected and Analyzed                               | •   | •   | •    | •    | •   | •    | •   | •   | •   | •   | •      | •        | •        | •        | •          | •   | •   | •    | •   | •     | •     | •   | •   | •    | •    | •    | • |

Legend: • Meets Criteria    • Partially Meets Criteria    Δ Does not Meet Criteria    n/a Not Applicable    ? Insufficient Information

## Appendix F. Status of Expert Panel Recommendations

Future C-ROB biannual reports will track CDCR's progress in responding to the Expert Panel recommendations.

| Expert Panel Recommendation  | Status of Recommendation   |
|--|--|
| <u>Recommendation 1:</u> Reduce overcrowding in CDCR prison facilities and parole offices.   | <i>In process</i>  |
| <u>Recommendation 2:</u> Enact legislation to expand the system of positive reinforcements for offenders who successfully complete their rehabilitation program requirements, comply with institutional rules in prison, and fulfill their parole obligations in the community.                      | <i>Proposed but not Enacted</i>                                  |
| <u>Recommendation 2a:</u> Award earned credits to offenders who complete any rehabilitation program in prison and on parole.   | <i>Proposed but not Enacted</i>                                  |
| <u>Recommendation 2b:</u> Replace Work Incentive Program (WIP) credits with statutorily-based good time incentive credits.   | <i>Proposed but not Enacted</i>                                  |
| <u>Recommendation 2c:</u> Implement an earned discharge parole supervision strategy for all parolees released from prison after serving a period of incarceration for an offense other than those listed as serious and violent under California Penal Code section 1192.7(c) and 667.5(c) criteria. | <i>Pilot Project no Longer Operating</i>                         |
| <u>Recommendation 3:</u> Select and utilize a risk-assessment tool to assess offender risk to reoffend.  | <i>Completed</i>   |
| <u>Recommendation 3a:</u> Adopt a risk-assessment instrument for the prison population.  | <i>Completed</i>   |
| <u>Recommendation 3b:</u> Utilize COMPAS or a similar assessment tool for the parolee population.  | <i>Completed</i>   |
| <u>Recommendation 3c:</u> Develop a risk-assessment tool normed for female prisoner and parolee populations.   | <i>Completed</i>   |
| <u>Recommendation 3d:</u> Develop a risk-assessment tool normed for young adult prisoner and parolee populations.  | <i>Work Plan Developed</i>                                       |
| <u>Recommendation 3e:</u> Norm and validate all the selected risk-assessment instruments for CDCR's adult offender population and validate these tools at least once every five years.   | <i>Partially Completed</i>                                       |
| <u>Recommendation 3f:</u> When assigning rehabilitation treatment programming slots, give highest priority to those offenders with high and moderate risk-to-reoffend scores.  | <i>Work Plan Developed and Included in Demonstration Project</i> |
| <u>Recommendation 3g:</u> Provide low-risk offenders with rehabilitation programs that focus on work, life skills, and personal growth rather than rehabilitation treatment programs.  | <i>Work Plan Developed and Included in Demonstration Project</i> |
| <u>Recommendation 3h:</u> Provide short-term prisoners with reentry services and reintegration skills training rather than rehabilitation treatment programs.  | <i>Work Plan Developed and Included in Demonstration Project</i> |
| <u>Recommendation 4:</u> Determine offender rehabilitation treatment programming based on the results of assessment tools that identify and measure criminogenic and other needs.  | <i>In Process</i>  |
| <u>Recommendation 4a:</u> Do not assess the criminogenic needs of offenders at low risk to reoffend (identified in the tools in recommendation #3).  | <i>Work Plan Developed and Included in Demonstration Project</i> |
| <u>Recommendation 4b:</u> Utilize additional evidence-based tools to supplement criminogenic needs assessments.  | <i>In Process</i>  |
| <u>Recommendation 5:</u> Create and monitor a behavior management plan for each offender.  | <i>Work Plan Developed and Included in Demonstration Project</i> |

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| <u>Recommendation 6:</u> Select and deliver in prison and in the community a core set of programs that covers the six offender programming areas: (a) academic, vocational, and financial; (b) alcohol and other drugs; (c) aggression, hostility, anger, and violence; (d) criminal thinking, behaviors, and associations; (e) family, marital, and relationships; and (f) sex offending.   | <i>In Process</i>  |
| <u>Recommendation 6a:</u> Develop and offer rehabilitation treatment programs to those offenders with high and moderate risk-to-reoffend scores and lengths of stay of six months or more.   | <i>Work Plan Developed and Included in Demonstration Project</i> |
| <u>Recommendation 6b:</u> Develop and offer rehabilitation programs focused on work, life skills, and personal growth for all prisoners and parolees at low risk to reoffend who have lengths of stay of six months or more.   | <i>Work Plan Developed and Included in Demonstration Project</i> |
| <u>Recommendation 6c:</u> Develop and offer reentry programming for all offenders who have lengths of stay less than six months.   | <i>Work Plan Developed</i>                                       |
| <u>Recommendation 6d:</u> Develop and offer “booster” programs before reentry and within the community to maintain treatment gains.  | <i>Work Plan Developed</i>                                       |
| <u>Recommendation 6e:</u> Assign offenders to programs based on responsivity factors relating to their motivation and readiness, personality and psychological factors, cognitive-intellectual levels, and demographics.   | <i>In Process</i>  |
| <u>Recommendation 6f:</u> Develop and offer a core set of programs that is responsive to the specific needs of female offenders.   | <i>In Process</i>  |
| <u>Recommendation 6g:</u> Develop and offer a core set of programs that is responsive to the specific needs of youthful offenders.   | <i>Work Plan Pending Development</i>                             |
| <u>Recommendation 7:</u> Develop systems and procedures to collect and utilize programming process and outcome measures.   | <i>In Process</i>  |
| <u>Recommendation 7a:</u> CDCR should develop a system to measure and improve quality in its adult offender programming.   | <i>In Process</i>  |
| <u>Recommendation 7b:</u> CDCR should develop the capability to conduct internal research and evaluation that measures and makes recommendations to improve the quality of its programming.  | <i>Resources Approved</i>  |
| <u>Recommendation 7c:</u> The Legislature should create an independent capability to assist with developing and monitoring CDCR’s quality assurance system.  | <i>Unknown</i>   |
| <u>Recommendation 8:</u> Continue to develop and strengthen CDCR’s formal partnerships with community stakeholders.  | <i>In Process</i>  |
| <u>Recommendation 8a:</u> Develop formal reentry plans for those offenders with high and moderate risk-to-reoffend scores.   | <i>Work Plan Developed</i>                                       |
| <u>Recommendation 8b:</u> Provide offenders who have high risk to reoffend with intensive treatment services for at least their first 90 days on parole.   | <i>Work Plan Pending Development</i>                             |
| <u>Recommendation 8c:</u> Ensure that transition and reentry programming includes family member participation and addresses family unit integration skills development.  | <i>In Process</i>  |
| <u>Recommendation 8d:</u> Ensure that parole programming and transition services respond to the specific needs of female offenders.  | <i>In Process</i>  |
| <u>Recommendation 9:</u> Modify programs and services delivered in the community (parole supervision and community based programs and services) to ensure that those services: (a) target the criminogenic needs areas of high- and moderate-risk offenders; (b) assist all returning offenders to maintain their sobriety, locate housing, and obtain employment; and (c) identify and reduce the risk factors within specific neighborhoods and communities. | <i>In Process</i>  |
| <u>Recommendation 9a:</u> Based on a normed and validated instrument assessing risk to reoffend, release low-risk, non-violent, non-sex registrants from prison without placing them on parole supervision.  | <i>Work Plan Developed</i>                                       |
| <u>Recommendation 9b:</u> Focus programs and services on the highest criminogenic needs.   | <i>In Process</i>  |

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| <p><u>Recommendation 9c:</u> Ensure that community-based providers develop and deliver programming that addresses criminal thinking for male offenders.</p>  | <p><i>In Process</i></p>           |
| <p><u>Recommendation 9d:</u> Train parole agents how to deal with unmotivated and resistant offenders.</p>   | <p><i>Implementation Begun</i></p> |
| <p><u>Recommendation 9e:</u> Train parole agents how to mitigate the community risk factors.</p>   | <p><i>Implementation Begun</i></p> |
| <p><u>Recommendation 10:</u> Develop the community as a protective factor against continuing involvement in the criminal justice system for offenders reentering the community on parole and/or in other correctional statuses (probation, diversion, etc.).</p> | <p><i>In Process</i></p>           |
| <p><u>Recommendation 10a:</u> Develop a strategy for ensuring that the community is able to provide the necessary health and social services to prisoners and parolees after they are discharged from the criminal justice system.</p>                           | <p><i>In Process</i></p>           |
| <p><u>Recommendation 11:</u> Develop structured guidelines to respond to technical parole violations based on the risk-to-reoffend level of the offender and the seriousness of the violation.</p>   | <p><i>Completed</i></p>            |
| <p><u>Recommendation 11a:</u> Restrict the use of total confinement for parole violators to only certain violations.</p>   | <p><i>Implemented</i></p>          |
| <p><u>Recommendation 11b:</u> Develop a parole sanctions matrix that will provide parole agents with guidelines for determining sanctions for parole violations.</p>   | <p><i>Completed</i></p>            |

Appendix G: The California Logic Model

