



C-ROB



California Rehabilitation Oversight Board

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BIANNUAL REPORT**

STATE OF CALIFORNIA

CALIFORNIA REHABILITATION OVERSIGHT BOARD MEMBERS

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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 the department provided during public hearings as well as supplemental materials that it provided directly to C-ROB.

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EXECUTIVE SUMMARY

This is the California Rehabilitation Oversight Board's (C-ROB) twelfth biannual report, which examines the progress the California Department of Corrections and Rehabilitation (CDCR or department) made in providing and implementing rehabilitative programming between July and December 2012.

On December 27, 2012, the department reported that it missed the third benchmark (117,000 inmates or 147 percent of design capacity) to reduce prison overcrowding under Governor Brown's Realignment program. The department's reported inmate population was 119,327, or 148.9 percent of design capacity.

Reducing overcrowding could enhance safety and security for staff, inmates and the public. It could also increase inmates' access to medical and mental health care, and give more space to provide rehabilitative programs to inmates.

As reported in our September 2012 report, part of the Fiscal Year 2012-13 budget process, the Legislature passed, and the Governor approved, a plan (hereafter referred to as the ***Future of California Corrections Blueprint*** or ***Blueprint***) submitted by the department to streamline their operations, which they believe will save billions of dollars, reduce the prison population and help to meet court ordered population reductions and healthcare standards. Of significant interest to the board is the portion of the plan to improve access to rehabilitative programs and create sufficient capacity for approximately 70 percent of the department's target population to receive rehabilitative programming consistent with their needs prior to release and/or within their first year of parole. In reaching this goal, the department will employ additional structured programs to address particular needs such as criminal thinking, anger management, and family relationships. The department will also establish reentry hubs to concentrate pre-release programs that prepare inmates about to return to their communities. Implementation will be phased in throughout Fiscal Year 2012-13 and Fiscal Year 2013-14.

To monitor implementation of the ***Future of California Corrections Blueprint***, the Legislature passed and the Governor signed legislation mandating the Office of the Inspector General (OIG) to periodically review delivery of the reforms identified in the ***Blueprint***, including, but not limited to, whether the department has increased the percentage of inmates served in rehabilitative programs to 70 percent of the department's target population prior to their release.

The board commends the department for its dedication and progress made implementing rehabilitative programming over the last 12 months. The department has shown committed leadership in this arena and has made great strides toward filling vacancies, implementing additional academic and career technical education (CTE) programs, and planning for the roll-out of reentry hubs and additional structured programs.

Additionally, the board is pleased to note that the department continued to utilize contracted benefits workers within the institutions to apply for and secure federal and state benefit entitlements. The board reiterates the importance of the pre-release benefit application process. In order to provide continuity of care for offenders released into the community, the department needs to develop strategies to improve its efficiency in this area.

BACKGROUND

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 2007.¹ C-ROB is a multidisciplinary public board with members from various state and local entities. Pursuant to Penal Code section 6141, C-ROB is mandated to examine and report on March 15 and September 15 to the Governor and the Legislature on rehabilitative programming provided by the department to the inmates and parolees under its supervision. The biannual C-ROB reports must minimally include findings on the effectiveness of treatment efforts, the rehabilitations needs of offenders, gaps in rehabilitation services, and levels of offender participation and success. The board is also required to make recommendations to the Governor and Legislature with respect to modification, additions, and eliminations of rehabilitation and treatment programs by the department and, in doing its work, use the findings and recommendations published by the Expert Panel on Adult Offender and Recidivism Reduction Programs.

Assembly Bill 900 was enacted to address the serious problem of overcrowding in California's prisons and to improve rehabilitative outcomes among California's inmates and parolees. It gave the department 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.² Moreover, AB 900 provides funding in two phases: Phase I funding allowed for immediate bed expansion 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.³ Specifically, AB 109 (The 2011 Public Safety Realignment Act) removed the requirement that communities agree to site a state secure reentry facility in exchange for consideration for jail expansion funding authorized under Assembly Bill (AB) 900.

AB 900, as set forth in Penal Code section 7021, 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. Senate Bill 1022 (Chapter 42, Statutes of 2012) deleted various sections of the Penal Code related to the construction of reentry facilities and the 13 benchmarks and three-member panel associated with phase II of infill, reentry, and health care facilities.

There is an assumption by some 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 the department, including programming provided to inmates and parolees, not just rehabilitation programming associated with the construction of new inmate beds.

¹ Assembly Bill 900 (Solorio), Chapter 7, Statutes 2007.

² 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."

³ Penal Code section 7021 (AB 900), paragraphs 1 to 13.

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.⁴ The department created the Expert Panel in response to authorization language placed in the Budget Act of 2006-07. The Legislature directed the department to contract with correctional program experts to assess California's adult prison and parole programs designed to reduce recidivism.

In addition, the department 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.

The Expert Panel Report stresses that the well-established means of program provision called "Evidence-Based Programming" is essential to the success of these suggested programs. Briefly, evidence-based programming assumes that programs are appropriate to the needs of the offender, that the programs are well conceived, administered and staffed, and that they are continuously evaluated for effectiveness. Not all substance abuse programs or work preparation programs are alike. Evidence-based programming allows agencies to select the most appropriate and potentially effective programs to meet the needs of offenders under their supervision.

The Expert Panel identified eight evidence-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. The California Logic Model provides the framework for effective rehabilitation programming as an offender moves through the state correctional system.

The eight basic components of the California Logic Model include:

- **Assess high risk.** Target offenders who pose the highest risk to reoffend.
- **Assess needs.** Identify offender's criminogenic needs/dynamic risk factors.
- **Develop behavior management plans.** Utilize assessment results to develop an individualized case plan.
- **Deliver programs.** Deliver cognitive behavioral programs, offering varying levels of duration and intensity.
- **Measure progress.** Periodically evaluate progress, update treatment plans, measure treatment gains, and determine appropriateness for program completion.
- **Prep for reentry.** Develop a formal reentry plan prior to program completion to ensure a continuum of care.
- **Reintegrate.** Provide aftercare through collaboration with community providers.
- **Follow up.** Track offenders and collect outcome data.

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

In 2008 the department developed a comprehensive Master Work Plan for Rehabilitative Programming that detailed an exhaustive list of steps necessary for fully implementing the California Logic Model throughout the correctional system. The third track of the work plan detailed how the department planned to roll out the California Logic Model statewide once it was implemented, tested, and re-tooled through a demonstration project at California State Prison, Solano. Then in Fiscal Year 2009-10—just as the department had transitioned from more than two years of intense planning to implementation of the Solano demonstration project—the Administration proposed and the Legislature approved a \$250 million budget cut to Adult Programs in response to an overall departmental budget reduction.

It is important to note that national research has produced evidence that for every \$1.00 invested in rehabilitative programming for offenders at least \$2.50 is saved in correctional costs. The Expert Panel produced the evidence that supported the cost effectiveness of rehabilitative programming; however, subsequent budget reductions decreased rehabilitative programming opportunities for inmates and thereby potentially decreased cost avoidance from future years.

In Fiscal Year 2012-13, the Legislature passed, and the Governor approved, a plan (the ***Future of California Corrections Blueprint***) submitted by the department to improve access to rehabilitative programs and create sufficient capacity for approximately 70 percent of the department's target population to receive rehabilitative programming consistent with their needs prior to release and/or within their first year of parole (see next paragraph). Additionally, a dedicated offender rehabilitation budget was enacted that, if not used to support inmate and parolee rehabilitation programs, must revert to the General Fund.

Under the ***Blueprint***, the department intends to increase the percentage of inmates served in rehabilitative programs to approximately 70 percent of the department's target population prior to their release. (Specific capacity figures for each criminogenic need are contained in the ***Blueprint***.) In reaching this goal, the department will employ additional structured programs to address particular needs such as criminal thinking, anger management, and family relationships. The department will also establish reentry hubs to concentrate pre-release programs that prepare inmates about to return to their communities. Implementation will be phased in throughout Fiscal Year 2012-13 and Fiscal Year 2013-14.

PREPARING THIS REPORT AND DISCLAIMER

The scope of this report is based primarily on information received up through the board's meeting in November 2012 and subsequent information received by the report writing committee in January 2013 from the department. This report includes data from July through December 2012.

Data received from the department has not been audited by the board. The board does not make any representation to the accuracy and materiality of the data received from the department. This report is not an audit and there is no representation that it was subject to government auditing standards.

THE EXPERT PANEL REPORT

As stated earlier, C-ROB, in doing its work, is required by statute to use the findings and recommendations published by the Expert Panel on Adult Offender and Recidivism Reduction Programs. The overarching recommendations of the Expert Panel were:

“Reduce overcrowding in [CDCR’s] prison facilities and parole offices.”

“Enact legislation to expand [CDCR’s] 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.”

Both of these recommendations were partially addressed with the passage of Senate Bill (SB) X3 18, which became effective January 25, 2010. The Budget Act and accompanying trailer bills sought to meet the department’s \$1.2 billion budget reduction through a number of population reduction tactics:

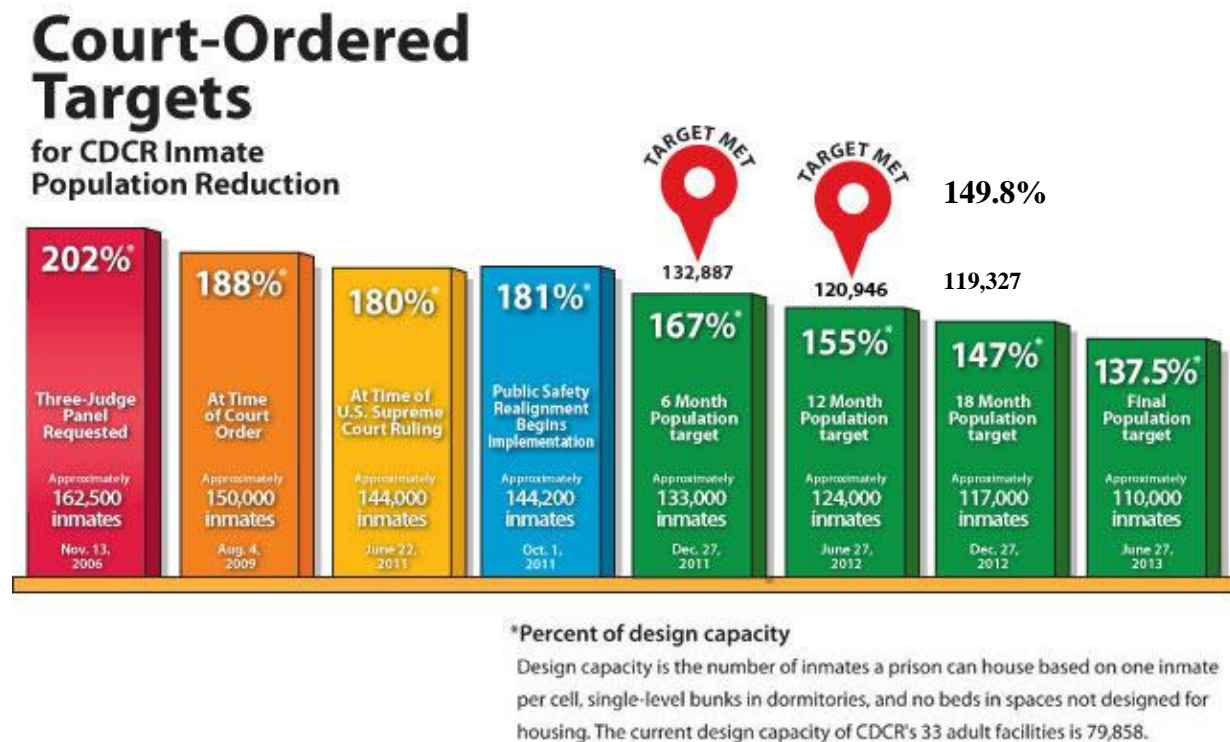
- Granting non-revocable parole to eligible inmates;
- Making credits start post-sentence and not at prison arrival;
- Granting up to six weeks of credit (“milestone credit”) for completing specific rehabilitative programs;
- Updating property crime thresholds;
- Developing community corrections programs;
- Soliciting requests for proposals for seven reentry court sites; and
- Codifying the Parole Violation Decision Making Instrument.

These provisions are expected to reduce the prison population and also reduce the number of parolees a parole agent must supervise. While the board has requested that CDCR provide detailed analysis of the impact of credit earning milestones, the staff necessary to conduct this analysis has been redirected to other priorities, primarily preparing for realignment. This issue will be revisited in future reports.

Three-Judge Court Decision on Overcrowding

On May 23, 2011, the U.S. Supreme Court ruled 5-4 that the State must comply with an order handed down by a Three-Judge Court to reduce its prison population to 137.5 percent of design capacity within two years. In short, the U.S. Supreme Court held that prison medical and mental health care fall below the constitutional standard of care and the only way to meet constitutional requirements is for a massive reduction in the prison population.

The department sees realignment (detailed in the next chapter) as the cornerstone to solving the overcrowding problem and complying with the Three-Judge Court order. The department met the Three-Judge Court's benchmark for reducing the state's inmate population below 124,000 by the court's benchmark date of June 27, 2012 (see department graphic below). The court's next benchmark was a population of 117,000 (147 percent) by December 27, 2012, and the inmate population at that time was 119,327 (149.8 percent). On January 7, 2013, the department filed to vacate or modify the court's order to reduce the prison population to 137.5 percent of design bed capacity, stating: *"The overcrowding and health care conditions cited by this Court to support its population reduction order are now a distant memory. California's vastly improved prison health care system now provides inmates with superior care that far exceeds the minimum requirements of the Constitution. In the years since the Court issued the current population cap order, the State has dramatically reduced the prison population, significantly increased capacity through construction, and implemented a myriad of improvements that transformed the medical and mental health care systems."*



2011 PUBLIC SAFETY REALIGNMENT

In April 2011, Governor Edmund G. Brown Jr. signed Assembly Bill (AB) 109 and AB 117, known as the 2011 Realignment legislation (realignment) addressing public safety. All provisions of AB 109 and AB 117 are prospective and implementation of realignment began October 1, 2011. No inmates currently in state prison will be transferred to county jails or released early.

Under realignment, the state will continue to incarcerate offenders who commit serious, violent, or sexual crimes (or who has a prior offense in one of those categories) and counties will supervise, rehabilitate and manage lower-level offenders using a variety of tools. It is anticipated that realignment will reduce the prison population by tens of thousands of lower-level offenders over the next three years. Additionally, under realignment, courts can propose split sentences to mandate probation as part of a county lower-level offender's sentence.

Governor Brown also signed multiple trailer bills to ensure realignment secured proper funding before implementation could go into effect. Realignment is funded with a dedicated portion of state sales tax revenue and Vehicle License Fees (VLF) outlined in trailer bills AB 118 and SB 89. The latter provides revenue to counties for local public safety programs and the former establishes the Local Revenue Fund 2011 (Fund) for counties to receive the revenues and funding for the 2011 Public Safety Realignment.

Realignment allows counties to contract back with the State to send certain local offenders to state prison. Counties are also authorized to contract with public community correctional facilities.

Realignment also requires county-level supervision upon release from prison for current non-violent offenders, current non-serious offenders and sex offenders. Non-revocable parole will no longer be in effect upon completion of post-release community supervision. Offenders who will remain under state-level post-release supervision include Third Strikers, individuals with a current serious commitment offense, a current violent commitment offense, and those individuals deemed by the department as high risk sex offenders or mentally disordered offenders. The department must notify counties of who is being released on post-supervision release at least 30 days prior to release.

According to CDCR, in the first six months that realignment was in effect, the state prison population dropped by approximately 22,000 inmates and 16,000 parolees and these population reductions will allow the department to significantly increase the percentage of offenders served by rehabilitation programs, while also allowing the department to address a much broader array of factors that put offenders most at risk of reoffending. (The department's plan to increase access and improve its rehabilitative programs is described in the next chapter.)

THE FUTURE OF CALIFORNIA CORRECTIONS: A BLUEPRINT TO SAVE BILLIONS OF DOLLARS, END FEDERAL COURT OVERSIGHT, AND IMPROVE THE PRISON SYSTEM

On June 27, 2012, the Governor approved CDCR's plan to cut billions in spending, comply with multiple federal court orders for inmate medical, mental health and dental care, and significantly improve the operation of California's prison system. The plan is entitled: *The Future of California Corrections: A Blueprint to Save Billions of Dollars, End Federal Court Oversight, and Improve the Prison System*. One major component⁵ of the **Blueprint** is to:

Improve Access to Rehabilitation. This plan enables the department to improve access to rehabilitative programs and place [approximately] 70 percent of the department's target population in programs consistent with their academic and rehabilitative needs. Increasing access to rehabilitative programs will reduce recidivism by better preparing inmates to be productive members of society. In doing so, it will help lower the long-term prison population and save the state money. The department will establish reentry hubs at certain prisons to concentrate program resources and better prepare inmates as they get closer to being released. It will also designate enhanced programming yards, which will incentivize positive behavior. For parolees, the department will build a continuum of community-based programs to serve, within their first year of release, approximately 70 percent of parolees who need substance-abuse treatment, employment services, or education.

Under this plan, the department intends to increase the percentage of inmates served in rehabilitative programs to place [approximately] 70 percent of the department's target population prior to their release. In reaching this goal, the department will employ additional structured programs to address particular needs such as criminal thinking, anger management, and family relationships. The department will also establish reentry hubs to concentrate pre-release programs that prepare inmates about to return to their communities. This cost-effective reentry option replaces an earlier strategy of building secure reentry facilities throughout the state at significant taxpayer expense.

Academic Education

The plan adds [more] academic teachers over a 2-year period. Academic programming will be offered throughout an inmate's incarceration and will focus on increasing an inmate's reading ability to at least a ninth-grade level. For inmates reading at ninth-grade level or higher, the focus will be on helping the inmate obtain a general education development certificate. Support for college programs will be offered through the voluntary education program. While education will be offered to all inmates, priority will be given to those with a criminogenic need for education.

Career Technical Education

The [plan] adds [more] vocational instructors over a 2-year period. Because the goal of career technical education is to ensure that offenders leave prison with a marketable trade, the vocational programs will target inmates with a criminogenic need for employment services who are closer to release. These programs will continue to be geared toward vocational programs that

⁵ The ensuing language in this section of the report is taken directly from the **Blueprint**, unless otherwise noted.

provide offenders with certification in a marketable trade that will pay former offenders a livable entry wage.

Substance Abuse Treatment

Substance abuse treatment programs will be located at reentry hubs. Programming will be focused on inmates with a criminogenic need for substance abuse treatment with 6 to 12 months left to serve. Offenders who receive substance abuse treatment in prison followed by aftercare services upon release to parole recidivate at approximately 30 percent, which is markedly lower than the 65.3 percent recidivism rate for those who received no substance abuse services.

Cognitive Behavioral Therapy

Until now, the department has not had sufficient resources to deliver programs addressing criminogenic needs such as anger management, criminal thinking, or family relationships, which were part of the California Logic Model. Under this plan, the department will add cognitive-behavioral therapy programs to address these needs. These programs will be administered by contract providers with oversight from the department in reentry hubs at designated institutions.

Pre-Employment Transition

One of the greatest barriers to successful reintegration into society is the ability to find employment. Until now the department has only been able to pilot its pre-employment transitions program at a few institutions. Under this plan, the department will expand this program to all of the reentry hubs. These services will include job readiness skills, as well as linkage to one-stop career centers.

Reentry Hubs

As indicated above, the department will establish reentry hubs at designated prisons. Reentry hubs will provide relevant services to inmates who are within four years of release and who demonstrate a willingness to maintain appropriate behavior to take advantage of such programming. Reentry hubs will provide the following array of programs:

- Career technical education programs focusing on inmates with 13 to 48 months left to serve. Reentry hubs will typically have 10 or more programs, depending on available space and population size.
- Cognitive-behavioral therapy programs, including criminal thinking, anger management, and family relationship issues, that address inmates' needs as identified through the COMPAS assessment tool. These programs will be a priority for inmates serving their last year of incarceration.
- Substance abuse treatment programs for inmates with 6 to 12 months left to serve who have a substance abuse treatment need as identified through the COMPAS tool.
- Employment training that will include job readiness skills prior to release, as well as linkage to one-stop career centers and other social service agencies in the offender's county of residence. These services will be primarily available during the last six months of prison time.
- Identification cards for eligible paroling offenders at the 12 reentry hubs, beginning in Fiscal Year 2013-14.

- Academic programs for general and isolated populations and the volunteer education program.
- A variety of volunteer and self-help programs.

Reentry hub locations will be selected based upon a number of criteria, including the demographics of the institution's projected population after realignment with four years or less left to serve, the availability of adequate programming space, and their demonstrated ability to effectively utilize rehabilitative programs.

Designated Enhanced-Programming Yards

In addition to reentry hubs, the department will designate certain facilities as enhanced-programming units in order to support and create incentives for inmates who, based on their own behaviors and choices, are ready to take full advantage of programming opportunities. Program options in these institutions will be primarily academic and career technical education programs, volunteer, and self-help programs.

Other Program Opportunities

The Prison Industry Authority offers programming at [several] institutions. In addition, the department's Inmate Ward Labor program trains and utilizes inmates to facilitate cost-effective construction of the department's state-owned facilities. There are also support services roles for inmates at all institutions, as well as an array of volunteer and self-help programs already in effect and slated for expansion. Programs such as these provide hundreds of inmate work opportunities year round and the potential for learning trade skills for meaningful employment upon release.

New Program Models

The department is developing programs to serve populations not typically included in existing program models. Specifically, the following models are proposed:

Long-term Offender Models

The department proposes developing reentry model programming designed for long-term offenders. Beginning in Fiscal Year 2013-14, the department will pilot this approach at four institutions projected to have a substantial population of long-term offenders. At these institutions, the department will implement a cognitive-based program that will include substance abuse treatment specifically structured for long-term offenders who will not be released in the near future. Additionally, the Offender Mentor Certification Program will continue to provide an opportunity for long-term inmates to complete a certification program in alcohol and other drug counseling. Inmates are recruited from various institutions and transferred to the host institution (currently California State Prison, Solano, and the former Valley State Prison for Women) for training. Once certified as interns by the California Association of Alcohol and Drug Abuse Counselors, the inmate-mentors are transferred back to their original institution and are paid to co-facilitate substance abuse treatment.

Sex Offender Treatment

The department also proposes developing services for incarcerated sex offenders, a very difficult subpopulation to program safely in prisons. The department intends to evaluate national best practices to develop a pilot and to implement the model at one institution beginning in Fiscal Year 2013-14. Treatment will follow evidence-based practices, using individualized treatment plans that focus on issues such as strength and skill building, emotional regulation, and developing appropriate relationships. The specific institution will be selected once the model is developed and the target population is identified.

Gang Prevention

The department's gang prevention program contains a programming component that will require support. The model under development includes anger management, substance abuse prevention, parenting skills, restorative justice, and in-cell education opportunities. As with other programs, the offender's individual criminogenic needs will be considered in assessing their program needs and compliance with the expectations of the program.

Case Management

Case Management will be a critical component of successfully implementing the proposals described above. For programs to be effective, inmates must be placed in the right program at the right time. Case management will help staff determine the type, frequency, and timing of programming an inmate should receive to most effectively reduce their likelihood of reoffending. The department is piloting its case planning model, beginning at a female institution this year. The department will continue to expand this process statewide as a better understanding is gained regarding resources needed for full implementation.

Ensure Program Accountability

The department has developed reporting tools and performance metrics to assist management in making decisions regarding resource allocations for programming. These metrics were used to develop the operational plan for rehabilitative programming to address a number of inmate characteristics, including risk, need, and time left to serve. All of these performance metrics will continue as access to programs increases.

Program outcomes will be closely monitored to determine the effectiveness of the reentry hubs and the enhanced programming yards in comparison with the results prior to realignment. Key performance indicators include program enrollment, attendance, and completion, as well as regression, which the department currently only has available for substance abuse programs but anticipates eventually being available for education and other programs in future reports. Key performance indicators are reviewed monthly by executive staff and results are shared with wardens and institutional program staff. Quarterly meetings are conducted with institution staff to discuss performance in all of these areas. Significant improvement, especially in enrollment rates, has been made as a result of these reviews.

CALIFORNIA LOGIC MODEL IMPLEMENTATION PROGRESS

This section of the report describes the progress the department made during the reporting period in implementing the California Logic Model.

Assess High Risk

The department continued to use the California Static Risk Assessment (CSRA) tool to assess an inmate's risk to reoffend. Data provided by the department indicates that as of December 2012, 96.1 percent of inmates and 96.6 percent of parolees have CSRA scores.

Assess Needs

Having adopted the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) as the needs assessment tool to determine offender rehabilitation treatment programming needs, the department continues to make good progress in having inmates and parolees complete the COMPAS assessment tool. As of December 2012:

- 163,486 Core COMPAS assessments have been completed for incoming inmates—a 9 percent increase in number since July 2012 ($163,486 - 150,009 = 13,477/150,009$)
- 49,972 inmates have a Core COMPAS (37.5 percent of 133,120)
- 41,714 parolees have a Reentry COMPAS (60.6 percent of 68,817)

Since March 2011, the department began conducting Core COMPAS as part of the inmate's annual review process at general population (GP) institutions. As of December 2012, the total number of Core COMPAS assessments completed for GP inmates is 15,122. This is a continued increase from the 11,493 GP inmates who completed a Core COMPAS assessment as of July 2012, indicating that the department has made good progress in this area, averaging over 604 assessments per month.

Using December 31, 2012 statistical data from CDCR (see detailed charts below), COMPAS assessments across all institutions, including the out-of-state facilities, reflects the following for offenders who have a moderate to high risk to reoffend:

- 61.5 percent of inmates have a medium-to-high need in the academic/vocational domain (compared to 60.8 percent in June 2012 and 56.4 percent in October 2011), and
- 67.3 percent of inmates have a medium-to-high need in the substance abuse domain (compared to 67.5 percent in June 2012 and 58.5 percent in October 2011).

Summary Identifying the Rehabilitative Needs of Offenders (Institution Population)

Total Institution Population ¹		133,488
Risk to Recidivate (CSRA) ²	Total	128,706
	Mod/High	69,952
Academic/Vocational ³	Low	38.5%
	Mod/High	61.5%
Educational Problems ³	Low	40.6%
	Mod/High	59.4%
Substance Abuse ³	Low	32.7%
	Mod/High	67.3%
Anger ³	Low	44.3%
	Mod/High	55.7%
Employment Problems ³	Low	74.3%
	Mod/High	25.7%
Criminal Thinking ³	Low	55.9%
	Mod/High	44.1%
Family Criminality ³	Low	66.7%
	Mod/High	33.3%
Sex Offending ⁴	Low	*
	Mod/High	*

¹ The Institution Population is 133,488. This population was derived from the Offender Based Information System (OBIS) dataset created on January 3, 2013, which reflects data as of December 31, 2012. These data have been collected and reported for only the main institutions. The inmate population that is omitted from this report is 1,410. The breakout of the omitted population is comprised of the following entities: Community Correctional Facilities (CCF), n=597; Legal Processing Unit (LPU), n=111; LPU Under 18 year olds (LPU18), n=45; LPU Female Rehabilitative Program (LPUFR), n=64; LPU Prisoner Mother Programs (LPUPM), n=16; Re-entry Program-Region 1 (RENT1), n=3; Re-entry Program-Region 2 (RENT 2), n=4; Re-entry Program Region 3 (RENT 3), n=29; Re-entry Program Region 4 (RENT 4), n=5; Santa Rita County Jail (SRITA), n=3; and the Sacramento Central Office Unit (SACCO), n=533. The total inmate population as of December 31, 2012 for both prison institutions and non-prison entities is 134,898.

² The risk to recidivate was derived from the California Static Risk Assessment (CSRA) as of December 31, 2012 for only those offenders who had criminal record data from the Department of Justice.

³ Criminogenic needs data were extracted from the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) January 2, 2013 dataset for assessments completed as of December 31, 2012.

⁴ Programs for the institution population are not currently available.

Summary Identifying the Rehabilitative Needs of Offenders (Parole Population)

Total Parole Population ¹		68,359
Risk to Recidivate (CSRA) ²	Total	66,114
	Mod/High	48,332
Academic/Vocational ³	Low	37.4%
	Mod/High	62.6%
Educational Problems ³	Low	40.5%
	Mod/High	59.5%
Substance Abuse ³	Low	44.2%
	Mod/High	55.8%
Anger ³	Low	49.0%
	Mod/High	51.0%
Employment Problems ³	Low	69.5%
	Mod/High	30.5%
Criminal Thinking ³	Low	53.6%
	Mod/High	46.4%
Family Criminality ³	Low	66.4%
	Mod/High	33.6%
Low Family Support ³	Low	30.1%
	Mod/High	69.9%
Sex Offending ⁴	Low	*
	Mod/High	*

¹ The Parole Population is 68,359. This population was derived from the Offender Based Information System (OBIS) dataset created on January 3, 2013, which reflects data as of December 31, 2012.

² The risk to recidivate was derived from the California Static Risk Assessment (CSRA) as of December 31, 2012 for only those offenders who had criminal record data from the Department of Justice.

³ Criminogenic needs data were extracted from the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) January 2, 2013 dataset for assessments completed as of December 31, 2012.

⁴ Programs for the parole population are not currently available.

Once rehabilitative programming functions at full operational capacity and reaches a maintenance phase with stable service delivery, over a two-to-three year period, the board would expect to see reductions in the percentage of inmates with medium/high needs when they are reassessed before they parole. The board will continue to look for improvement in long-term longitudinal COMPAS data on offenders in assessing the impact of rehabilitative programs on the recidivism of parolees.

Develop Behavior Management Plan

Case planning affects how the department prioritizes program enrollment for inmates, many with multiple needs. While the department is still developing the revised case management process, it is managing cases by assessing inmates' needs at reception centers and using a new assignment

process with priority placements (risk, need, time left to serve), Test for Adult Basic Education (TABE) scores, and the inmates' classification levels to make program placements through its standard classification process (wherein inmates' individual case factors are reviewed and assessed by a classification committee, who in turn decide on program and housing placements). Meanwhile, the department has been increasing the use of COMPAS assessments as part of the inmate program assignment process.

In July 2012, the department implemented a 24-month case management pilot program at the Central California Women's Facility, contracting with California Corporate College⁶ to assist in correctional staff training to include:

- Motivational interviewing
- Principles of case management
- COMPAS case plan technical training
- COMPAS and the classification process

Criteria for placement in the pilot include:

- Any CSRA score
- General Population
- 12 to 48 months left to serve
- Lifers with 12-48 months to a parole suitability hearing
- No active or potential United States Immigration and Customs Enforcement hold
- No Enhanced Out Patient (EOP) mental health designation

Under the pilot, a case plan is developed using an automated template, which generates goals based on the participants' moderate to high needs. Participants are placed on waiting lists based on their identified needs, time to serve, and program availability. The case plan is then monitored and continually updated based on progress, completions (and/or failures), and the case plan is reviewed during the participants scheduled annual review, and subsequently updated with information such as: program advancement and/or completion, disciplinary and behavior problems, receptiveness and compatibility issues, and other identified factors. The case plan is to be used by the classification committee when making program placement decisions. An evaluation study will be conducted at the pilot program's conclusion.

The pilot was designed to initially include 500 offenders (250 participants at CCWF and 250 control group participants at the California Institution for Women). However, the department reports that inmate participation in the pilot program declined after the conversion of neighboring Valley State Prison for Women to a male facility. At that point, inmates at CCWF were presented with transfer opportunities to the California Institution for Women, which were unavailable before the conversion. Transfers decreased pilot program participation to only 54 of the initial 250 participants.

As more inmates are assigned to county supervision and programs, it is critical that the state's interest in parole success and recidivism rate reduction be adequately coordinated and funded to

⁶ As reported in the March 2012 Biannual Report, California Corporate College is an Economic and Workforce Development program within the California Community College system that provides various types of workforce training programs.

maximize the desired outcomes. There needs to be carefully drawn plans providing for county/state cooperation in offender assessment, and program planning, development, content and evaluation, as well as a coordinated plan for post-incarceration supervision (parole).

Unfortunately, the department continues to report that due to staffing reductions as a result of realignment, the department will not complete Pre-Release Reentry COMPAS assessments on inmates released to county supervision. However, the department will provide to the counties any Core COMPAS assessments conducted on an offender. In addition, the department is working with the counties to provide additional information related to an offender's background, history, and needs to assist counties with their supervision of the offender.

Deliver Programs

Prior to the Fiscal Year 2009-10 budget reductions, the department had developed the comprehensive 2008 Master Work Plan for Rehabilitative Programming (which detailed an exhaustive list of steps necessary for fully implementing the California Logic Model throughout the correctional system) and was working toward implementing the Expert Panel's recommendations. As a result of the Fiscal Year 2009-10 budget reductions, the department developed what ultimately became the *Future of California Corrections Blueprint*, which has now become the department's framework for implementing the Expert Panel's recommendations and the California Logic Model.

TARGET POPULATIONS FOR PROGRAMMING

In assigning inmates to rehabilitation programs, inmate priority placement within each program has historically been done as follows:

- For academic education programs, assignment is based on credit earning status, CSRA score and an inmate's earliest possible release date (EPRD). Inmates with A1 status, moderate to high CSRA scores and 12-24 months left to serve are given priority. The TABE scores will determine specific program assignment. Lifers are prioritized within 24 months of a parole suitability hearing.
- For vocational programs, assignment is based on credit earning status, CSRA score and EPRD. Inmates with A1 status, moderate to high CSRA scores and 12-24 months left to serve are given priority. TABE scores and work history will determine specific program assignment. Lifers are prioritized within 24 months of a parole suitability hearing.
- For substance abuse treatment programs, a need is based on COMPAS assessment scores and inmates are given priority based on risk and time left to serve. Lifers are prioritized within 7 to 24 months of a parole suitability hearing.

Inmates who do not meet the target criteria are lowest on the priority lists and depending on enrollment may be assigned to programming. Priority placement criteria is not exclusionary and does allow for Lifers to be prioritized and participate in programming as long as they meet the criteria.

Realignment impacts the department's inmate population and therefore, the target population for inmate programs. Realignment makes local jurisdictions responsible for some portion of non-serious, non-violent, non-sex offender programming. Those offenders are a significant portion of the priority population for rehabilitative programming. As reported in the March 2012 Biannual Report, CDCR data from October 2011 indicates that approximately 54 percent of the non-serious, non-violent inmates have a high risk to recidivate, and their sentences are likely to be within the timeframe to receive priority placement. Conversely, 50 percent of serious and/or violent inmates have a low risk to recidivate, much longer prison sentences, and therefore, do not always fall into the highest priority for placement. With this in mind, the department reports that it will be reevaluating their priority placement criteria. The board will follow-up on this work in future reports.

According to its *Future of California Corrections Blueprint*, the department intends to increase the percentage of inmates served in rehabilitative programs to approximately 70 percent of the department's target population prior to their release, as identified in the *Blueprint*. In reaching this goal, the department used COMPAS needs data to determine its target populations and developed methodologies to support the corresponding resources.

CAPACITY FOR REHABILITATIVE PROGRAMMING

As the rehabilitation budget has declined over the past few years, so too has the annual program capacity.⁷ However, the department reports that it will be expanding its program capacity in Fiscal Year 2013-14 (see chart below).

Adult Rehabilitative Programs	Pre-2010 Capacity	August 2010 Capacity	February 2011 Capacity	December 2011 Capacity	December 2012 Capacity	FY 13/14 Capacity
Academic Education	47,900	38,768	36,904	32,388	37,554	43,248
Vocational Education (CTE)	9,300	4,800	4,914	4,914	5,643	7,553
In-Prison Substance Abuse	12,200	8,500	8,186	3,544	3,456*	3,264
Post-Release Substance Abuse	8,200	4,900	4,689	4,689	4,287**	5,172

*Does not include 88 slots for EOP inmates.

**Decrease in SASCA capacity due to a continuing decline in the number of Board of Parole Hearings referrals to the Community portion of the In-Custody Drug Treatment Program post-Realignment.

As part of its *Blueprint*, the department will add the following programs, beginning in Fiscal Year 13/14.

Adult Rehabilitative Programs	Existing Capacity	Fiscal Year 2013-14 Capacity
In-Prison Employment Programs	0	2,736
In-Prison Cognitive Behavioral Therapy, consisting of:	0	8,208
Criminal Thinking:	0	3,264
Anger/Hostility:	0	3,264
Family Relationships:	0	1,680
Post-Release Employment ⁸	6,796	5,915
Post-Release Education ⁹	3,400	6,219

⁷ The capacity is the maximum number of inmates who can be served in each program area in a year.

⁸ Refer to Appendix A for methodology.

⁹ Refer to Appendix B for methodology.

STAFFING

As of January 25, 2013, the department had 559 academic and testing teacher positions (up from 471 in our previous report) and 227 teacher positions used in career technical education (up from 177). There were 30 vacant academic teacher positions (78 vacant positions in previous report) and 39 vacant career technical education teacher positions (27 vacant positions in previous report). The following chart shows the extent of the department's teacher vacancies:

	ACADEMIC EDUCATION										CAREER TECHNICAL EDUCATION		
INST	GP		IP		VEP		TESTING	Authorized Academic Teachers for GP, IP, VEP, and Testing	Vacant Academic Teacher Positions*	Total Budgeted Capacity for GP, IP, and VEP	Authorized Career Technical Education Programs	Vacant CTE Teacher Positions*	Total Budgeted Capacity for Career Technical Education Programs
	Authorized	Budgeted	Authorized	Budgeted	Authorized	Budgeted	Authorized						
	Staff	Capacity	Staff	Capacity	Staff	Capacity	Staff						
ASP	19	1,026	-	-	6	720	2	27	-	1,746	15	2	405
CAL	12	648		-	4	480	2	18	5	1,128	6	-	162
CCC	11	594		-	5	600	2	18	3	1,194	8	2	216
CCI	11	594	-	-	9	1,080	2	22	3	1,674	11	1	297
CCWF	8	432	-	-	4	480	2	14	-	912	9	3	243
CENT	11	594	-	-	6	720	2	19	2	1,314	9	1	243
CIM	9	486	-	-	7	840	2	18	1	1,326	9	2	243
CIW	6	324	-	-	3	360	1	10	-	684	5	-	135
CMF	5	270	-	-	4	480	1	10	-	750	2	-	54
CMC	14	756	1	54	8	960	2	25	1	1,770	8	3	216
CORC	10	540	3	162	4	480	2	19	-	1,182	5	-	135
CRC	10	540	-	-	4	480	2	16	-	1,020	9	3	243
CTF	18	972	-	-	8	960	2	28	-	1,932	8	3	216
CVSP	10	540	-	-	4	480	2	16	1	1,020	9	1	243
DVI	3	162	-	-	5	600	3	11	1	762	4	-	108
FSP	10	540	-	-	6	720	2	18	-	1,260	10	1	270
HDSP	8	432	1	54	3	360	2	14	-	846	4	-	108
ISP	8	432	-	-	9	1,080	2	19	3	1,512	9	-	243
KVSP	14	756	-	-	4	480	2	20	-	1,236	5	-	135
LAC	8	432	-	-	5	600	2	15	1	1,032	6	4	162
MCSP	8	432	-	-	4	480	2	14	-	912	6	1	162
NKSP	3	162	-	-	3	360	4	10	-	522	2	-	54
PBSP	-	-	4	216	4	480	1	9	-	696	2	-	54
PVSP	15	810	-	-	4	480	2	21	1	1,290	10	2	270
RJD	3	162	2	108	9	1,080	2	16	2	1,350	6	2	162
SAC	7	378	-	-	4	480	1	12	-	858	3	-	81
SATF	19	1,026	-	-	7	840	2	28	-	1,866	15	-	405
SCC	11	594	-	-	3	360	2	16	2	954	8	1	216
SOL	14	756	-	-	6	720	2	22	3	1,476	9	-	243
SQ	7	378	-	-	7	840	3	17	1	1,218	5	3	135
SVSP	6	324	-	-	5	600	2	13	-	924	1	1	27
VSPW	8	432	-	-	6	720	2	16	-	1,152	7	3	189
WSP	-	-	-	-	4	480	4	8	-	480	2	-	54
TOTALS	306	16,524	11	594	174	20,880	68	559	30	37,998	227	39	6,129

* Vacancies as of 1/25/2013

GRAND TOTAL PY's	786
GRAND TOTAL BUDGETED CAPACITY	44,127

The *Future of California Corrections Blueprint* adds 158 academic teachers and 103 career technical education instructors over a 2-year period. Implementation and distribution of these positions is detailed below:

Overview of Timeframes Rehabilitative Programs Post-Realignment											
	Academic Education			Career Technical Education				Re-Entry Hub			Other Models
Institution	Blueprint Academic Teachers (No Test)	1st Quarter FY 12/13	1st Quarter FY 13/14	Pre- Blueprint CTE Teachers	2nd Quarter FY 12/13	3rd Quarter FY 12/13	1st Quarter FY 13/14	SAP	Cognitive- Behavior	Employment	Lifer
ASP	18	7	5	14		1	3	Existing	FY 13/14	FY 13/14	FY 13/14
CAL	13	3	2	4	2						
CCC	14		2	6	1	1	2				
CCI	15	5	0	9	1	1	2	Existing*			
CCWF	8	4	3	6		3	1	Existing	FY 13/14	FY 13/14	FY 13/14
CEN	14	3	2	9							
CHCF		3*	0				1				
CIM	10	6	7	3	3	3	6	Existing	FY 13/14	FY 13/14	
CIW	9	0	0	3	1	1		Existing	FY 13/14	FY 13/14	
CMC	18	5	4	8			4	Existing	FY 13/14	FY 13/14	
CMF	8	1	2	2			1				
COR	17	0	2	5			1				
CRC	14			9				Existing	FY 13/14	FY 13/14	
CTF	20	6	4	4	2	2	7	Existing	FY 13/14	FY 13/14	FY 13/14
CVSP	11	3	2	8		1	1	Existing	FY 13/14	FY 13/14	
DVI	8	0	0	1	1	2	1				
FSP	16	0	0	8		2	3				
FWF		1*	1				1	FY 13/14	FY 13/14	FY 13/14	
HDSP	10	2	1	2	1	1					
ISP	14	3	0	9				FY 13/14**	FY 13/14	FY 13/14	
KVSP	16	2	2	5			1				
LAC	11	2	3	2	2	2	1	FY 13/14**	FY 13/14	FY 13/14	
MCSP	10	2	3	6							
NKSP	6	0	0	2							
PBSP	8	0	0	1	1						
PVSP	14	4	3	10							
RJD	14	0	0	3	1	2	1				
SAC	9	1	1	3							
SATF	21	5	4	13	1	1	1	Existing	FY 13/14	FY 13/14	
SCC	12	2	2	6		2	2				
SOL	12	8	5	8	1			Existing*			FY 13/14
SQ	8	6	4	2	2	1	5				
SVSP	11	0	0	0	1						
VSP	10	4	6	5	1	1	8	Existing	FY 13/14	FY 13/14	
WSP	4	0	0	1	1		1				
TOTALS	403	88	70	177	23	27	54	13	13	13	4

* These positions will be brought up when institutions are activated.

**SAP Programs at CCI and SOL will end on June 30, 2013, and begin at ISP and LAC as part of Reentry Hubs in FY 2013/14

ACADEMIC PROGRAMMING

Overview

In July 2011, the department replaced its five academic delivery models with three academic “structures.” These structures are 1) General Population (GP), 2) Isolated Population (IP) [now referred to as “Alternative Programming (AP)”, and 3) Voluntary Education Program (VEP) (the March 2012 Biannual Report contained a detailed description of the components of the new academic structures).

The inmate to teacher ratios for the academic structures are as follows:

Academic Education Structures: July 2011

Structure	Educational Program	Total Inmates per Teacher
GP	ABE through GED/HS	54
AP	High Security (programming is determined by institution custodial requirements and individual student need)	54-108
VEP	Literacy, ABE I, II and III, GED, supports college enrollment	120-180

Academic Education Program Capacity, Enrollment, and Utilization

Prior to 2010 the annual academic education program capacity was approximately 47,900. Capacity is the number of inmates who can be served when all teacher positions are filled. After the program adjustments were made in Spring 2010, the new academic education program capacity was 38,768, and in February 2011, because of additional model changes, the annual capacity was revised to 36,904. In July 2011 the models were eliminated and replaced with structures, and the new capacity was reported as 32,388. The department has reaffirmed repeatedly that it is committed to maximizing the number of offenders who have access to programs. However, as the department has revised the service delivery model in response to feedback from many stakeholders, it has had to decrease capacity. With the *Blueprint*, the department anticipates increasing capacity to over 43,000 by Fiscal Year 2013/14.

The table below displays the combined percentage of all three academic structures; GP, AP, and VEP of the academic education enrollment percent of capacity by month and the academic education program utilization percent for the same time period. Utilization is the percentage of available program hours an inmate spends in programming. As the chart indicates, the department is making positive strides in increasing its utilization.

Month	Capacity	Enrollment %	Utilization %
July 2010	38,768	48.6	64.8
October 2010	38,768	59.6	69.2
January 2011	38,926	63.1	64.7
March 2011	36,904	68.7	69.4
July 2011	32,430	65.2	60.4
September 2011	32,430	72.8	59.8
November 2011	32,430	70.7	55.4
January 2012	32,388	78.1	59.9
March 2012	31,530	79.7	68.8
May 2012	31,140	80.1	74.1
July 2012	30,822	80.2	68.2
October 2012	37,302	82.8	70.2
December 2012	37,554	84.5	71.2

Note: June 2011 was a transition month in academic programming structures and therefore not presented.
Source: CDCR – unaudited data

Academic Achievements and Program Completions

<i>Academic Achievements and Program Completions</i>	<i>Six-Month Period July 1 - Dec 31, 2012</i>	<i>Six-Month Period Jan 1 - June 30, 2012</i>	<i>Six-Month Period July 1 - Dec 31, 2011</i>	<i>One-Year Period June 1, 2010 - May 31, 2011</i>
CASAS Benchmarks	7,623**	14,235	14,218	25,000 (approx)
TABE Achievements	3,004	3,105	4,180	9,700 (approx)
GED Sub-Tests Passed	6,318	9,027	10,029	17,329
GED Completions	1,275	1,738	2,039	3,761
High School Diplomas	26	21	71	34
College Course Completions	1,347	2,492	NPR*	NPR*
AA Degrees Earned	34	75	NPR*	NPR*
BA Degrees Earned	3	3	NPR*	NPR*
MA Degrees Earned	0	1	NPR*	NPR*

Source: CDCR – unaudited data

*NPR = Not Previously Reported

**July 1, 2012 through November 30, 2012

CAREER TECHNICAL EDUCATION (VOCATIONAL PROGRAMMING)

The term Career Technical Education (CTE) is used interchangeably with the term vocational education or vocational programming. As reported in previous board reports, the department eliminated many of its long standing vocational training programs in response to the budget cut in Fiscal Year 2009-10. Vocational programs that were retained meet three criteria: they are industry certified, market driven, and can be completed within 12 months. Market driven is defined as over 2,000 entry level jobs annually and provides a livable wage (which is currently about \$15 per hour).

The 16 vocational course offerings listed below meet for 6.5 hours, five days a week, for 180 instructional days, and each course can accommodate 27 students. The only exception to this is Computer Literacy, which is a new class offering in Fiscal Year 2013-14. Computer literacy meets for 3.25 hours each day for six weeks.

<i>Rehabilitative Program Areas (I-VII)</i>	
CTE –VOCATIONAL PROGRAMS	
Auto Body	Manicuring
Auto Mechanics	Masonry
Building Maintenance	Office Services & Related Technologies
Carpentry	Plumbing
Computer Literacy	Refrigeration (HVAC)
Electronics (C-Tech)	Sheet Metal Work
Electrical Construction (Work)	Small Engine Repair
Machine Shop (Practical)	Welding

Prior to the budget cuts in Fiscal Year 2009-10, the vocational education program capacity was 9,300. The current capacity is 6,129 inmates (up from 4,779 in our last report) with 227 teacher positions (up from 177), of which 39 are vacant (17 percent vacancy rate). This is an increase from the 15 percent vacancy rate reported in the board's previous report (which was an increase over the 11 percent vacancy rate from the report prior to that).

<i>CTE Achievements and Program Completions</i>	<i>Six-Month Period July 1 – Dec 31, 2012</i>	<i>Six-Month Period Jan 1 – June 30, 2012</i>	<i>Six-Month Period July 1 - Dec 31, 2011</i>	<i>One-Year Period June 1, 2010 - May 31, 2011</i>
CTE Individual Component Completions	3,969	3,828	NPR*	NPR*
CTE Program Completions	844 ¹⁰	908	NPR*	NPR*
CTE Industry Certifications (without component or program completion)	1,252 ¹¹	1,875	NPR*	NPR*

*NPR = Not Previously Reported

¹⁰ These numbers declined from the previous reporting period. The department reports this decline may be attributed to converting to computer based testing requirements in some vocations.

¹¹ These numbers declined from the previous reporting period. The department reports this decline may be attributed to converting to computer based testing requirements in some vocations.

The tables below display the monthly vocational education enrollment and utilization percentages based on capacity, and each prison's allocation of CTE programs, vacant CTE teaching positions, and budgeted inmate program capacity. Utilization is the percentage of available program hours an inmate spends in programming.

Month	Capacity	Enrollment Percentage	Utilization Percentage
July 2010	4,800	79.9	58.3
October 2010	4,800	87.1	60.7
January 2011	4,914	79.9	51.1
March 2011	4,914	76.0	58.3
June 2011	4,914	78.2	61.6
September 2011	4,914	80.2	60.1
November 2011	4,914	74.7	54.4
January 2012	4,914	73.3	62.4
March 2012	4,752*	75.7	66.5
May 2012	4,779*	78.2	72.7
July 2012	4,806	79.1	66.5
October 2012	5,508**	69.2	67.7
December 2012	5,643**	69.2	63.6

*In March 2012, CDCR began moving some CTE programs between facilities. This temporarily impacted capacity.

**In October 2012, CDCR began the expansion of CTE programs, which causes a gap between enrollment and capacity until the programs are fully operational.

Like academic education programming, CTE program utilization is affected by teacher absences (CDCR does not have substitute teachers, and if a teacher is absent, class is cancelled); inmate illness, medical appointments, and other excused absences; custody reasons like fog and lockdowns; and unexcused absences. In the event of lockdowns, CTE classes must be cancelled completely because unlike some academic education programming, inmates cannot participate in programming outside the classroom spaces devoted to CTE. As with academic educational programming, CDCR expressed its commitment to improving CTE program utilization and the board will continue to follow utilization closely. In planning for the future, the department has recognized that its CTE programs need to include basic education skills. The department has worked toward this combination by creating a CTE committee consisting of CTE instructors at CDCR institutions to develop and establish criteria for CTE programs.

When additional resources become available, there will be guidelines to expand programming in keeping with industry changes. The board will follow up on the department's progress on establishing and developing this criteria and how well it addresses the issue of including basic educational skills in its vocational programs.

CAREER TECHNICAL EDUCATION			
Inst.	Authorized Career Technical Education Programs	Vacant CTE Teacher Positions*	Total Budgeted Capacity for Career Technical
ASP	15	2	405
CAL	6	-	162
CCC	8	2	216
CCI	11	1	297
CCWF	9	3	243
CENT	9	1	243
CIM	9	2	243
CIW	5	-	135
CMF	2	-	54
CMC	8	3	216
CORC	5	-	135
CRC	9	3	243
CTF	8	3	216
CVSP	9	1	243
DVI	4	-	108
FSP	10	1	270
HDSP	4	-	108
ISP	9	-	243
KVSP	5	-	135
LAC	6	4	162
MCSP	6	1	162
NKSP	2	-	54
PBSP	2	-	54
PVSP	10	2	270
RJD	6	2	162
SAC	3	-	81
SATF	15	-	405
SCC	8	1	216
SOL	9	-	243
SQ	5	3	135
SVSP	1	1	27
VSPW	7	3	189
WSP	2	-	54
TOTAL S	227	39	6,129

SUBSTANCE ABUSE PROGRAMMING

The department has also made further changes to its substance abuse treatment (SAT) model, including increasing the length of the program from 90-days to five months, as recommended by its Substance Abuse Treatment Policy Advisory Committee. The board was informed that inmate SAT participants had a better chance of success if the program was of a longer duration. However, the increase in the program length decreases the number of participants per slot per year from four to just over two, which reduces annual capacity. These two changes resulted in a drop in annual capacity from 8,300 to 3,544. The board will closely monitor the program's effectiveness in 2012.

Changes to the programming contracts (as a result of the Fiscal Year 2011-12 reduction) took effect in July 2011. The new five-month in-prison model is available at nine male and three female institutions. The new substance abuse treatment program model also serves 4,689 parolees in community-based aftercare.

The table below displays the substance abuse program enrollment percent of capacity for various months, which shows a static enrollment between July 2010 and November 2011, and the substance abuse program utilization percent for the same time period. Utilization is the percentage of available program hours an inmate spends in programming.

Month	Capacity	Enrollment %	Utilization %
July 2010	8,500	93.7	86.2
October 2010	8,500	94.4	84.8
January 2011	2,350	93.5	77.5
March 2011	2,350	96.0	85.7
June 2011	2,350*	42.7	88.4
September 2011	1,528	97.6	87.5
November 2011	1,528	97.3	82.2
January 2012	1,528	98.8	87.8
March 2012	1,440**	98.5	85.7
May 2012	1,440	97.1	90.8
July 2012	1,568	98.3	82.1
October 2012	1,568	91.1	87.9
December 2012	1,448***	98.2	88.5

Source: CDCR – unaudited data

*CDCR began reducing enrollment in May-June 2011 to prepare for reduced capacity (as a result of the Fiscal Year 11/12 \$101 million budget reduction).

**As of March 2012, an 88 slot EOP program is no longer included in this capacity count.

*** In December 2012, the Valley State Prison for Women was deactivated due to its conversion to a male facility in January 2013. The September 2013 Biannual Report will reflect the reactivation of the program at the Central California Women's Facility.

SAT outcomes for June through December 2012:

In Prison Substance Abuse Treatment Completion/Achievement Rates	Jun 2012	Aug 2012	Oct 2012	Dec 2012
Total Exits	413	210	294	217
Total Completions	366	138	240	176
Exits all other reasons	47	72	54	41
% of Completions	88.6	65.7	81.6	81.1

Community Aftercare Substance Abuse Treatment Completion/Achievement Rates	Jun 2012	Aug 2012	Oct 2012	Dec 2012
Total Exits	736	722	586	560
Total Completions	272	272	198	217
Exits all other reasons	464	450	388	343
% of Completions	40.0	37.7	33.8	38.75

For comparison, below are the SAT outcomes reported in the board's September 2012 Report.

For comparison, below are the 2011 outcomes reported in the Court's September 2012 Report.									
In Prison Substance Abuse Treatment Completion/ Achievement Rates	Oct 2010	Jan 2011	Mar 2011	Jun 2011	Aug 2011	Oct 2011	Dec 2011	Jan 2012	Mar 2012
Total Exits	371	468	553	588	243	74	514	278	113
Total Completions	332	407	487	553	198	40	478	242	75
Exits all other reasons	39	61	66	35	45	34	36	36	38
% of Completions	89.5	87.0	88.1	94.0	81.5	54.1	93.0	87.1	66.4
Community Aftercare Substance Abuse Treatment Completion/ Achievement Rates		Oct 2010	Jan 2011	Mar 2011	Jun 2011	Aug 2011	Oct 2011	Jan 2012	Mar 2012
Total Exits		1,250	976	1,307	1,305	884	991	856	703
Total Completions		724	491	635	754	405	402	390	262
Exits all other reasons		526	485	672	551	479	589	466	441
% of Completions		57.9	50.3	48.6	57.8	45.8	40.6	45.6	37.3

Source: CDCR –data

Prep for Reentry/Reintegration

The *Future of California Corrections Blueprint* states that department will establish reentry hubs at certain prisons to concentrate program resources and better prepare inmates as they get closer to being released. It will also designate enhanced programming yards, which will incentivize positive behavior. For parolees, the department will build a continuum of

community-based programs to serve, within their first year of release, approximately 70 percent of parolees who need substance-abuse treatment, employment services, or education.

The reentry hubs will be established at designated prisons to help inmates transition to the community the last 48 months of incarceration. The comprehensive reentry type model will focus on:

- Career technical education (13-48 months)
- Substance abuse treatment (6-12 months)
- Cognitive-behavior therapy programs (3-12 months)
- California ID Project (one-day pull-out program) (9-12 months)
- Employment transition programs (2-6 months)
- Academic education programs (on-going until release)

California New Start

Transition Program

In-Prison - This classroom based, employment training program is offered to inmates within 60-120 days of parole. The 70-hour curriculum is taught by employment specialists from the local workforce investment boards and is presented in three and a half hour sessions, five days a week for four weeks. There are morning and afternoon sessions to allow flexibility for inmates with job assignments or who are programming to participate. The focus is on effective job search methods, assistance with resumes and applications, interviewing techniques, financial literacy, and other life skills training. Paroling inmates who complete the program receive appointments at local one-stop career centers for employment services and job referrals.

Community-Based - The department managed this community based, program in partnership with the Employment Development Department (EDD) and the California Workforce Investment Board (CWIB). The program provides enhanced services to parolees at the local CWIB “one-stop career centers” that provide employment services to all Californians, including parolees. Services include job skill seminars, job referral and placement services, and job retention follow-up services. This partnership has concluded and nearly 1,100 parolees were placed in jobs with an average hourly wage of \$10.23.

The Transition Program was originally referred to as the California New Start Initiative and was initially funded with federal funds, which have since been eliminated; therefore, in lieu of this program, the department plans to enhance the pre-employment services available at its Parole Day Reporting Centers, beginning in Fiscal Year 2013-14.

California Identification Project

In partnership with the Prison Industry Authority and the Department of Motor Vehicles (DMV), the department administered a 12-month pilot project at nine institutions to issue identification cards to inmates who were within 120-180 days of parole. The goal of the project was to deliver 10,000 cards to paroling inmates in the pilot project year before expanding it to other institutions (depending on funding availability). At the conclusion of the pilot, data showed that 13,615 inmates met the eligibility requirements, 10,148 participated in the project; and 6,999 inmates

received their California driver's license or identification card when they paroled. The 12-month pilot project has concluded and the department plans to implement a similar project in all reentry hubs in Fiscal Year 2013-14, in partnership with the DMV.

Secure Community Reentry Facility

According to CDCR's *Future of California Corrections Blueprint*, the department no longer intends to pursue the strategy of building secure reentry facilities. Instead, the department will employ additional structured programs to address particular needs such as criminal thinking, anger management, and family relationships and will establish reentry hubs to concentrate pre-release programs that prepare inmates about to return to their communities.

Pre-Parole Process Benefits Program

In collaboration with the United States Social Security Administration (SSA), the California Department of Health Care Services, and the United States Department of Veterans Affairs (VA); the department entered into formal agreements for a pre-release benefits application and eligibility determination process for potentially eligible inmates.

CDCR's Division of Adult Parole Operations (DAPO) manages the Transitional Case Management Program (TCMP), which utilizes contracted benefits workers within the adult prisons to apply for federal and state benefit entitlements prior to an inmate's return to the community. There are currently 53 contracted benefit worker positions, of which 48 are filled. Effective July 1, 2013, there will be 47 benefit worker positions.

Benefits applied for include: SSA benefits, State sponsored Medi-Cal, and VA benefits. Inmate participation is voluntary with the exception of inmates that are incompetent or physically unable to authorize or refuse, for whom a doctor must certify.

The target population includes inmates who are within 120 days of release (to parole or county supervision) who are medically, mentally, or developmentally disabled. The inmates are seen on a prioritized basis, as described below:

1. Inmates requiring long-term medical care and inpatient mental health care.
2. Inmates in need of board and care/assisted living, in-home health care, and hospice.
3. Inmates diagnosed with HIV/AIDS.
4. Inmates with a chronic illness (i.e., need for dialysis, continuous oxygen, chemotherapy, and/or radiation treatment).
5. Inmates designated at the EOP level of mental health need.
6. Inmates who are developmentally disabled and/or have other qualifying disabilities as specified in the SSA guidelines.
7. Inmates who are designated at the Correctional Clinical Case Management System (CCCMS) level of mental health need.
8. Inmates who are 65 years of age or older.
9. Inmates who will reside with and be the sole guardian of minors upon release (Medi-Cal eligibility presumption).

Applications and their outcomes by benefit type for July through December 2012 were:

July through December 31, 2012				
Total Inmates Approached¹²: 3355				
Total Inmates Refused Services: 485				
Total CID Services (Accept): 117 (Refuse): 20				
Benefit	Submitted¹³	Pending	Approved¹⁴	Denied¹⁵
SSA/SSI	2193	1668	284	119
Medi-Cal	754	687	10	34
VA	196	145	22	17
Totals	3143	2500	316	170
EOP/CCCMS Inmate Releases and Number Approached				
EOP/CCCMS POP Jul - Dec 12		Total	EOP	CCCMS
Total Paroled during Jul - Dec 12		3365	563	2802
Total Approached by TCMP		2433	509	1924
Percent Approached by TCMP¹⁶		72.30	90.40	68.67

Applications and their outcomes by benefit type for July through December 2012 were:

January through June 30, 2012				
Total Inmates Approached: 3725				
Total Inmates Refused Services: 437				
Total CID Services (Accept): 285 (Refuse): 55				
Benefit	Submitted	Pending	Approved	Denied
SSA/SSI	2261	1964	598	670
Medi-Cal	704	790	23	67
VA	136	99	35	18
Totals	3101	2853	656	755
EOP/CCCMS POP Jan-June 12				
Total Paroled during Jan-June 12		5434	799	4635
Total Approached by TCMP		2573	575	1998
Percent Approached by TCMP		47.35	71.96	43.11

¹² Total inmates approached include all categories of the nine priorities described.

¹³ Applications submitted include applications for inmates approached in prior reporting period.

¹⁴ CDCR does not currently have a mechanism in place to capture all application outcomes.

¹⁵ CDCR does not currently have a mechanism in place to capture all application outcomes.

¹⁶ 72.3percent of inmates approached during this reporting period were classified as EOP or CCCMS, and may have other qualifiers in addition to mental illness.

Applications and their outcomes by benefit type for July 2011 through December 2011 were:

Statewide Totals					
Period: July 2011 through December 2011					
Total Inmates Approached: 3,725					
Total Inmates Refused Services: 396					
Total Communicable Infections Disease Services (Accept): 344 (Refuse): 228					
Benefit	Submitted	Pending	Approved	Denied	
SSA/SSI	2139	1472	450	145	
Medi-Cal	359	344	8	7	
VA	151	91	35	16	

Applications and their outcomes by benefit type for December 2010 through June 2011 were:

Statewide Totals					
Period: December 2010 through June 2011					
Total Inmates Approached: 4,611					
Total Inmates Refused Services: 524					
Total Communicable Infections Disease Services (Accept): 507 (Refuse): 77					
Benefit	Submitted	Pending	Approved	Denied	
SSA/SSI	2382	1525	776	733	
Medi-Cal	345	600	17	6	
VA	180	121	77	25	

Source: CDCR – unaudited data

Inconsistent data capture and eligibility determinations made months after release are among the barriers to measuring eligibility outcomes. However, new data collection processes are being established, along with the development of performance indicators for the TCMP contractors.

The board continues to note that the failure to substantially improve the rates of inmate acceptance (versus refusals) and of benefits established for inmates prior to release from prison will likely result in increasing the risk of recidivism at current rates.

Measure Progress and Follow Up

Measuring Progress

Inmates need for programming is based on the initial Core COMPAS assessment. A medium or high score in the academic, vocational, or substance abuse domains indicates criminogenic need, and an inmate can show need in more than one area. Inmates are counted as needing programming for each area in which s/he has a criminogenic need.

In the March 15, 2011 Biannual Report, the board reported that the department would measure progress by compiling monthly data containing a list of inmates with criminogenic need(s), based on their core COMPAS assessments. The list would be matched with inmates enrolled in programming, and a chart would be populated, and CDCR Headquarters program managers and institution staff would review the results to measure their progress at the local level.

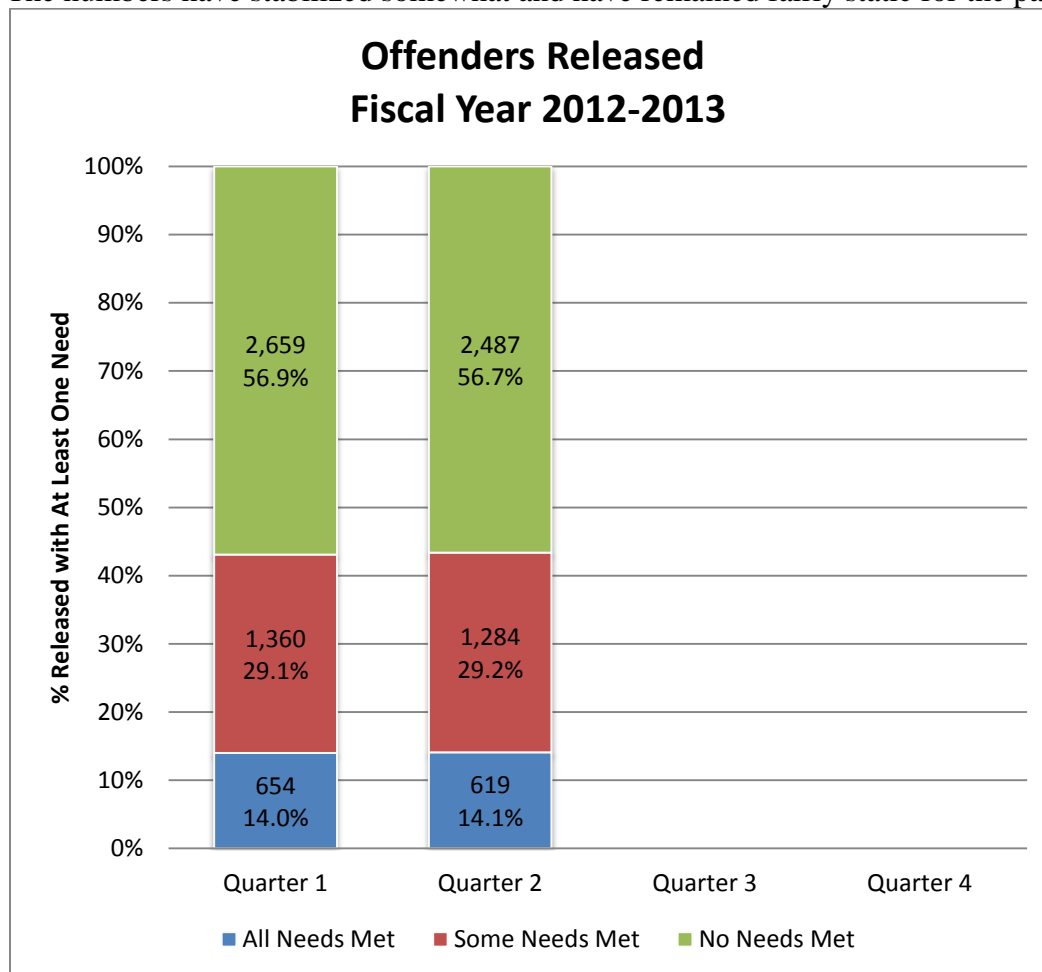
The department revised this plan to instead measure progress in correspondence with (what at the time was) its Strategic Plan Objective 3.2, which stated:

By June 30, 2015, at least 25 percent of eligible offenders will receive, prior to release, evidence-based rehabilitative programming in substance abuse, academic and vocational education consistent with their risks and needs.

The previous biannual reports contained data provided by the department based on the above goal. The department has since been revising its strategic plan to focus on the most critical department needs and the most recent draft of Strategic Plan Objective 3.2 is now Objective 1.2, and now (in draft) states:

By June 30, 2015, at least 70 percent of offenders identified with moderate to high risk and needs will receive, prior to release, evidence-based programming in substance abuse, academic, and/or vocational education consistent with their criminogenic needs.

The department established a counting rule for this new Objective and the data for Fiscal Year 2012-13 is included in the graph below. As with the previously published data, it is important to note that these figures only pertain to offenders with a core COMPAS assessment. Of the inmates releasing in the second quarter of Fiscal Year 2012-13, 71 percent of offenders released that had a moderate to high risk to recidivate had a core COMPAS assessment. This is an increase of approximately 4 percent from the last quarter of Fiscal Year 2011-12 (68 percent). The numbers have stabilized somewhat and have remained fairly static for the past six months.



Source: CDCR –data

The board recognizes that there are a number of factors during this *Blueprint* transition year that may have impacted the outcomes in the previous chart. The board will continue to monitor the department's progress as more offender assessments are completed and programs are activated in the upcoming fiscal year.

Data Solutions

The department's long-term solution is the Strategic Offender Management System (SOMS), being developed in phases, with the phase affecting Adult Programs pushed back from Spring 2012 to early 2013 and now even further into 2013. The design specifications for programming are being updated to accommodate the new academic education structures, credit earning components, case planning, and other more recent program needs.

In the meantime, the department has implemented an interim data solution to provide individual level data: the Education Classroom Attendance Tracking System (EdCATS). EdCATS training and assistance is ongoing as new modifications are made to the system on an adhoc basis. The board will continue to report on CDCR's data solutions since EdCATS will continue to be an interim solution through all of 2012 and most of 2013.

Recidivism Rates

In October 2012, the department released its *2012 Outcome Evaluation Report*. The report showed a decline in California recidivism rates for the second year in a row. The total three-year recidivism rate for the 2007-08 Fiscal Year was 63.7 percent. The recidivism rate for re-releases (75.4 percent) is 20.3 percentage points higher than for first releases. When examining the recidivism rates as time progresses, most inmates who return to prison do so in the first year after release. The overall recidivism rate for the Fiscal Year 2007-08 cohort is 1.4 percentage points lower than the Fiscal Year 2006-07 cohort. This reduction is primarily due to the reduction in the recidivism rates for the first releases, which decreased by 1.8 percentage points, although there was also a small (1.0 percentage point) reduction for those who were re-releases. Of additional note in this report is the following:

- Released felons who had a designated developmental disability recidivate at a rate that is 13.8 percentage points higher than those who did not have a developmental disability designation
- In-prison participation in a SAP, combined with completion of post-release community-based aftercare results in a recidivism rate (31.3 percent) that is much lower than those that did not participate in any SAP (63.9 percent)
- Offenders with a substance abuse need, as identified by the COMPAS assessment, who participated in an in-prison SAP and completed aftercare had a lower recidivism rate than offenders with a substance abuse need who only completed aftercare but did not participate in SAP (30.7 percent and 46.6 percent, respectively)

As reported in the March 2012 Biannual Report, the department reported in their *2011 Adult Institutions Outcome Evaluation Report* that the total three-year recidivism rate for the 2006-07 Fiscal Year was 65.1 percent. The recidivism rate for re-releases (76.4 percent) was 19.5 percentage points higher than for first releases (56.9 percent). When examining the recidivism rates as time progresses, most inmates who return to prison do so in the first year after release. The overall recidivism rate for Fiscal Year 2006-07 was 2.4 percentage points lower (better), than for Fiscal Year 2005-06.

CONCLUSION

The board commends the department for its dedication and progress made implementing rehabilitative programming over the last 12 months. The department has shown committed leadership in this arena and has made great strides toward filling vacancies, implementing additional academic and CTE programs, and planning for the roll-out of reentry hubs and additional structured programs.

Overall, the board is pleased with the diligent progress the department has made implementing the *Blueprint* while adhering to the components of the California Logic Model. Over the last six months, the department has closely followed the *Blueprint* and the plans it laid out for program enhancement and expansion. However, one modification made by the department, the removal of the reentry hub designation for California State Prison, Solano, is of concern to the board, as this leaves no Northern California reentry hubs for those inmates who will be released to Northern California communities. Additionally, the board would like to reiterate that California Penal Code section 5068 requires the department to assign a prisoner to the institution of the appropriate security level and gender population nearest the prisoner's home, unless other classification factors make such a placement unreasonable.

Of additional concern to the board is the extremely low participation numbers (54 inmates) in the case management pilot program. A key component of the California Logic Model is the development of an individualized case plan. Additionally, the *Blueprint* recognized that assessment and case management would be a critical component for successfully implementing the plan.

While assessment and case management are extremely important functions on the front end, the board would once again reiterate its desire to see pre-release reentry COMPAS assessments performed on all offenders.

The board encourages the department to consider these factors and concerns as it continues to implement the *Blueprint*.

Finally, the board continues to reiterate the importance of the pre-release benefit application process in order to provide continuity of care for offenders released into the community.

APPENDICES

Appendix A – Post Release Employment Programs

Appendix B – Post Release Education Programs

APPENDIX A

POST-REALIGNMENT METHODOLOGY PROGRAM SUMMARY SHEET POST-RELEASE EMPLOYMENT PROGRAMS

GOAL:

BASED ON REENTRY COMPAS RESULTS, APPROXIMATELY 52.4% OF OFFENDERS LEAVE PRISON WITH A CRIMINOGENIC NEED FOR EMPLOYMENT SERVICES. THEREFORE, THE PRIMARY GOAL FOR POST-RELEASE EMPLOYMENT PROGRAMS IS TO ASSIST INMATES IN FINDING GAINFUL EMPLOYMENT.

METHODOLOGY & ASSUMPTIONS:

SERVICES WILL BE FOCUSED ON PAROLEES IN THEIR FIRST YEAR OF PAROLE. THEREFORE, THE NUMBER OF OFFENDERS PROJECTED TO BE RELEASED TO PAROLE EACH MONTH WAS TOTALED BY FISCAL YEAR. THE NEED CALCULATION WAS APPLIED TO THAT TOTAL.

RELEASES TO PAROLE = 16,084

THE CALCULATION IS BASED ON THE POPULATION PROJECTED TO BE RELEASED TO PAROLE USING THE FALL 2012 POPULATION PROJECTIONS. THE SPRING 2012 POPULATION PROJECTIONS REVISE THESE NUMBERS SLIGHTLY, REDUCING THE PERCENT OF POPULATION SERVED. CDCR WILL ATTAIN THE 70% GOAL BY FY 2014/15.

REENTRY COMPAS EMPLOYMENT NEED = 52.4%

PROGRAM LENGTH

- TRANSITIONAL JOB MODEL = N/A
- LONG-TERM RESIDENTIAL = 6 MONTHS
- DAY REPORTING CENTERS = 4 MONTHS

THE CHART BELOW SHOWS THE TARGET POPULATION FOR OFFENDERS RELEASED TO PAROLE WITH A CRIMINOGENIC NEED FOR EMPLOYMENT SERVICES BASED ON THE REENTRY COMPAS.

	Pre-Realignment	Post-Realignment
	FY 11/12	FY 13/14
1 st Year Parolees with Need	30,356	8,450
Capacity	6,796	5,915
Percent of Target Population	22%	70%

APPENDIX B

POST-REALIGNMENT METHODOLOGY PROGRAM SUMMARY SHEET POST-RELEASE EDUCATION PROGRAMS

GOAL:

IN ORDER TO IMPROVE PAROLEE SUCCESS, CDCR PROPOSES TO INCREASE THE AVAILABILITY OF EDUCATION RELATED SERVICES OF PAROLEES.

METHODOLOGY & ASSUMPTIONS:

SERVICES WILL BE FOCUSED ON PAROLEES IN THEIR FIRST YEAR OF PAROLE. THEREFORE, THE NUMBER OF OFFENDERS PROJECTED TO BE RELEASED TO PAROLE EACH MONTH WAS TOTALED BY FISCAL YEAR. THE NEED CALCULATION WAS APPLIED TO THAT TOTAL.

RELEASES TO PAROLE = 16,084

THE CALCULATION IS BASED ON THE POPULATION PROJECTED TO BE RELEASED TO PAROLE USING THE FALL 2012 POPULATION PROJECTIONS. THE SPRING 2012 POPULATION PROJECTIONS REVISE THESE NUMBERS SLIGHTLY, REDUCING THE PERCENT OF POPULATION SERVED. CDCR WILL ATTAIN THE 70% GOAL BY FY 2014/15.

REENTRY COMPAS EMPLOYMENT NEED = 55.3%

THE REENTRY COMPAS DOES NOT DIRECTLY MEASURE A CRIMINOGENIC NEED FOR EDUCATION; IT IS FACTORED INTO THE EMPLOYMENT NEED; THEREFORE, THE PERCENT OF PAROLEES WITH AN EMPLOYMENT NEED WAS EXTRACTED FROM THEIR CORE COMPAS RECORD.

PROGRAM LENGTH

- CLLC = 60 HOURS PER PERSON
- NEW MODEL = 90 HOURS PER PERSON

THE CHART BELOW SHOWS THE TARGET POPULATION FOR OFFENDERS RELEASED TO PAROLE WITH AN EDUCATION NEED BASED ON CORE COMPAS.

	Pre-Realignment	Post-Realignment
	FY 11/12	FY 13/14
1 st Year Parolees with Need	32,000	8,884
Capacity	3,400	6,219
Percent of Target Population	10%	70%