



C-ROB



California Rehabilitation Oversight Board

**SEPTEMBER 15, 2013
BIANNUAL REPORT**

STATE OF CALIFORNIA

CALIFORNIA REHABILITATION OVERSIGHT BOARD MEMBERS

Robert A. Barton, Inspector General and Chair

Jeffrey A. Beard, Ph.D., Secretary, California Department of Corrections and Rehabilitation

Patricia S. Terry, Administrator, Adult Education Programs
(Designee for Tom Torlakson, State Superintendent of Public Instruction)

Debra G. Jones, Ed.D., Dean, Workforce and Economic Development Division
(Designee for Brice Harris, Chancellor, California Community Colleges)

Brenda Grealish, Division Chief, Mental Health Services Division
(Designee for Toby Douglas, Director, California Department of Health Care Services)

Pam Ahlin, Deputy Director, Hospital Strategic Planning and Implementation
(Designee for Cliff Allenby, Director (A), California Department of State Hospitals)

Susan Turner, Professor, University of California, Irvine
(Appointed by the President of the University of California)

Jennie Singer, Associate Professor, California State University, Sacramento
(Appointed by the Chancellor of the California State University)

Ian Parkinson, Sheriff, County of San Luis Obispo
(Appointed by the Governor)

Wendy S. Still, Chief Adult Probation Officer, City and County of San Francisco
(Appointed by the Senate President pro Tempore)

William Arroyo, M.D., 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 the department provided during public hearings as well as supplemental materials that it provided directly to C-ROB.

TABLE OF CONTENTS

Executive Summary	1
Background	2
The Expert Panel Report.....	5
2011 Public Safety Realignment.....	7
The Future of California Corrections.....	8
A Blueprint to Save Billions of Dollars, End Federal Court Oversight, and Improve the Prison System	
The California Logic Model Implementation Progress	13
Assess High Risk	
Assess Needs	
Develop a Case Plan	
Deliver Programs	
Prep for Reentry/Reintegration	
Measure Progress and Follow-up	
Conclusion	36

EXECUTIVE SUMMARY

This is the California Rehabilitation Oversight Board's thirteenth biannual report, which examines the progress the California Department of Corrections and Rehabilitation made in providing and implementing rehabilitative programming from January 1 to June 30, 2013.

The board commends the department for its dedication and progress made implementing rehabilitative programming over the last 12 months. The department continues to show commitment 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. However, the board is concerned that the high frequency of turnover in the position of Director of the Division of Rehabilitative Programs may hinder progress.

The characteristics of the female offender population have and will continue to change. The board is focused on how the department administers programs for female offenders and encourages CDCR's Division of Rehabilitative Programs to continue to work closely with CDCR's Division of Adult Institutions' Female Offenders mission to provide female offenders with gender responsive treatment and services that increase opportunities for successful reintegration into their communities to reduce their rate of recidivism.

Effective programming is essential to reducing recidivism, and offenders who participate in arts programs have lower rates of recidivism. The board reviewed the Arts in Corrections pilot program and is pleased with the initial results. The department should continue working toward developing a dedicated Arts in Corrections program, to be administered statewide.

The California Prison Industry Authority (CalPIA) has proven to be effective at reducing recidivism. The board recommends that the department work collaboratively with CalPIA to improve access to PIA 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 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.

AB 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. AB 900 required, however, that any new beds constructed must be associated with full rehabilitative programming.² Moreover, AB 900 provided funding in two phases: Phase I funding allowed for immediate bed expansion and required the department to meet certain benchmarks, some of which are related to rehabilitative programming, before the department can obtain the Phase II 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 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 are:

- **Assess high risk.** Target offenders who pose the highest risk to reoffend.
- **Assess needs.** Identify offenders' 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.
- **Prepare 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 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 continue to be phased in throughout 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 July 2013 and subsequent information received by the report writing committee in August 2013 from the department. This report includes data from January through June 2013.

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.

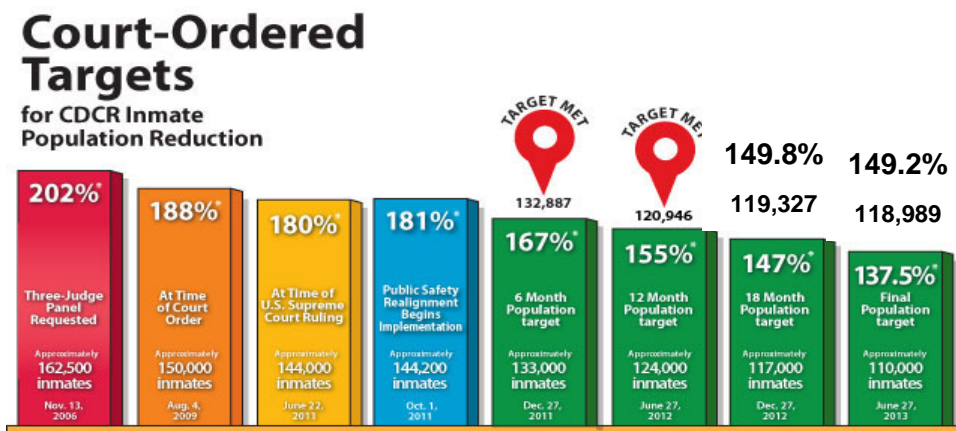
STATUS OF THREE-JUDGE COURT DECISION ON OVERCROWDING

On May 23, 2011, the United States Supreme Court ruled five to four 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 United States 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 a massive reduction in the prison population.

On January 7, 2013, the State filed to vacate or modify the court’s order to reduce the prison population to 137.5 percent of design bed capacity. On April 11, 2013, the three-judge court denied the defendant’s motion and ordered the State to submit a list of proposed population reduction measures. On May 2, 2013, the defendants filed the list of proposed population reduction measures, and on May 13, 2013, the defendants filed a Notice of Appeal with the United States Supreme Court.

On June 20, 2013, the three-judge court ordered the State to implement the amended plan, consisting of the measures proposed in the department’s plan and the expansion of good time credits, prospective and retroactive. The three-judge court stated *“If for any reason the implementation of the measures in the Amended Plan does not result in defendants reaching the 137.5% population ceiling by December 31, 2013, defendants shall release enough additional prisoners to do so by using the Low-Risk List. Defendants are ordered to take all steps necessary to implement the measures in the Amended Plan.”*

Additionally, on July 10, 2013, the department filed an application for a stay of the three-judge court’s order to release prisoners, stating, *“Irreparable harm to the State exists and will continue if the order is not stayed.”* The department also addresses the changing population, stating, *“Finally, in light of significant changes to California’s prison population since the evidence closed in 2008, including new evidence regarding recidivism, the Three-judge court’s most recent orders may create even more dire irreparable harm in the form of threats to public safety. Since realignment, the California prisons no longer house the non-violent class of offenders and parole violators that - at the time of trial - the expert panel predicted would comprise the bulk of inmates affected by any release.”* However, on August 2, 2013, the United States Supreme Court denied the request for a stay.



*Percent of design capacity
 Design capacity is the number of inmates a prison can house based on one inmate per cell, single-level bunks in dormitories, and no beds in spaces not designed for housing. The current design capacity of CDCR’s 33 adult facilities is 79,858.

2011 PUBLIC SAFETY REALIGNMENT UPDATE

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 have 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.

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. 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.

In May 2013, CDCR published a report on the statewide outcomes for offenders released from prison during the first six months after October 1, 2011. Slightly more than 7 percent of offenders were returned to state prison within one year of release from October 2011 to March 2012. This is approximately 35 percentage points lower than the pre-realignment return to prison rates. In 2010, about 20 percent of the pre-realignment cohort returned to prison for a new term, and the remaining 80 percent returned for a parole violation.

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

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 component 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 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 13 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 (1) the post-realignment demographics of the institution's projected population with four years or less left to serve, (2) the availability of adequate programming space, and (3) the institution's 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 institutions 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.

In July 2012, the Office of the Inspector General (OIG) was tasked with monitoring CDCR's adherence to the *Blueprint* and the first report was published in April 2013. The *Initial Report on CDCR's Progress Implementing its Future of California Corrections Blueprint*⁵ stated that the department demonstrated good initial progress implementing its *Blueprint* goals. Specifically related to CDCR's rehabilitation goals, the report contained the following status summaries:

- Various rehabilitation measures have been established or are in development. The major goal of increasing the percentage of inmates served in rehabilitative programs to 70 percent of the department's target population prior to their release still has yet to be met. The *Blueprint* identified no benchmark, but the department's internal goal to achieve that mark is

⁵ The report can be found on the OIG's website at www.oig.ca.gov.

June 2015. Currently they report 14 percent of its target population is receiving all its rehabilitative needs met and 29 percent of its target population have had some of their rehabilitative needs met. Also, they have many variables working against the progress including the setback of their case management pilot in terms of participants. That case management system is key to getting the right offender at the right program (reentry hubs) at the right time.

- In terms of program slots, we found that 90 percent of the academic education programs are operational, 74 percent of the career technical education programs are operational, and 96 percent of the substance abuse treatment slots are filled. They struggled most to implement career technical education programs to the levels of the established goals and have even more to implement in the FY 2013-14 in which they will face many of the same obstacles. The pre-employment transition programs have not been established and they have other miscellaneous programs slated to be established in FY 2013-14.
- There are many programs that need to be implemented or established at the same time which can cause difficulty in successful or timely implementation. New regulations implemented to assess inmates' needs should provide more data to help the department meet its rehabilitation goals. The department is making progress but this may be the area with the most challenges.

The report will serve as a baseline review of the department's initial efforts, and subsequent reports will assess CDCR's progress meeting specified future benchmarks and goals of the *Blueprint*. Because CDCR sees the *Blueprint* as its tool for implementing the California Logic Model, future C-ROB reports will contain information from the OIG's *Blueprint* monitoring reports to chart the department's progress in achieving its *Blueprint* goals.

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 June 30, 2013, 96 percent of inmates and 96 percent of parolees have CSRA scores.

Total Institution Population		133,711
Risk to Recidivate (CSRA)	Total	127,574
	Mod/High	69,330

This inmate population was derived from the Offender Based Information System (OBIS) dataset created on July 22, 2013, which reflects data as of June 30, 2013. The total inmate population as of June 30, 2013 for both prison institutions and non-prison entities is 135,063. These data have been collected and reported for only the main institutions. The inmate population that is omitted from this report is 1,352. The breakout of the omitted population is comprised of the following entities:

- Community correctional facility, n=594
- Legal Processing Unit⁶ (LPU), n=99
- LPU Under 18 year olds, n=44
- LPU Female Rehabilitative Program, n=45
- LPU Mother Programs, n=22
- Re-entry Program-Parole Region 1, n=3
- Re-entry Program-Parole Region 2, n=4
- Re-entry Program-Parole Region 3, n=2
- Re-entry Program-Parole Region 4, n=5
- Sacramento Control Unit⁷ (SACCO), n=509

Total Parole Population		59,019
Risk to Recidivate (CSRA)	Total	56,508
	Mod/High	39,444

The parole population was derived from the OBIS dataset created on July 22, 2013, which reflects data as of June 30, 2013. The risk to recidivate was derived from the CSRA as of June 30, 2013 for only those offenders who had criminal record data from the Department of Justice.

⁶ The LPU is a unit within CDCR responsible for recording and tracking inmates sentenced to prison, who are not housed in non-prison entities, such as community prisoner mother programs, and offenders under the age 18 housed in juvenile facilities.

⁷ The SACCO is a unit within CDCR responsible for recording and tracking inmates serving terms in other jurisdictions, such as inmates who have been concurrently convicted of offenses in other states.

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 June 30, 2013:

- 189,300 Core COMPAS assessments have been completed for incoming inmates – a 16 percent increase since December 2012 (189,300 – 163,486 = 25,814/163,486)
- 60,863 inmates have a Core COMPAS (45.9 percent of 132,467)
- 44,977 parolees have a Reentry COMPAS (75.6 percent of 59,522)

As of June 30, 2013, the total number of Core COMPAS assessments completed for general population (GP) inmates is 25,546. The department is making progress in this area, averaging over 1,737 assessments per month.

Using June 30, 2013 statistical data from CDCR, 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:

- 62.7 percent of inmates have a moderate-to-high need in the academic/vocational domain (compared to 61.5 percent in December 2012 and 60.8 percent in June 2012), and
- 67.4 percent of inmates have a moderate-to-high need in the substance abuse domain (compared to 67.3 percent in December 2012 and 67.5 percent in June 2012).

Summary Identifying the Rehabilitative Needs of Offenders Institution Population		
Academic/Vocational	Low	37.3%
	Mod/High	62.7%
Educational Problems	Low	43.5%
	Mod/High	56.5%
Substance Abuse	Low	32.6%
	Mod/High	67.4%
Anger	Low	44.0%
	Mod/High	56.0%
Employment Problems	Low	67.4%
	Mod/High	32.6%
Criminal Thinking	Low	58.6%
	Mod/High	41.4%
Family Criminality	Low	66.8%
	Mod/High	33.2%

¹ Criminogenic needs data were extracted from the COMPAS8 July 10, 2013 dataset for assessments completed as of June 30, 2013.

Summary Identifying the Rehabilitative Needs of Offenders Parole Population		
Academic/Vocational	Low	36.7%
	Mod/High	63.3%
Educational Problems	Low	41.1%
	Mod/High	58.9%
Substance Abuse	Low	46.1%
	Mod/High	53.9%
Anger	Low	47.5%
	Mod/High	52.5%
Employment Problems	Low	70.1%
	Mod/High	29.9%
Criminal Thinking	Low	73.3%
	Mod/High	26.7%
Family Criminality	Low	66.7%
	Mod/High	33.3%
Low Family Support	Low	29.0%
	Mod/High	71.0%

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

A behavior management plan is an integral part of effective rehabilitation programming. 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.

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. Therefore, transfers decreased pilot program participation to only 61 of the initial 250 participants.

Currently, the case management pilot program has 58 participants plus three participants who have paroled. A review of the data on the participants in the case management pilot reveals the following:

Criminogenic Needs Met	Number of Participants	Percentage
No Needs Identified	7	11.5%
None	7	11.5%
At Least One	33	54%
All	14	23%

CDCR has completed the first year of the pilot and has started the process to evaluate the program participants compared to the control group participants and provide the board with the results at the January 2014 board meeting.

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.

According to the *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. In reaching this goal, the department used COMPAS needs data to determine its target populations and developed methodologies to support the corresponding resources.

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 are not exclusionary and allow Lifers to be prioritized and participate in programming if 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.

CAPACITY FOR REHABILITATIVE PROGRAMMING

As the rehabilitation budget has declined over the past few years, so too has the annual program capacity.⁸ However, the department is expanding its program capacity in Fiscal Year 2013-14 (see chart below).

Adult Rehabilitative Programs	FY 13/14 Capacity	May 2013 Capacity	December 2012 Capacity	December 2011 Capacity	February 2011 Capacity
Academic Education	43,248	37,716	37,554	32,388	36,904
Vocational Education (CTE)	7,553	6,453	5,643	4,914	4,914
In-Prison Substance Abuse	3,264	2,684	3,456*	3,544	8,186
Post-Release Substance Abuse	5,172	4,265	4,287**	4,689	4,689

*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.

⁸ The capacity is the maximum number of inmates who can be served in each program area in a year.

As part of its *Blueprint*, the department will add the following programs, beginning in Fiscal Year 2013-14.

Adult Rehabilitative Programs	Existing Capacity	FY 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	6,796	5,915
Post-Release Education	3,400	6,219

STAFFING

As of June 30, 2013, the department had 556 academic and testing teacher positions and 225 career technical education teacher positions. There were 24 vacant academic teacher positions (30 vacant positions in the previous report) and 14 vacant career technical education teacher positions (39 vacant positions in the previous report). The following chart provides a breakdown of the department's teacher vacancies:

TEACHER DISTRIBUTION BY INSTITUTION													
INST	ACADEMIC EDUCATION								CAREER TECHNICAL EDUCATION				
	GP		AP		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 Staff	Budgeted Capacity	Authorized Staff	Budgeted Capacity	Authorized Staff	Budgeted Capacity	Authorized Staff							
ASP	19	1,026	-	-	6	720	2	27	1	1,746	15	1	405
CAL	12	648	-	-	4	480	2	18	3	1,128	6	1	162
CCC	9	486	-	-	5	600	2	16	1	1,086	8	1	216
CCI	10	540	-	-	9	1,080	2	21	-	1,620	11	-	297
CCWF	8	432	-	-	4	480	2	14	-	912	9	-	243
CENT	11	594	-	-	6	720	2	19	2	1,314	8	1	216
CHCF	1	54	-	-	-	-	-	1	-	54	-	-	-
CIM	9	486	-	-	7	840	2	18	2	1,326	10	1	270
CIW	7	378	-	-	2	240	1	10	-	684	5	-	135
CMF	5	270	-	-	4	480	1	10	-	750	2	-	54
CMC	14	756	1	54	8	960	2	25	-	1,770	8	2	216
CORC	10	540	3	162	4	480	2	19	-	1,182	5	-	135
CRC	11	594	-	-	4	480	2	17	-	1,074	9	-	243
CTF	18	972	-	-	8	960	2	28	2	1,932	10	-	270
CVSP	9	486	-	-	4	480	2	15	1	966	9	-	243
DVI	2	108	-	-	6	720	3	11	3	828	4	-	108
FSP	10	540	-	-	6	720	2	18	-	1,260	11	1	297
FWF	1	54	-	-	-	-	-	1	-	54	-	-	-
HDSP	8	432	1	54	3	360	2	14	1	846	3	-	81
ISP	8	432	-	-	9	1,080	2	19	2	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	1	162
MCSP	8	432	-	-	4	480	2	14	-	912	5	1	135
NKSP	3	162	-	-	3	360	4	10	-	522	2	-	54
PBSP	-	-	4	216	4	480	1	9	1	696	1	-	27
PVSP	13	702	-	-	4	480	2	19	-	1,182	9	-	243
RJD	4	216	2	108	8	960	2	16	-	1,284	6	-	162
SAC	6	324	-	-	4	480	1	11	-	804	3	-	81
SATF	19	1,026	-	-	8	960	2	29	-	1,986	15	1	405
SCC	10	540	-	-	4	480	2	16	1	1,020	8	1	216
SOL	14	756	-	-	6	720	2	22	2	1,476	8	-	216
SQ	7	378	-	-	7	840	3	17	1	1,218	5	2	135
SVSP	6	324	-	-	5	600	2	13	-	924	1	-	27
VSPW	10	540	-	-	4	480	2	16	-	1,020	7	-	189
WSP	-	-	-	-	4	480	4	8	-	480	2	-	54
TOTALS	304	16,416	11	594	173	20,760	68	556	24	37,836	225	14	6,075

* Vacancies as of 6/30/2013

GRAND TOTAL PY's	781
GRAND TOTAL BUDGETED CAPACITY	43,911

The *Future of California Corrections Blueprint* added 158 academic teachers and 103 career technical education instructors over a two-year period. As detailed in the table below, all academic and career technical education teacher positions have been successfully added. This table also reflects the status of the Reentry Hub programs, as of June 30, 2013.

Overview of Timeline												
Rehabilitative Programs Post-Realignment												
Institution	Academic Education			Career Technical Education				Re-Entry Hub			Other Models	
	Pre-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	Sex Offender	Lifer
ASP	18	7	5	14		1	3	Existing	Under Protest	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	9/2013	9/2013		1/2014
CEN	14	3	2	9								
CHCF		3	0				1					
CIM	10	6	7	3	3	3	6	Existing	Under Protest	FY 13/14		
CIW	9	0	0	3	1	1		Existing	9/2013	FY 13/14		
CMC	18	5	4	8			4	Existing	9/2013	FY 13/14		1/2014
CMF	8	1	2	2			1					
COR	17	0	2	5			1					
CRC	14			9				Existing**				
CTF	20	6	4	4	2	2	7	Existing	Under Protest	FY 13/14		
CVSP	11	3	2	8		1	1	Existing	Under Protest	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	9/2013		
HDSP	10	2	1	2	1	1						
ISP	14	3	0	9				9/2013	9/2013	FY 13/14		
KVSP	16	2	2	5			1					
LAC	11	2	3	2	2	2	1	9/2013	Under Protest	9/2013		
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	Under Protest	FY 13/14	1/2014	
SCC	12	2	2	6		2	2					
SOL	12	8	5	8	1			Closed				1/2014
SQ	8	6	4	2	2	1	5					
SVSP	11	0	0	0	1							
VSP	10	4	6	5	1	1	8	Existing	Under Protest	FY 13/14		
WSP	4	0	0	1	1		1					
TOTALS	403	88	70	177	23	27	54	13	13	13	1	3

*Programs being deactivated to move to a designated Reentry Hub.

**CRC program relocating to a Northern CA institution yet to be determined.

Note: Proposals "under protest" are currently pending DGS review.

ACADEMIC PROGRAMMING

Overview

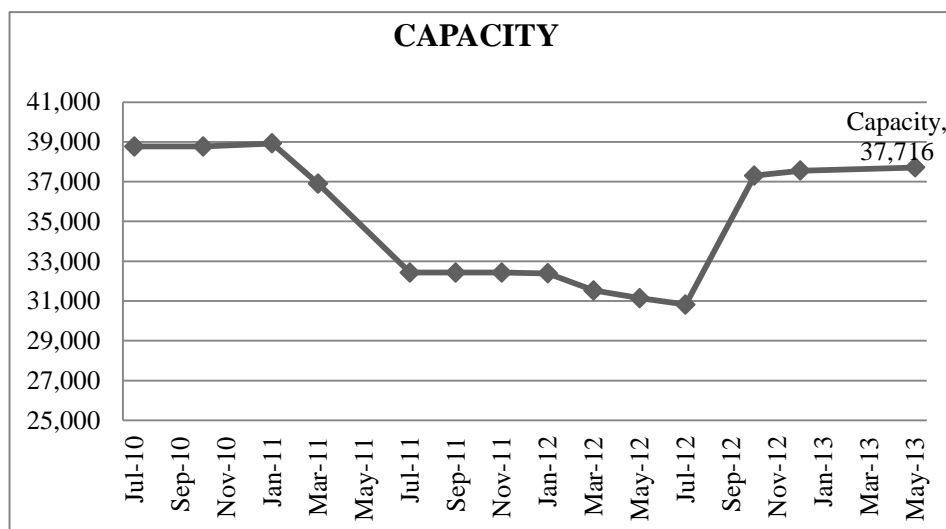
The department continues to utilize three academic structures. These structures are 1) General Population (GP), 2) Alternative Programming (AP), and 3) Voluntary Education Program (VEP). The inmate-to-teacher ratios for the academic structures are as follows:

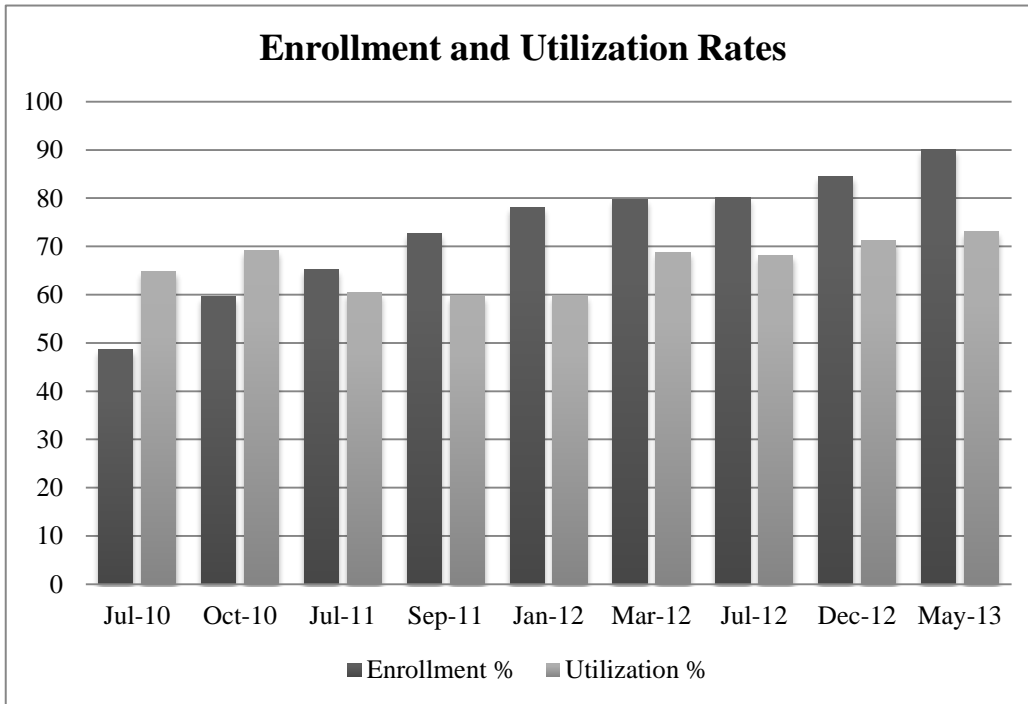
ACADEMIC EDUCATION STRUCTURES		
Structure	Educational Program	Total Inmates per Teacher
GP	ABE through GED/HS	54
AP	High Security (programming is determined by institution custodial requirements and individual student need)	54-108
VEP	Literacy, ABE I, II and III, GED, supports college enrollment	120-180

Academic Education Program Capacity, Enrollment, and Utilization

The department has revised the service delivery model, in response to feedback from many stakeholders, which has decreased its capacity (additional information regarding the decrease in capacity is outlined in the March 15, 2013 Biannual C-ROB Report). Capacity is the number of inmates who can be served when all teacher positions are filled. However, with the *Blueprint* the department anticipates increasing capacity to over 43,000 by Fiscal Year 2013-14. The capacity in May 2013 was 37,716 inmates.

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





Month	Capacity	Enrollment %	Utilization %
June 2013	37,716	89.4	75.4
May 2013	37,716	90.2	73.1
March 2013	37,836	89.2	71.8
January 2013	37,728	85.8	72.8
December 2012	37,554	84.5	71.2
October 2012	37,302	82.8	70.2
July 2012	30,822	80.2	68.2
May 2012	31,140	80.1	74.1
March 2012	31,530	79.7	68.8
January 2012	32,388	78.1	59.9
November 2011	32,430	70.7	55.4
September 2011	32,430	72.8	59.8
July 2011	32,430	65.2	60.4
March 2011	36,904	68.7	69.4
January 2011	38,926	63.1	64.7
October 2010	38,768	59.6	69.2
July 2010	38,768	48.6	64.8

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>Jan 1 – June 30, 2013</i>	<i>July 1 - Dec 31, 2012</i>	<i>Jan 1 - June 30, 2012</i>	<i>July 1 - Dec 31, 2011</i>
CASAS Benchmarks	12,710	9,516	14,235	14,218
TABE Achievements	3,854	3,004	3,105	4,180
GED Sub-Tests Passed	9,065	6,318	9,027	10,029
GED Completions	1,833	1,275	1,738	2,039
High School Diplomas	49	26	21	71
College Course Completions	1,815	1,347	2,492	NPR*
AA Degrees Earned	53	34	75	NPR*
BA Degrees Earned	2	3	3	NPR*
MA Degrees Earned	1	0	1	NPR*

Source: CDCR – unaudited data
*NPR = Not Previously Reported

New Curriculum

The Legislature provided the department with funds to assist in the improvement of various education programs and the department is currently in the process of purchasing new curriculum. The table below outlines the cost of each curriculum.

Curriculum	Subject	Cost
Reading Horizons	English Language Arts	\$467,183
McGraw Hill	Reading in the content area	\$623,987
Pearson	Writing Power	\$1,594,139
New Readers Press	Voyager, Challenger	\$2,746,925
Houghton Mifflin Harcourt	Work Skills	\$226,095

The Reading Horizons English language arts curriculum is more appropriate for the adult learner and for more autonomous learning. It also includes some materials for English language learners. However, the board is concerned that department still does not have a program specifically for English language learners. The department states that the curriculum selected follows the California Department of Education’s guidelines to ensure that CDCR provides the appropriate level of education throughout all institutions.

The department reported that they did not take into consideration gender specific curriculum for the female inmate population. The board would like to take this opportunity to encourage CDCR’s Division of Rehabilitative Programs to continue to work closely with CDCR’s Division of Adult Institutions’ Female Offenders mission to provide female offenders with gender responsive treatment and services that increase opportunities for successful reintegration into their communities to reduce their rate of recidivism.

In 2011, Pearson VUE partnered with the American Council on Education to develop a new GED test aligned with emerging national and state standards. Beginning in January 2014, a new

computer based GED test will replace the existing paper GED exam. The new exam will be administered through an organization called GED Testing Service⁹. While some states, such as New York, [citing concerns that the cost of the new test (\$120 plus additional fees for retaking any sections – double the \$60 cost of the paper GED test) would pose a barrier to access] are dropping the GED test in favor of an alternative exam, California has not followed suit. The department reports that it will phase in implementation of the computer based GED exam, and has received a waiver¹⁰ from GED Testing Services to continue administering the paper GED exam during the transition. In addition, currently, eligible inmates can earn milestone credits related to taking the GED exam. Eligible inmates can earn up to six weeks off of their incarceration time (one week for passing each of the five components and one additional week for achieving a high enough overall score to receive a GED). The department reports that they are making adjustments to the milestone credits to ensure that eligible inmates will continue to receive up to six weeks off of their incarceration time for the computer based GED exam.

Arts in Corrections

The California Arts Council (CAC), California Lawyers for the Arts (CLA), and the William James Association are developing a demonstration project using the arts to facilitate inmate rehabilitation and renewal. The CLA received grants from the California Arts Council, National Endowment for the Arts, and the Andy Warhol, Gerbode, and San Francisco Foundations to support art classes and evaluations of its effects at several institutions, including San Quentin State Prison, Folsom State Prison, Salinas Valley State Prison, and the Correctional Treatment Facility. The pilot program offers 12-week art classes of poetry, visual arts, and theater.

Initial results from the pilot program are positive. Offenders participating in the program are learning emotional regulation, tolerance, team work, empathy, and increased self-awareness. Participants reported that they are more comfortable with their communication skills, feel more confident in social situations, are more detail oriented, and manage their time better. They also registered highly on the intellectual flexibility scale, suggesting that they are more open to new ideas and are adaptable in problem solving. Lastly, participants indicated a willingness to participate in other academic and vocational programs as a result of their involvement with the Arts in Corrections programs because of increased confidence, discipline, and motivation. The initial results of the pilot program coincide with other studies on this topic which show a strong correlation between arts and engagement in other educational experiences. Dr. Larry Brewster, Professor of Public and Nonprofit Administration at the University of San Francisco, is conducting a full evaluation of the pilot program and a comprehensive report should be available by the March 2014 report. Additionally, Dr. Brewster reported to the board that the research would be expanded to include a recidivism study, as well as a quasi-longitudinal evaluation of California prison arts.

⁹ According to its website, GED Testing Service is a joint venture between the American Council on Education and Pearson VUE. The new organization was formed in 2011 and was modeled to represent a public-private partnership. Its goals are to expand access to the GED test, ensure its quality and integrity, and adapt the GED test to the “skills needed in the 21st century.”

¹⁰ The Transitional Waiver Program applies only to correctional systems and enables corrections to continue paper-based testing for an agreed upon time period before transitioning to computer based GED testing. In order to be granted a waiver, each state GED office and the state’s correctional system are required to submit a written plan to GED Testing Service that covers the impacted types of facilities (e.g. local jails or state prisons). The plan must include a target date for transitioning to computer based GED testing and the key milestones.

Studies indicate that prison arts education results in a reduction of disciplinary actions and reduced tension within the institution. The department's own study of parolees between 1980 and 1987 showed that offenders who had engaged in the Arts and Corrections program experienced better parole outcomes and lower rates of recidivism.

The CLA, in conjunction with the CAC, is proposing a \$1.214 million budget proposal, which will fund an arts institution program in nine California prisons for two-years. Included in the proposal is an integrated evaluation system to provide an assessment of the program's effectiveness and allow the department and the CAC to focus future funding on the most effective programs.

The board recommends that the department work with the CLA and the CAC to develop a dedicated arts in corrections program to be administered statewide.

CAREER TECHNICAL EDUCATION (VOCATIONAL PROGRAMMING)

Career Technical Education (CTE) or vocational programs meet the following 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 current capacity for the vocational education programs is 6,507 inmates. Of the 225 vocational positions, 14 were vacant as of June 30, 2013 (6 percent vacancy rate). This is a decrease of four positions from the vacancy rate reported in the March 15, 2013 Biannual Report.

<i>CTE Achievements and Program Completions</i>	<i>Jan 1 – June 30, 2013</i>	<i>July 1 – Dec 31, 2012</i>	<i>Jan 1 – June 30, 2012</i>
CTE Individual Component Completions	4,610	3,969	3,828
CTE Program Completions	775	844 ¹¹	908
CTE Industry Certifications (without component or program completion)	1,277	1,252 ¹²	1,875

The tables below display the monthly CTE 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 %	Utilization %
June 2013	6,453	69.4	71.1
May 2013	6,453	67.6	68.0
March 2013	6,426	67.2	72.3
January 2013	6,426	63.0	65.6
December 2012	5,643**	69.2	63.6
October 2012	5,508**	69.2	67.7
July 2012	4,806	79.1	66.5
May 2012	4,779*	78.2	72.7
March 2012	4,752*	75.7	66.5
January 2012	4,914	73.3	62.4
November 2011	4,914	74.7	54.4
September 2011	4,914	80.2	60.1
June 2011	4,914	78.2	61.6
March 2011	4,914	76.0	58.3
January 2011	4,914	79.9	51.1
October 2010	4,800	87.1	60.7
July 2010	4,800	79.9	58.3

*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.

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.

¹² 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.

When additional resources become available, there will be guidelines to expand CTE 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.

Prison Industry Authority

The California Prison Industry Authority (PIA) reports that over a three-year period, beginning in Fiscal Year 2007-08, the recidivism rate was approximately 26 to 32 percent lower for offenders participating in PIA programs than the general population. In November 2012, PIA reported that its career technical education program graduates had a recidivism rate of 7.13 percent, the lowest level of any offender rehabilitation program.

The senate budget and assembly budget appropriated \$3.086 million to PIA to restore the CTE program and raise the participant level. Unfortunately, the proposal was withdrawn and PIA did not receive any general fund monies for the program. However, the Prison Industry Board did allocate \$1 million for a scaled-back program.

Due to the lack of funding several programs are closing, including the pre-apprentice construction program at California Institution for Women (CIW) which has been operational since 2006 and accommodates 27 female participants. Other CTE programs affected by the lack of funding are carpentry, construction labor, iron working, deep sea diving, and telecommunications. These programs will be eliminated or run at a reduced level in Fiscal Year 2013-14.

PIA offers an additional avenue for offenders to develop skills and its programs help participants obtain meaningful jobs upon release. PIA is proven to be effective at reducing recidivism, thus contributing to safer communities.

The department and PIA strive to increase public and prison safety and reduce recidivism. Therefore, in addition to increasing access to career technical education, the department should enhance access to PIA. The board recommends that the department work collaboratively with the PIA to leverage the programs offered to offenders.

SUBSTANCE ABUSE PROGRAMMING

The department is managing the changes made to its substance abuse treatment (SAT) model, including in the decrease in annual capacity from 8,300 to 3,544.

Month	Capacity	Enrollment %	Utilization %
June 2013	986****	93.5	88.1
May 2013	1,435****	93.5	88.1
March 2013	1,528	97.1	86.7
January 2013	1,568	96.4	86.0
December 2012	1,448***	98.2	88.5
October 2012	1,568	91.1	87.9
July 2012	1,568	98.3	82.1
May 2012	1,440	97.1	90.8
March 2012	1,440**	98.5	85.7
January 2012	1,528	98.8	87.8
November 2011	1,528	97.3	82.2
September 2011	1,528	97.6	87.5
June 2011	2,350*	42.7	88.4
March 2011	2,350	96.0	85.7
January 2011	2,350	93.5	77.5
October 2010	8,500	94.4	84.8
July 2010	8,500	93.7	86.2

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 May and June 2013 data reflects a further decline in capacity because CDCR reduced the slot capacity at the Central California Women's Facility because there were not enough target population inmates to fill two separate programs.

The table above displays the substance abuse program enrollment percent of capacity for various months. Unfortunately, capacity, enrollment, and utilization are slightly lower than they were in December 2012. The board is monitoring the program's effectiveness and will expand more on SAT programs at the October board meeting.

The tables below display the SAT outcomes for June 2012 through May 2013 for both in prison and community aftercare programs. The board commends the department on its ability to maintain completion rates while managing the changes to the SAT program.

In Prison Substance Abuse Treatment Completion/Achievement Rates	May 2013	March 2013	Jan 2013	Dec 2012	Oct 2012	Aug 2012	Jun 2012
Total Exits	279	182	308	217	294	210	413
Total Completions	227	141	259	176	240	138	366
Exits all other reasons	52	41	49	41	54	72	47
% of Completions	81.4	77.5	84.1	81.1	81.6	65.7	88.6

Community Aftercare Substance Abuse Treatment Completion/Achievement Rates	May 2013	March 2013	Jan 2013	Dec 2012	Oct 2012	Aug 2012	Jun 2012
Total Exits	560	476	674	560	586	722	736
Total Completions	205	182	271	217	198	272	272
Exits all other reasons	355	294	403	343	388	450	464
% of Completions	36.6	38.2	40.2	38.75	33.8	37.7	40.0

The board recognizes that a 40.2 percent community SAT completion rate is comparable to the national average of 47 percent, as reported by the Substance Abuse and Mental Health Services Administration (SAMHSA). The board would like to see an increase in the community aftercare SAT completion rates and recommends an incentive-based system to encourage completion.

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 who are 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 WIB “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.

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. The board commends the department for working towards building partnerships to increase access to benefits for offenders upon release.

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. 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, and those 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).

Target Population Outcomes				
Statewide Totals				
January 2013 through June 30, 2013				
Total Inmates Approached ¹³ : 3520				
Total Inmates Refused Services: 371				
Total CID Services (Accept): 129 (Refuse): 18				
Benefit	Submitted	Pending	Approved¹⁴	Denied¹⁵
SSA/SSI	2297	1869	323	105
Medi-Cal	983	941	16	26
VA	203	156	33	14
Totals	3483	2966	372	145

The board is concerned with the department’s current method of tracking the pre-parole benefit outcomes. For example, the department is currently unable to identify how many of the 323 SSA/SSI benefit approvals were from the 2,297 applications submitted during the January through June 2013 period. The board would like to see the department implement a system to properly track how many applications were approved or denied based on the applications submitted during a given period. The board understands the challenges behind determining the application status of offenders post-release and recommends the department work with stakeholders to track vital information. The department will be unable to identify and correct their process without accurate data collection procedures.

¹³ Total inmates approached include all categories of the nine priorities described.

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.

Mental Health Population				
EOP/CCCMS Inmate Releases and Number Approached				
EOP/CCCMS POP Jan – Jun 13		Total	EOP	CCCMS
Total Paroled during Jan - Jun 13		3298	487	2811
Total Approached by TCMP		2296	442	1854
Percent Approached by TCMP		69.62	90.76	65.96
Benefit	Submitted	Pending	Approved	Denied
SSA/SSI	1613	1351	204	58
Medi-Cal	703	679	7	17
VA	71	57	8	6
Totals	2387¹⁶	2087	219	81

As a result of the Affordable Health Care Act, a substantial increase in offenders meeting eligibility criteria for Medi-Cal is anticipated. Steps are being taken to increase offender enrollment for eligible services. These steps include:

1. Provide pre-release application assistance to an increased pool of inmates who will be eligible for coverage as a result of Medi-Cal expansion, and
2. Provide post-release Medi-Cal application assistance for parolees already in the community.

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.

Measuring 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.

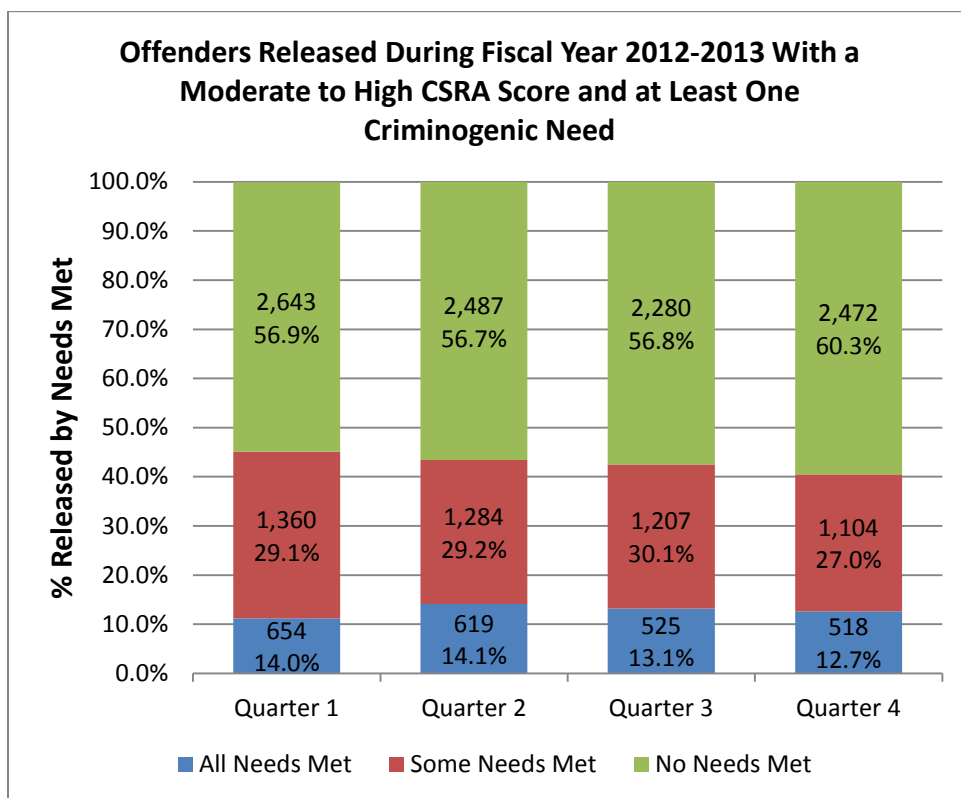
Over the last several years, the department has revised its strategic plan to focus on the most critical department needs and the most recent draft of Strategic Plan Objective 3.2 is now Objective 1.2, and now (in draft) states:

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

¹⁶ The submitted petitions number is higher than the number of inmates approached/applied for due to workers applying for more than one type of benefit for some inmates.

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 four 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 following is a breakdown of the fourth quarter statistics:

- 9,592 offenders were released. Of those:
 - 6,557 offenders were released with a moderate to high CSRA score. Of those:
 - 4,094 offenders had at least one probable to highly probable need identified via COMPAS.
 - 2,472 offenders had no needs met. Of those:
 - 678 with only a “SAP” need identified via COMPAS were located in minimum custody;
 - 264 with only a “SAP” need identified via COMPAS, were housed in level III or level IV facilities;¹⁷
 - 246 were inmate firefighters housed in conservation camps;
 - 40 were housed in a community correctional facility or LPU;
 - 13 were housed in an out of state facility;
 - 9 had an “education” need identified via COMPAS, but already had a high school diploma or GED; and
 - 49 had a “SAP” need identified via COMPAS, but had active ICE holds.

¹⁷ As of June 30, 2013, the department did not have a SAP program available for the minimum support, level III or level IV inmate population.

These exceptions bring the number of offenders with no needs met down to 1,173, to which the following percentages apply:

- No Needs Met: 50.0%
- Some Needs Met: 39.5%
- All Needs Met: 18.5%

The board would like clarity regarding the data, including the categories and what factors determine whether all, some, or none of the needs were met. 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 department may have been unable to meet a need because the program is being established. Conversely, an inmate may have been reported as having a need met after spending only one day in a program. The board recommends the department modify their reporting of measuring progress to ensure the data captured accurately reflects the challenges and successes of addressing offenders' needs. 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 January 2014. 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. SOMS will be able to address classification and program components, as well as calculate an inmate's case factors to indicate eligibility for various programs. Education Classroom Attendance Tracking System (EdCATS) will continue to be an interim solution until January 2014, which is when SOMS is slated for release.

The department's Division of Rehabilitative Programs (DRP) and Division of Adult Parole Operations are in the process of establishing a centralized web-based data system to track the activities of participants in contracted community programs, from an inmate's release through discharge from parole. Data from the system will be used to meet external and internal reporting requirements, facilitate better program management, and enable performance based program funding. Presently, potential solutions are being demonstrated and requirements are beginning to form with the hopes of obtaining a solution by the end of the calendar year and implementing it by the end of the fiscal year.

DRP is also partnering with Oracle Inc. utilizing Endeca software to build an information access platform providing users access to large volumes of data from various sources and locations. This platform will pull information from the department's numerous program data systems into one centralized data repository. This solution includes customizable dashboards and the ability to overlay the data from various systems together. The department is finished with procurement and has a multidisciplinary workgroup working with an Oracle project manager to build the platform. The system should be up and running by the Fall of 2013. The board is optimistic that the department's changes to the data solutions will allow the department to continue improving rehabilitation programs. The board will continue reviewing CDCR's data solutions.

Recidivism Rates

As reported in our March 2013 report, the department's *2012 Outcome Evaluation Report* showed a decline in California recidivism rates for two consecutive years. The total three-year recidivism rate for Fiscal Year 2007-08 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 Fiscal Year 2007-08 cohort is 1.4 percentage points lower than 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. There was also a small (1.0 percentage point) reduction for those who were re-releases.

- 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).

The Department anticipates publishing its *2013 Outcome Evaluation Report* in time to present its findings at the November 2013 board meeting.

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 filling vacancies, implementing additional academic and CTE programs, and planning for the roll-out of reentry hubs and additional structured programs. However, the board is concerned that the high frequency of turnover in the position of Director of the Division of Rehabilitative Programs may hinder progress.

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 (58 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.

There have been many changes with the female offender population and the board will continue to monitor how the department administers programs to female offenders.

Ultimately, reducing recidivism is the greatest measure of effective rehabilitation. The board will continue to focus on effective rehabilitation and programs that reduce recidivism.

The board is pleased with the initial results from the Arts in Corrections pilot program, and is aware that offenders who engage in arts programs experience better parole outcomes and lower rates of recidivism. The board recommends the department continue to work collaboratively with the California Arts Council and the California Lawyers Association to develop a dedicated arts in corrections program to be administered statewide.

The California Prison Industry Authority (CalPIA) has proven to be effective at reducing recidivism. The board recommends that the department work collaboratively with the CalPIA to improve access to PIA programs.

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.