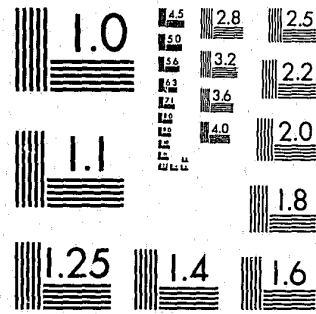


National Criminal Justice Reference Service



This microfiche was produced from documents received for inclusion in the NCJRS data base. Since NCJRS cannot exercise control over the physical condition of the documents submitted, the individual frame quality will vary. The resolution chart on this frame may be used to evaluate the document quality.



MICROCOPY RESOLUTION TEST CHART
NATIONAL BUREAU OF STANDARDS-1963-A

Microfilming procedures used to create this fiche comply with the standards set forth in 41CFR 101-11.504.

Points of view or opinions stated in this document are those of the author(s) and do not represent the official position or policies of the U. S. Department of Justice.

National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

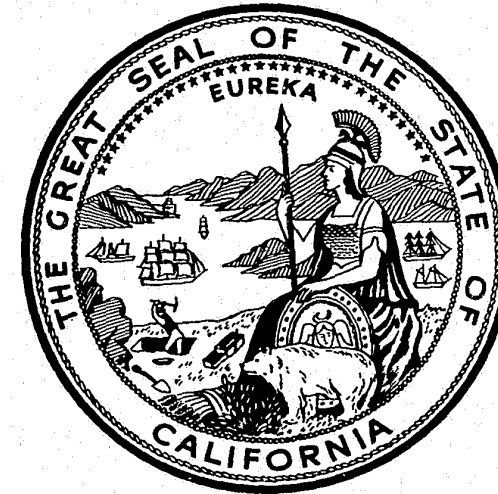
Date Filmed

3/05/81

72955

STATE OF CALIFORNIA
Edmund G. Brown Jr., Governor

DEPARTMENT OF CORRECTIONS
COMMUNITY RELEASE PROGRAM STUDY



Youth and Adult Corrections Agency
Howard Way, Secretary

Department of Corrections
Ruth L. Rushen, Director

MAY 1, 1980

✓
COMMUNITY RELEASE PROGRAM STUDY

May 1, 1980

NCJRS

NOV 3 1980

ACQUISITIONS

by

Karen Mann, Project Leader

Charles Dube

Arthur Lucero

Parole and Community Services Division

"Community-based correctional programs embrace any activity in the community directly addressed to the offender and aimed at helping him to become a law-abiding citizen. Such a program may be under official or private auspices. It may be administered by a correctional agency directly or by a non-correctional service. It may be provided on direct referral from a correctional agency or on referral from another element of the criminal justice system (police or courts). It may call for changing the offender through some combination of services, for controlling him by surveillance, or for reintegrating him into the community by placing him in a social situation in which he can satisfy his requirements without law violation. A community-based program may embrace any one or any combination of these processes."

National Advisory Commission on
Criminal Justice Standards and
Goals, 1973

-iii-

Preceding page blank

PREFACE

Senate Bill 1342¹, enacted as an urgency statute in September 1978, appropriated \$7,600,000 to the Department of Corrections for preliminary planning to deal with anticipated overcrowding in California prisons. In part, the bill instructed the Department of Corrections to make greater use of community correctional facilities.

In response to this bill, the Director of Corrections, Jiro J. Enomoto, issued Administrative Bulletin 73/3 on January 9, 1979, forming a task force of Parole and Community Services Division personnel to "study and propose promising alternatives for pre-release programs." The task force consisted of Karen Mann, Project Leader, Charles Dube, and Arthur Lucero. The task force was instructed to submit a full report by June 29, 1979.

Several methods were used to collect information with which to develop a viable community corrections plan. The literature dealing with community corrections and pre-release was reviewed; numerous on-site visits were made to residential programs for offenders in Northern and Southern California; and interviews were conducted with persons at all levels of community corrections programming and administration, including Departmental staff, officials of the Federal Bureau of Prisons, community work furlough personnel, and private contractors. Telephone interviews also were conducted with American Correctional Association representatives and administrators of community corrections programs in other states. Finally, the task force undertook a comprehensive survey/analysis of community corrections programs Statewide.

This report analyzes and extracts from the best available data and practices nationwide and proposes a community-based correctional facilities system suitable for implementation in California.

¹Presley, Senate Bill 1342; Chapter 789, Section 1: "The Legislature declares that greater use be made of the authority granted in Chapter 9.5 (commencing with Section 6250 of Title 7 of Part 3 of the Penal Code) to place inmates in community facilities."

TABLE OF CONTENTS

	Page
LIST OF TABLES AND FIGURES	vii
PREFACE.....	ix
PART ONE: SUMMARY STATEMENT	
I. STATEMENT OF THE PROBLEM.....	1
II. THE COMMUNITY CORRECTIONAL CENTER ALTERNATIVE.....	3
PART TWO: COMMUNITY-BASED CORRECTIONS: A PLAN FOR CALIFORNIA	
I. COST-BENEFIT COMPARISONS OF PROGRAM OPTIONS.....	5
PROGRAM OPTIONS: A COMPARISON.....	5
EXISTING COMMUNITY CORRECTIONAL CENTER CONTRACTING ARRANGEMENTS.....	9
II. THE RECOMMENDED PLAN.....	17
III. RECOMMENDATIONS FOR PLAN IMPLEMENTATION.....	27
PART THREE: SOURCE MATERIALS FOR PLAN IMPLEMENTATION	
I. CDC BUDGET CHANGE PROPOSAL.....	33
II. COMMUNITY CORRECTIONS STAFF POSITION DESCRIPTIONS.....	39
III. POTENTIAL CONTRACT AGENCIES AND PROGRAMS.....	47
IV. SAMPLE RFP AND GUIDELINES FOR PREPARATION/EVALUATION.....	63
V. STANDARD POLICIES AND PROCEDURES FOR COMMUNITY CORRECTIONAL CENTERS OPERATION	71
GENERAL DESCRIPTION OF COMMUNITY CORRECTIONAL CENTER PROGRAM OPERATIONS.....	72

TABLE OF CONTENTS - Continued

	Page
CDC RULES FOR CORRECTIONAL CENTER RESIDENTS.....	74
PROCEDURES FOR COMMUNITY CORRECTIONAL CENTER SUPERVISION SERVICES, AND CONTROLS.....	82
DEPARTMENTAL SELECTION/EXCLUSION CRITERIA.....	97
VI. MONITORING AND EVALUATION OF COMMUNITY CORRECTIONAL CENTERS PROGRAMS.....	103
VII. OVERCOMING PUBLIC RESISTANCE TO COMMUNITY CORRECTIONS.....	113
PART FOUR: DIRECTIONS FOR THE FUTURE	
I. COMMUNITY CORRECTIONS IN PERSPECTIVE.....	117
II. FUTURE ISSUES.....	119
APPENDICES:	
A. BIBLIOGRAPHY.....	121
B. LEGAL ISSUES IN COMMUNITY CORRECTIONS.....	125
C. ACA STANDARDS FOR ADULT COMMUNITY RESIDENTIAL SERVICES, 1979.....	141
D. WORK FURLOUGH - INMATE INCOME AND PROGRAM REPAYMENTS - SAN MATEO 1978.....	145
E. INMATE POPULATION AND MOVEMENT - MALES.....	147
F. INMATE POPULATION AND MOVEMENT - FEMALES.....	149
G. MALE FELON POPULATION AND PRISON BEDS.....	151
H. RESEARCH ON THE EFFECTS OF SOCIAL DENSITY, OR OVERCROWDING.....	153
I. NUMBER AND TYPE OF INCIDENT BY YEAR.....	155
J. INSTITUTION INCIDENTS 1960-1976.....	157

LIST OF TABLES AND FIGURES

	Page
TABLE 1: STATE AND FEDERAL INSTITUTIONAL POPULATION AND COMMUNITY CORRECTIONAL CAPACITIES.....	2
TABLE 2: FIRST YEAR STAFFING, FY 1980-81.....	19
TABLE 3: STAFFING, FY 1981-82.....	20
TABLE 4: RECOMMENDED ADDITIONAL STAFFING, FY 1981-82.....	21
TABLE 5: CDC COMMUNITY CORRECTIONS SYSTEM PHASE-IN.....	23
TABLE 6: PROJECTED FELON RELEASES BY AREA AND YEAR.....	24
TABLE 7: COUNTY WORK FURLOUGH PROGRAM BEDS.....	49
TABLE 8: POTENTIAL CONTACT AGENCIES - PRIVATE SECTOR.....	52
FIGURE 1: COMMUNITY CORRECTIONAL CENTER - APPLICATION PROCEDURES.....	77

PART ONE: SUMMARY STATEMENT

I. STATEMENT OF THE PROBLEM

The State of California and the Department of Corrections currently are faced with a crisis of major proportions. Passage of the determinate sentence law, a decline in probation subsidies, taxpayer revolt in the form of Proposition 13, and a more conservative trend in sentencing have converged to produce a geometric increase in the State's inmate population. By spring 1979, all Departmental housing was filled to the 95% operational level. Increases in population since that time have required the universally condemned practice of double-celling, and by June 13, 1979, 1,558 inmates were housed in substandard conditions.² Institutional reports already reveal a rise in physical assaults, staff illness and disability, and inmate psychotic episodes, and no newly constructed facilities are expected to bring relief in the near future. (See Appendices H-J for supporting documents.)

In addition to the profound tensions created among both staff and inmates in overcrowded prisons, the Department itself has been undergoing substantial change in response to altered public expectations, recent judicial decisions, and growing inmate unrest. The traditional structures of reward/punishment and freedom/imprisonment are in a state of flux, and it is no longer possible to absorb rapidly increasing numbers of inmates. Fortunately, this situation has created not only problems, but numerous opportunities for constructive change. Fluidity and crisis have combined to encourage study and redefinition of Departmental organization, policies, and programs, and to permit their adjustment to comply with contemporary standards.

Although California has led the nation in many areas of correctional practice, it lags behind in the development and use of residential community correctional alternatives for convicted felons. From the data presented in Table 1, it is clear that California ranks lowest in the country in the ratio of community correctional beds to prison beds. In fact, since 1972, the Department has reduced its community correctional bed capacity from 437 to 150. Implementation of the community corrections center program recommended in this report will help to bring California into line with progressive correctional practices nationwide, while contributing significantly to the reduction of populations in a now overcrowded prison system. At the same time, the program can be expected to enhance fiscal accountability and to maintain or increase present levels of public protection.

²CDC Statistics for June 13, 1979 indicated 1,270 male felons double-celled, 32 males double-bunked, 142 males housed in non-housing areas; 92 female felons double-celled, 22 housed in non-housing areas.

TABLE 1: STATE AND FEDERAL INSTITUTIONAL POPULATIONS AND COMMUNITY CORRECTIONAL CAPACITIES*

State	Budget	Institution Population	Community Corr. Centers Population	Institution To Community Bed Ratio
Vermont	\$ 7,629,000	411	290	1.42
Connecticut	32,123,000	3,271	1,457	2.25
Massachusetts	48,905,000	2,543	938	2.71
Utah	15,887,000	956	242	3.95
Maryland	42,350,000	8,028	1,851	4.34
Alabama	24,084,000	3,293	720	4.57
New Mexico	16,076,000	1,582	335	4.72
Oklahoma	40,639,000	3,687	671	5.50
Alaska	26,000,000	766	120	6.38
Florida	154,658,000	14,152	1,882	7.52
Wisconsin	70,534,000	3,268	401	8.20
Hawaii	11,280,000	594	68	8.74
So. Carolina	35,925,000	7,364	800	9.21
U.S. Bureau of Prisons	279,476,000	27,432	2,897	9.47
Iowa	64,372,000	1,999	207	9.66
Delaware	21,003,000	1,007	98	10.28
Michigan	52,290,000	13,487	1,252	10.77
Tennessee	87,000,000	5,568	490	11.36
No. Carolina	106,265,000	13,924	1,201	11.59
Oregon	43,585,000	2,626	193	13.61
Montana	13,776,000	360	21	17.14
New Hampshire	3,728,000	263	15	17.53
Georgia	67,400,000	11,373	636	17.88
Louisiana	26,403,000	7,270	400	18.18
Missouri	33,161,000	5,229	267	19.58
Indiana	130,832,000	4,846	220	21.12
W. Virginia	12,576,000	1,142	50	22.84
Pennsylvania	74,462,000	7,598	315	24.12
Texas	104,653,000	24,396	925	26.37
Colorado	38,410,000	2,375	90	26.39
Kentucky	27,902,000	3,372	126	26.76
Arizona	42,410,000	3,122	110	28.38
New York	241,349,000	20,174	673	29.98
Illinois	7,157,000	10,847	274	39.59
Arkansas	20,000,000	2,485	56	44.37
Kansas	33,284,000	2,263	42	53.88
Maine	44,037,000	747	11	67.91
New Jersey	74,604,000	5,626	59	95.56
Ohio	107,089,000	12,968	128	101.31
California	294,857,809	21,425	150	142.83

*Figures are derived from American Correctional Association statistics for September 1, 1978. Not included are juvenile facilities, camp beds, farm labor beds, or work/study release programs operated from prison. Ratios computed by the program planning staff.

II. THE COMMUNITY CORRECTIONAL CENTER ALTERNATIVE

Given the rise in inmate populations, the tremendous cost of new prison construction, and the special needs of offenders returning to the community from prison, the State can ill afford to delay the expansion of residential community correctional alternatives. The phased expansion program recommended in this report will provide for 1,200 community correctional center beds by the end of fiscal 1982-83. This expansion will be achieved within reasonable budget constraints and without jeopardizing public safety.

The objectives of the recommended community corrections center program are:

1. To reduce the need for capital outlay. The Department of Corrections currently projects a need for 11 new 400-bed prisons. Current prison construction costs are in the range of \$55,000 to \$61,700 per cell.³ The proposed program allows for community placement of 1,200 inmates who otherwise would be housed in prison settings. In this manner, approximately \$72 million in capital outlay for new prison construction will be saved, since the recommended plan involves no capital outlay for expansion of community correctional center bed capacity.
2. To reduce institutional populations and problems associated with overcrowding. Assignment of offenders to new community correctional beds can be expected to result in a proportionate reduction in prison populations. A decrease in the average daily population of State prisons will reduce the need for double-celling and the problems (e.g., increased inmate tension and violence) associated with this practice. By absorbing short-term and lesser offenders and those nearing their parole date, the community corrections center program will make more space available for serious offenders who cannot be safely released to the community. As an additional benefit, the possibility of completing sentence in the community should encourage positive institutional adjustment among eligible inmates.
3. To maximize reintegration opportunities and probability of parole success. Re-entry of the offender through a community correctional center will maximize the likelihood of successful parole by promoting stable family and community ties and

³Contra Costa County Jail, generally considered an excellent facility, is currently nearing completion at a total cost of \$23.5 million. The unit will house 381 inmates at a cost of \$61,700 per cell.

allowing for employment and educational programming while the offender is still under Departmental control and supervision.⁴

4. To increase the community correctional center population without jeopardizing public safety. The proposed program is based on the premise that many inmates can be housed in community correctional centers without increasing the severity of inmate-related crimes. Careful screening, 24-hour monitoring of residents' whereabouts and behavior, and a heavy emphasis on preparation of residents for eventual release are designed to insure that public safety will not be jeopardized.

Achievement of these objectives will be the responsibility of an organizational subdivision of the Parole and Community Services Division created specifically for the purpose of managing the community corrections center system. This subdivision will oversee the operation of community correctional centers providing between 350 and 1,200 beds, including those available through existing State and county programs and those operated under private contract.

Under the proposed plan, implementation would be phased, beginning in the first year with a program involving 200 contract beds plus the 150 beds currently available. Expansion to 550 beds is projected for fiscal 1981-82. Thereafter, the system would provide for 800 beds by the end of fiscal 1982-83, and 1,200 beds by the end of fiscal 1983-84. To facilitate the efficient management of a diverse group of programs Statewide, uniform selection criteria, contracting and monitoring systems, and policies and procedures have been developed (see Part Three, Sections IV, V, and VI).

Implementation of the recommended program will result in substantial benefits to the public, the offender, and the State. It will bring California correctional practice into line with that of other states and the federal government. It will provide for greater compliance with the recommendations of such standard-setting bodies as the American Correctional Association and the National Advisory Commission on Criminal Justice Standards and Goals. Finally, the proposed program will meet the Department's stated goals in the Program and Facilities Planning Reports of 1978 and 1979 and comply with the mandate of the California Legislature in Senate Bill 1342.

⁴James L. Beck, Richard P. Seiter, and Harriet M. Lebowitz, Community Treatment Center Field Study (Washington, D.C.: Federal Prison System Office of Research, 1978).

PART TWO: RESIDENTIAL COMMUNITY CORRECTIONS:
A PLAN FOR CALIFORNIA

I. COST-BENEFIT COMPARISONS OF PROGRAM OPTIONS

In the process of developing a community corrections center expansion plan, the Community Pre-Release Task Force examined the various programming options and compared them in terms of associated costs and benefits. Such cost-benefit calculations are difficult, not only because of the diverse nature of most correctional programs and their funding sources, but also because there generally are costs and benefits not reflected in program budgets.

For example, the costs associated with the use of State and county education or medical services by a private agency do not appear in that agency's budget. Nor do volunteer services and community resources show up in the annual budget of the Department of Corrections. Also, many savings to the taxpayer brought about by placement of offenders in the community are not readily assigned a dollar value. Studies have shown that recidivism is reduced for that portion of the inmate population that retains firm family ties and contacts with community resources.⁵ No dollar value can be confidently assigned to provisions for such offender support systems, although savings on each offender who does not return to prison are known to be substantial (at least \$10,000 for each year the offender does not return and more if the costs of judicial processing are included).

Because of the complexity of cost-benefit calculations, the seemingly cheapest alternative is not necessarily the most cost-efficient. The following comparative analysis thus considers not only known costs but unpriced benefits and liabilities as well. The analysis follows the guidelines established by the National Institute of Law Enforcement and Criminal Justice in its Cost Analysis of Correctional Standards.⁶ The figures are based on the Department of Corrections' budget for fiscal 1979-80, except where otherwise indicated.

PROGRAM OPTIONS: A COMPARISON

The following analysis outlines the major advantages and disadvantages of five options available to California in responding to the need for expanded capacity to eliminate double-celling and other substandard conditions associated with prison overcrowding.

⁵Norman Holt and Donald Miller, Explorations in Inmate-Family Relationships (Sacramento, California: Department of Corrections Research Division, 1972).

⁶National Institute of Law Enforcement and Criminal Justice, Cost Analysis of Correctional Standards (Washington, D.C.: U.S. Department of Justice, 1976).

The options considered include: new prison construction and retention of inmates in prison for full term; creation of new State-run community correctional center beds; expanded contracts with county work furlough facilities; expanded use of private contract facilities for room/board and parole agents to provide re-entry services; and expanded use of private contractors.

Option I: Retention in Prison for Full Term

Annual Institutional Budget: \$255,135,250 (includes reception/diagnosis program)

Average Per Capita: \$10,064 (average per capita, FY 77-78, 78-79, 79-80)

Average Per Diem: \$27.57

Cost figure does not include \$18,280,378 (FY 1979-80) administrative budget; nor costs of volunteers, Parole and Community Services Division, or other State and local agencies involved in release processing. Also not included is required capital outlay of approximately \$24 million per 400 population for new prison construction required to lessen overcrowded conditions.

Major Advantages: Generally conceded higher level of security; more "punitive"; keeps offender away from society for maximum period; processes large numbers of offenders.

Major Disadvantages: Requires new prison construction at \$60,000 per cell; remoteness from community allows little preparation for successful re-entry; provides primarily housing and custody only; overcrowding and violence require ever-increasing expenditures for more staff, more secure physical plants (projected as \$30,355,051, through FY 1985-86).

Option II: State-Run Community Correctional Centers

Annual Budget (Central City Community Center): \$691,020

Average Per Diem: (at average 68.2 inmate population) \$27.75

Budget does not include all costs of administration by Parole and Community Services Division (does not include cost of center manager), Institutions Division, or local services such as volunteer organizations, police, other State agencies.

Major Advantages: Maximum State involvement; closer proximity of security staff; long-term commitment to staffing, program, and location.

Major Disadvantages: Requires commitment of 20-30 beds to be cost-effective; addresses work furlough population only (although others could be included); requires system of staffing, leasing, and other commitments not easily changed in event of population fluctuation. Department has progressively diminished involvement in this type of operation (as has federal government) in favor of more flexible community alternatives: Crittenden Center, Oakland, closed, contracted to private agency (Volunteers of America); Sacramento Valley Center, closed due to increased availability of community-based services. The trend nationwide is away from State-run correctional centers and toward contracts with private sector. Private sector contracts are proving to be comparably cost-effective in daily operation and more effective in providing flexibility and broad range of services.

Option III: Contracts with County Work Furlough Facilities

Average Costs Per Day: Varies between \$15 and \$32.

Cost estimate does not include Departmental administrative costs, Departmental personnel assigned to county work furlough programs, volunteers, local or other State services.

Major Advantages: Favorable history of contracting for work furlough programs; higher level of in-house security than either State-run correctional centers or private contracts; generally lower per diem rate than either State-run correctional centers or private contracts.

Major Disadvantages: Generally few services provided other than room/board and security; minimal opportunity to develop total release program; inmates often housed in standard county jail facilities (cells); small percentage of prison population served; limited number of beds available (many county jails overcrowded); capital outlay monies needed by many local jurisdictions to expand cell capacity.

Option IV: Use of Private Contract Facilities for Room/Board and Parole Agents to Provide Re-entry Services

Annual Budget Estimate @ 400 Beds: \$4,276,988

Departmental Staff: \$626,988

Per Capita: \$9,125

Per Diem: \$25

Actual cost of this model may be less, depending on the degree to which contract programs utilize parole staff instead of hiring their own program specialists. In the absence of any comparable

model, cost is not expected to be significantly less, particularly considering the much higher cost of parole agent staff over private agency program specialists. Respondents in the Statewide survey underlying this report did not express interest in this model.

Major Advantages: Closer involvement of parole staff in re-entry planning; orientation of inmate to parole expectations; wide use of "Service Agent" concept of New Model of Parole; closer monitoring of private facilities by Departmental staff.

Major Disadvantages: Community private agencies are generally resistant to widespread Departmental involvement in program functions; few community agencies express interest in room/board functions only; sufficient number of beds Statewide unlikely; involves broad expansion of community corrections staff required to operate system; opposes community correctional trends nationwide.

Option V: Contracting for Services with Private Community Correctional Center Facilities

Annual Costs: \$4,088,000 (FY 1980-81)

Departmental Community Correctional Staff: \$376,119 (FY 1980-81)

Per Capita: \$10,220

Average Per Diem: \$28

Includes all per diem, private and Departmental staff costs. Does not include cost of local law enforcement, courts, county or State resource agencies, such as vocational rehabilitation or Employment Development Department.

Major Advantages: No capital outlay required; has documented success in federal system and in California (e.g., the Volunteers of America program); provides very broad range of contracting options for services, clientele, and geographical location; sufficient programs exist to implement the community correctional program immediately; provides maximum flexibility to respond to changes in prison population and/or community expectations; requires minimal expansion of staff; avoids losses due to staff changes, leases, etc., when service needs change or facilities are closed.

Major Disadvantages: Less State on-site program monitoring; peace officers not usually on-site; history of instability in some programs.

EXISTING COMMUNITY CORRECTIONAL CENTER CONTRACTING ARRANGEMENTS

The Department of Corrections currently administers a system of four major community correctional center contracts, representing three different approaches to contracting for community services. Central City Community Center in Los Angeles is a Departmentally staffed program administered by the Parole and Community Services Division. San Mateo County's work furlough program, located in Redwood City, is operated and staffed by the county sheriff's office, contracting with the Department for placement of State inmates. The San Francisco county work furlough program, staffed by the county probation department, contracts with the Department for the housing of State inmates. The Department also contracts with a private agency, Volunteers of America, for placement of State inmates in its Oakland-based program.

Each contracting arrangement--Departmental, county, and private agency--has its own strengths and weaknesses. Community correctional centers operated by the Department appear to offer the following advantages:

- ° The Department maintains a greater degree of control over and knowledge of program operations. This offers the possibility of handling more difficult cases by providing for more intensive supervision and stricter controls. The use of correctional officers with peace officer powers makes a high degree of control immediately available.
- ° Basic services can be readily provided in-house or on a referral basis, with such specialized services as mental health services available on referral. This represents a wider range of possibilities than is now available in county work furlough programs.
- ° Larger populations can be maintained in a single facility. County work-furlough programs must limit space for State inmates according to the need for space for county inmates. Persons with experience in community corrections also have indicated that a privately operated program will provide its best service and controls if its population does not exceed 20 to 25.

Departmentally staffed and operated centers are associated with certain disadvantages. Among these are:

- ° Larger populations are required to offset the generally higher personnel costs. Such programs, therefore, should be limited to major population centers, such as Los Angeles and the San Francisco Bay Area, which can ensure a sufficient number of releases to maintain the program's cost-effectiveness.

- Such programs restrict the Department's ability to react quickly to fluctuations in prison population because of capital outlay for facilities and increased personnel. Contracts may be allowed to expire if population drops or if a particular program proves to be not cost-effective.

Contracts with county work furlough programs also are associated with unique advantages and disadvantages. Among the advantages of this arrangement are:

- Inmates are supervised in a more secure setting than is the case with most community-based programs. Time not spent in the community for such allowable purposes as employment or family visits is more closely controlled.
- The per diem cost for this type of contract is lower than for any other type program. State inmates cost the program very little by utilizing resources already purchased by the county but not used by county inmates.
- Such contracts may be utilized in less populated areas that do not have or could not support a Departmental or private program.

Disadvantages of utilizing county work furlough contracts include:

- The total number of beds available is limited. A survey in April 1979 by the Parole and Community Services Division indicated a possible total of 150 county work furlough beds, which could process only a portion of the projected number of State pre-releases.
- The number of county work furlough openings depends upon the number of county work furloughees because county inmates naturally have priority.
- County programs apparently are more restrictive regarding the type of inmate they will accept as compared to the Department's program in Los Angeles and the private contract program in Oakland. The percentage of applications rejected during January-May 1979 by the four major work furlough programs is as follows: Volunteers of America - 20.8%; Central City Community Center - approximately 60%; San Francisco County Work Furlough - approximately 75%; San Mateo County Work Furlough - approximately 80%.
- Services to aid in reintegrating the inmate into society are limited primarily to providing time out of custody for employment and some family contact. Such basic services as training in finding, obtaining and maintaining employment, job placement, and referral to community services are not provided.

Inmates with resources (job offers, job history) can make good use of such an approach, but a large portion of State inmates lack those advantages.

The use of private agencies to provide residential correctional services is a third viable approach to Departmental contracting. Major advantages of this arrangement include:

- The Department can retain greater flexibility in increasing or decreasing the number of beds in any given area without affecting its own facilities or staff positions. Adjustments in overall program capacity can be more easily made as the eligible population fluctuates. A program that is not cost-effective can be eliminated without disposing of a facility or relocating staff.
- The variety and number of community groups interested in providing such services maximize the opportunity to match inmates and programs effectively.
- The Department can contract with private groups that operate the 30 programs now serving federal releases in California. These programs have experience in working with an inmate population in the community. Federal Bureau of Prisons officials in California, who report that these programs are performing satisfactorily, have encouraged cooperative efforts between State and federal agencies in using these resources. Contracting with these agencies would require that the Department match the federal per diem payment rate at each program, which ranges from approximately \$20 to \$34 and averages \$25.54.

Disadvantages of contracting with private agencies include:

- Most private programs lack immediate access to law enforcement. Some private contractors believe that this is not a serious problem when local law enforcement is available. They suggest that it is an advantage in securing cooperation from inmates who are either rebellious toward or dependent upon the authority structure in the prisons. In some instances, however, local law enforcement officials consider the contract facility to be a government institution in which they have no authority. (Note that Section IV-D of the sample Request for Proposal stipulates that each proposal for a program must explain how law enforcement service will be obtained when necessary. See Part Three, Chapter IV of this report.)
- High turnover of personnel in many programs and wide variety in services provided may result in unevenness of service quality. The Department has to maintain close contact with each local program and monitor the level of services.

For purposes of comparison, a brief description of each community correctional center program now providing work-furlough services to the California Department of Corrections' inmates is provided below.

1. Central City Community Center, Los Angeles

Setting: Opened in July 1970, this program is located in the former Tyler Hotel in South Central Los Angeles.

Staffing: Staffed with Departmental personnel since its inception, the program uses a combination of parole and institutional staff to fill 22 positions (3 administrative, 4 casework, 9 custody, and 6 support). The program is administered by Region III of the Parole and Community Services Division.

Population: Although formerly used as a "halfway back" placement for parolees who were adjusting poorly to the community, the program is now limited to felon inmates and civil addicts from the California Rehabilitation Center. Total capacity is 80 (54 beds for male felons, 12 for female felons, and 12 for female civil addicts). Average daily population was 68.2 for July 1978 through March 1979, and the average length of stay was 80-90 days.

Services: In addition to residence and meals, the center provides job placement and counseling, personal counseling, referral to community agencies, visiting privileges at the facility, day passes for employment, and overnight furloughs for family visits. Emergency medical problems are treated in the community with the Department or the resident paying the costs. Residents are returned to the institution for any extended medical care.

Control: The center is staffed 24 hours a day with personnel who have authority to place a resident in custody. Other control measures are sign-in/out procedures, regular head counts, urinalyses, and contacts with employers and families to verify residents' activities away from the facility.

Cost: This program is budgeted for \$691,020 for FY 1979-80. Cost per resident per day is projected to be \$27.75, assuming an average daily population of 68.2.

2. San Francisco County Work Furlough, San Francisco

Setting: Housed in a separate facility for work furlough in the City of San Francisco, this program began contracting with the Department in June 1968.

Staffing: The program is staffed entirely by the San Francisco County Probation Department. One Parole Agent II is budgeted from the Department of Corrections.

Population: With a capacity of 60 males, the program offers approximately 16 beds for State work furloughees. Average daily State population was 10.7 for July 1978 through March 1979, and average length of stay for State inmates was approximately 70 days. (Note: Work furlough for females is operated by the San Francisco County Sheriff's Office, which does not contract with the Department.)

Services: The county provides residence and supervision of activities inside the facility; food service is not provided by the county. The Department provides employment placement, counseling services, and supervision of residents' activities in the community. Residents are eligible for overnight family visits after being employed for one month.

Controls: The county provides 24-hour staff coverage in a secure setting at the facility with sign-in/out procedures and regular head counts. Parole staff provide urinalysis-type antinarcotic tests and verification of employment activities. Residents may be removed from the program by decision of county or parole staff.

Cost: For FY 1978-79, the Department allocated \$40,734 for this program at a rate of \$6.20 per State resident per day. From each State inmate's account, the county was authorized to deduct \$4.10 per day for the inmate's share of maintenance cost. Per diem cost to the State was actually \$6.28 to the county. The personnel cost for the Parole Agent II was computed at \$27,340.

3. San Mateo County Work Furlough, Redwood City

Setting: Housed in a separate facility for work furlough in Redwood City, this program began contracting with the State in May 1967. A new facility is under construction for women prisoners.

Staffing: With the exception of a Parole Agent II assigned by the Department, the program is staffed entirely by the San Mateo County Sheriff's Office.

Population: With a total capacity of 96 males, the facility had an average daily population of 17.5 State inmates from July 1978 through March 1979. The number of inmates the Department can place in the Redwood City facility is limited by the space available after all county inmate candidates are placed.

Services: The county provides residence, meals, and supervision of activities inside the facility; some self-help groups (e.g., Alcoholics Anonymous, counseling groups led by chaplains) also offer their services inside the facility. The parole agent supervises State residents' activities outside the facility and provides some job placement assistance. Residents are allowed overnight furlough to visit family.

Controls: The county provides 24-hour staff coverage in a secure setting at the facility with sign-in/out procedures and regular head counts.

Cost: For FY 1978-79, the Department allotted \$65,000 for this program at a rate of \$15 per client per day for the first 30 days of residency and a subsequent breakdown of \$9 per resident per day from the Department and \$6 per day from the resident. In calendar year 1978, the program collected \$36,298. Per diem cost to the State was \$9 to the county. Personnel cost for the Parole Agent II position was computed at \$27,340 for the fiscal year.

4. Volunteers of America (VOA), Oakland

Setting: This program began operating after the Department work furlough program at Crittenden Center in Oakland was closed in January 1977. The facility has residence and some offices in a two-story house in a mixed residential and business section of Oakland, with more office and classrooms in an adjacent building.

Staffing: Day-to-day operation of the program is performed by 13 VOA staff (2.5 administrative positions, 7 casework, and 3.5 support). The Department provides a Correctional Program Supervisor III, a Parole Agent I, a Correctional Officer, a Parole Service Associate, and a clerical position on-site.

Population: This 25-bed program serves only State inmates, male and female. Maintaining an average daily population of nearly 25, and an average length of stay of 50 days during July 1978 through May 1979, the VOA program worked with 193 inmates during that period. A total of 288 applications were received; only 60 were rejected, but a number of eligible candidates could not be placed in the program for lack of space.

Services: VOA provides residence, meals, personal counseling, job counseling and placement, job readiness and personal development training, referrals to community services, visiting privileges at the facility, and overnight furloughs for family visits.

Controls: VOA provides 24-hour staff coverage in a relatively open setting, sign-in/out procedures, regular head counts, and supervision/verification of residents' activities inside and outside the facility. Department staff at the facility monitor the program, make final decisions on applications, and provide on-site law enforcement services.

Cost: For FY 1978-79, the Department contracted for a total amount not to exceed \$242,200, with VOA to be reimbursed for actual costs. The actual per diem cost per resident was \$27.40 for the period July 1978 through January 1979, indicating an actual average daily population of 24.2. If the additional costs of on-site Departmental staff are considered, the per diem cost per resident is approximately \$40.

II. THE RECOMMENDED PLAN

The recommended plan for expanding bed capacity for State inmates in California is a combination of several of the options outlined in the previous chapter. Review of all available data suggests that contracting for residential community correctional services--using facilities operated by the State, the counties, and private contractors--is the most viable approach for several reasons:

1. No capital outlay is required.
2. Existing facilities already provide the required number of beds, thus permitting immediate implementation.
3. The approach provides for the broadest variety of services and locations.
4. The breadth of services and the flexibility of annual contracts makes the plan the most cost-effective.
5. The workability of similar systems is well documented.⁷

Following the example of the majority of states that have implemented similar contract-for-service systems, it is recommended that California create a subdivision of the Parole and Community Services Division specifically for the purpose of administering the community correctional center system. A new staff position of Re-entry Administrator, reporting to the Deputy Director of the Parole and Community Services Division, would be responsible for planning, administering, monitoring, and evaluating the Department's community corrections program. Reporting to the Re-entry Administrator would be two area Re-entry Coordinators, responsible for liaison among institutional, field, and program staff in Northern and Southern California, respectively. In addition, a number of other field and office staff positions would be created (see Staff Position Descriptions, Part Three, Chapter II), bringing the total new positions to 23.5.

Both the staffing plan and the expansion of community correctional center beds would be phased in under the recommended plan. The first year, 1980-81, would require partial staffing of the new community corrections subdivision (see Table 2). In fiscal 1981-82, this skeletal staffing pattern would be augmented (see Table 3) to complete the basic community corrections organizational structure.

⁷Beck, Seiter, Leibowitz, op. cit.; Richard P. Seiter, Evaluation Research as a Feedback Mechanism for Criminal Justice Policy Making: A Critical Analysis (San Francisco: R&E Research Associates, 1978).

The staffing plan, essentially completed over a two-year period, would be supplemented as needed in subsequent years to maintain Departmental hiring ratios as populations increase (see Table 4).

The expansion of available community correctional center beds would be phased in over a period of four fiscal years. Table 5 shows the total number of beds planned to be contracted for by the end of each of four fiscal years, beginning with 350 beds in fiscal 1980-81 and completing fiscal 1983-84 with 1,200. The table also indicates how these totals will be achieved. During the first year, the existing total of 150 beds (now available in Central City Community Center in Los Angeles, the Volunteers of America facility in Oakland, and county work furlough facilities in San Francisco and Redwood City) would be augmented by 200 new contract beds. Because the San Francisco Bay Area and greater Los Angeles are projected to receive the largest proportions of felon releases (see Table 6), these two areas are recommended for initial expansion of contract beds in the first year.

Central City Community Center would be retained with its present budget for 1980-81, as would currently in-force contracts with county work furlough and Volunteers of America facilities. Effective July 1980, however, all such programs would be administered by the community corrections subdivision, and would adopt uniform policies and procedures, selection criteria, and monitoring and evaluation systems (Part Three, Chapters V and VI). Beginning fiscal 1981-82, these contracts would be funded out of the community corrections budget and be evaluated for retention according to the same criteria as all other community corrections programs (see Part Three, Chapter IV). By this time, all interested parties, public and private, should have been encouraged to apply for contract monies, thus maximizing the service options available to the Department and the potential cost-effectiveness of the community corrections center system. (It is anticipated that most programs will follow the traditional work furlough model, but the inclusion of other full-time programs with specializations such as study/release, inmate mothers, and drug abuse treatment is considered desirable.)

Following the expansion of contract beds in the Los Angeles and San Francisco areas in fiscal 1980-81, target areas for expansion in subsequent years should include the areas of Sacramento, San Diego, Fresno, San Bernardino/Riverside, Santa Rosa, and Modesto, based upon Departmental population release patterns. Other counties (e.g., Tulare and Kern) may be considered should a need arise.

TABLE 2: FIRST YEAR STAFFING, FISCAL YEAR 1980-81

Type	Number	Location	Cost
*State Operated	30	At Sacramento Valley CCC @ \$50	\$ 547,500
County Work Furlough	70	Statewide @ \$25/day	638,750
Private with Ancillary Services:	100	Statewide @ \$30/day	1,095,000
Medical, Dental, Psychiatric			
Direct Assistance			
Pre-Employment/Employment			
Re-Entry			
Transportation		(Statewide @ \$7.50/day)	547,500
			<u>\$2,828,750</u>
Positions*			Annual Salary/Benefits Cost
1.0 CEA I Re-Entry Administrator			\$ 35,904
1.0 Accountant I			16,212
2.0 PA II, Community Specialist			55,368
1.0 Office Technician			13,764
1.0 Correctional Lieutenant			25,212
1.0 Correctional Sergeant			21,212
7.0			Sub-total \$ 168,372
7 Fringe @ 32.94% of \$168,372 = \$55,462			\$ 223,834
200 Beds			\$2,828,750
TOTAL			\$3,052,584

*This facility would be operated by the State as a model for developing specifications for community pre-release centers.

TABLE 3: STAFFING, FY 1981-82

<u>Position</u>	<u>Annual Staff Salary/ Benefits Cost</u>
1.0 CEA II Re-entry Administrator	\$27,036
1.0 Parole Agent III (Assistant to Re-entry Administrator)	25,212
0.5 Research Analyst I	6,792
2.0 Accountant I	27,048
2.0 Parole Administrator I (Community Corrections Coordinators - North and South)	54,072
6.0 Office Assistant II (Typing)	60,480
4.0 Parole Agent II (Community Correctional Specialists)	91,824
2.5 Correctional Counselor I (Re-entry Coordinator)	52,290
2.5 Office Assistant II (Records)	24,120
1.0 Correctional Lieutenant	25,212
1.0 Correctional Sergeant	21,912
<u>23.5</u>	<u>\$ 415,998</u>
Total Annual Staff/Benefits Cost	\$ 539,504
Total Per Diem @ 400 Beds*	\$5,183,000
Total Budget This Phase	\$5,722,504

*In FY 1981-82, 400 contract beds will be funded at \$28 per day average plus \$7.50 per day for medical/dental/psychiatric, direct assistance, employment placement, transportation needs, for a total expenditure of \$5,183,000. In addition, all administrative functions for pre-existing community corrections programs (4-C's, VOA, county work furlough) will be assumed by community corrections administrator and staff as of July 1, 1980. These agencies will retain existing 1980-81 budgets. Total community corrections beds in this phase will be 550.

TABLE 4: RECOMMENDED ADDITIONAL STAFFING, FY 1981-82*

<u>Position</u>	<u>Current Hiring Ratio</u>
Accountant I	1:150
Office Assistant II	1:150
Correctional Counselor I	1:150

<u>Position</u>
1.0 Parole Agent III (Assistant to Re-entry Administrator)
0.5 Research Analyst I
1.0 Accountant I
2.0 Parole Administrator I (Community Corrections Coordinators - North and South)
5.0 Office Assistant II (Typing)
2.0 Parole Agent II (Community Correctional Specialists)
2.5 Correctional Counselor I (Re-entry Coordinator)
2.5 Office Assistant II (Records)

*All increases beyond the basic 1980-81 staff hierarchy are anticipated in line services only. Positions added in 1981-82 are based upon a population increase.

As shown in Table 5, the addition of 200 new beds in fiscal 1981-82, 250 in 1982-83, and 400 in 1983-84 would bring the total number of available beds in all areas to 1,200. All of these new beds would be selected through standardized, request-for-proposal (RFP) process that provides all qualified programs with an opportunity to compete for available community corrections funds (see Part Three, Chapter IV). Monitoring and evaluation of all contractor programs over the years will permit refinement of the criteria for selection of programs to be included in the community corrections system. In this manner, initial emphasis on Departmental, county, and private contracts may be modified as one or another of these types of contract proves most cost-effective.

TABLE 5: CDC COMMUNITY CORRECTIONS SYSTEM PHASE-IN

Fiscal Year 1980-81	Fiscal Year 1981-82	Fiscal Year 1982-83	Fiscal Year 1983-84
350 Beds	550 Beds	800 Beds	1,200 Beds
a. 150 existing beds Central City Community Center Volunteers of America Current County Work Furlough Programs b. 200 new contract beds	a. 150 existing beds b. 200 additional contract beds from 1979-80 c. 200 new contract beds	a. 550 beds from 1980-81 b. 205 new contract beds	a. 800 beds from 1981-82 b. 400 new contract beds

TABLE 6: PROJECTED FELON RELEASES BY AREA AND YEAR

Area (Parole Units)	# Parolees	Percent	1979-80	1980-81	1981-82
Totals	11,319	100.0	9,470	9,620	9,680
<u>Greater Los Angeles</u>	3,876	34.2	3,239	3,290	3,311
Central (LADO, WLA)	1,154	10.2	965	981	987
East (Alhambra, Eagle Rock, San Gabriel Valley)	734	6.5	614	625	629
South (SWLA, Long Beach)	665	5.9	556	568	571
Southeast (SELA)	565	5.0	473	480	483
Orange County (Santa Ana)	529	4.7	443	452	455
San Fernando Valley	229	2.0	189	192	194
<u>San Francisco Bay Area</u>	2,442	21.6	2,046	2,078	2,091
East Bay (Alameda, Walnut Creek)	991	8.8	833	847	852
San Mateo County (Redwood City, San Jose)	765	6.7	635	645	649
San Francisco (Golden Gate)	686	6.1	574	587	590
<u>Interstate Unit (Parolees From Other States)</u>	783	6.9	653	664	668

TABLE 6: PROJECTED FELON RELEASES BY AREA AND YEAR (Cont'd)

Area (Parole Units)	# Parolees	Percent	1979-80	1980-81	1981-82
Sacramento	657	5.8	550	558	561
San Diego	592	5.2	492	500	503
Fresno	450	4.0	378	384	387
Riverside/San Bernardino	391	3.5	331	337	339
Santa Rosa	267	2.4	227	231	232
Modesto	260	2.3	218	221	223
Redding	229	2.0	189	192	194
Salinas/Monterey Bay	215	1.9	180	183	184
Bakersfield	207	1.8	170	173	174
Ontario	207	1.8	170	173	174
Indio/El Centro/deserts	189	1.7	161	164	165
Stockton	189	1.7	161	164	165
Ventura/Santa Barbara	173	1.5	142	144	145
San Luis Obispo	172	1.5	142	144	145
Eureka	20	.2	19	19	19
Column totals	11,319	100.0	9,465	9,628	9,688

III. RECOMMENDATIONS FOR PLAN IMPLEMENTATION

Recommendation:

That the Department develop an expanded system of community corrections centers and create a subdivision of the Parole and Community Services Division specifically for the purpose of administering that system.

Of the 40 U.S. jurisdictions that offer community correctional center placement for state inmates, 29 provide for a clearly delineated organizational structure, the sole responsibility of which is administration of the community corrections center system. These 29 states have created a division, subdivision, or separate agency to oversee the operation of residential community corrections. In other states, community facilities are administered as part of institutional operations, but these jurisdictions do not make any substantial use of private contracting options.

Recommendation:

That the Department establish 200 new community correctional beds in FY 1980-81.

Initiation of the community correctional center expansion program by means of a phased plan will permit testing and refinement of the staffing plan and of center policies and procedures. Two areas of the State appear most appropriate for placement of the initial 200 new beds: the San Francisco Bay Area and greater Los Angeles (these two areas regularly receive the largest volume of parole releasees, as shown in Table 6).

The most expeditious implementation, using the Request for Proposal system recommended in the plan, would permit most of these new beds to be ready for occupancy in 1981. Using an average of \$28 per resident per day, total costs to the Department should not exceed \$1,439,499 for FY 1980-81.

Recommendation:

That the Department increase the number of community correctional beds to 550 by the end of FY 1981-82.

The projected addition of 200 more beds in fiscal 1981-82 will bring the total bed capacity of community correctional centers for State inmates to 550. In this phase, the areas of Sacramento, San Diego, Fresno, San Bernardino/Riverside, Santa Rosa, and Modesto should be added to the previously targeted areas surrounding San Francisco and Los Angeles.

The skeletal staffing plan implemented in the first year will be augmented to fill out the basic staff complement for the community corrections organizational structure. The total budget for fiscal 1981-82, taking into account the expanded scope of the program, increases in bed capacity, and the hiring of additional staff, will be \$4,464,119.

Recommendation:

That the Department plan for the addition of 250 community corrections beds in FY 1982-83, bringing the total capacity to 800.

With a total of 800 beds by the end of FY 1982-83, the Department will be able to release a maximum of 3,200 persons a year through this program. At projected levels of parole release (see Table 6), maximum capacity of these centers would be reached if less than 40% of prison releasees were accepted. In the case of insufficient prison releasees who are eligible, there are expected to be significant numbers of short-term commitments and parole violators to fill any vacancies.

In addition, 400 beds may be added in FY 1983-84, for a total of 1,200 community correctional center beds. Cost factors for this phase are not projected due to as yet unknown variables such as inflation rate and staffing modifications.

Recommendation:

That the expanded system of community corrections include centers operated under diverse arrangements--Departmental, county, and private contract.

The present state of knowledge about relative cost-effectiveness does not permit the exclusion of any of the three existing models for housing State inmates in community correctional centers. The recommended system initially would include programs of all three types. Under a standardized system of accounting, monitoring, and evaluation, the necessary information will become available to permit administrative decisions to emphasize or eliminate any of the three alternative arrangements.

Because of community resistance, it is likely to be difficult or impossible to add any new State-operated centers to the CCC system. This probably will dictate the use of existing private and county-operated facilities, as well as the remaining State-operated facility, Central City Community Center in Los Angeles.

Recommendation:

That the Department adopt a standardized procedure for assigning contracts for community corrections services. The procedure should include a Request for Proposal issued by the Department and a standardized evaluation of proposals such as that currently used by the Parole and Community Services Division.

The contracting procedure developed by the Parole and Community Services Division with monies from the Office of Criminal Justice Planning is recommended as a model for contracting within the community correctional center system. The procedure involves the issuance of a Request for Proposal (RFP) to all agencies and groups with a potential interest in contracting to provide certain correctional services. Needed services, policies, restrictions, circumstances pertinent to the contract, and evaluation criteria are outlined in the RFP, as are instructions for development and submission of proposals. (A sample RFP and accompanying materials are presented in Part Three, Section IV.)

Evaluation of proposals received should be the responsibility of a committee composed of Departmental staff and at least one community representative. Department staff should include the Re-entry Administrator, other re-entry staff (see Part Three, Chapter II), the Classification Division, and a representative of the business services office who will be involved in fiscal monitoring of contractors. The person representing community views should be a member of the Community Corrections Advisory Committee (Part Three, Chapter VII) with demonstrated experience, knowledge, and interest in the field of criminal justice and corrections.

Recommendation:

That all community correctional programs in the Department's system adopt a uniform set of policies, procedures, rules, and regulations and that, to insure consistency and uniform quality of services, the Department monitor and evaluate program operations of each participating agency.

Because of the diversity of program types to be included in a comprehensive community corrections center system, and because of the need for consistency in service quality and an acceptable level of inmate supervision, the Department should require all of its community corrections center contractors to meet minimum standards and follow a set of uniform policies and procedures (see Part Three, Section V). Each center will develop operational guidelines to suit its own program, but each should be expected to adopt standardized admission procedures, resident rules, and policies governing supervision control and the handling of violations.

Departmental monitoring of contract programs should include procedures for overseeing both fiscal and program operations (see Part Three, Section VI). Evaluation of each program, and of the entire community corrections center system, should be directed toward assessment of the extent to which stated objectives are achieved: reduction of capital outlay; reduction of institutional populations and the problems associated with overcrowding; maximized reintegration opportunities and improved probability of parole success; and protection of the public (see Part Three, Section VI).

Recommendation:

That each program in the Department's community correctional system be accredited by the Commission on Accreditation for Corrections, or indicate in its proposal its plan for becoming accredited.

Accreditation by the American Correctional Association's (ACA) Commission on Accreditation for Corrections will supplement Departmental monitoring of program quality and consistency, insuring that each program in the community corrections center system meets accepted standards. The most widely accepted standards in the field are those developed by the ACA itself. For community correctional centers, the standards are published in its 1977 Manual of Standards for Adult Residential Services.⁸ These standards cover such areas as administration, fiscal management, personnel, facility, intake, program, food service, medical care, special procedures, volunteers, records, communication, and evaluation.

Under the Commission's accreditation process, each center must bear the costs of bringing its operations up to ACA standards, of documenting its satisfactory performance, and of an audit by the Commission.⁹ Although no comparable programs have undergone accreditation in California, the costs of accreditation for community correctional centers can be roughly estimated at about \$3,000 per program (costs likely to be passed on to funding sources). Accreditation is for three years.

⁸American Correctional Association, Manual of Standards for Adult Community Residential Services (Maryland: Commission on Accreditation for Corrections, 1978).

⁹The Director of the Department of Corrections, in AB 79/5, January 10, 1979, has instructed the Institutions and Parole Divisions to undertake the self-evaluation phase of this process; and the federal prison system is requiring that its community treatment centers apply for and eventually receive accreditation.

Recommendation:

That the Department actively solicit public support for community corrections through the creation of community advisory groups at State and local levels, the use of existing (already accepted) programs, and the development and application of policies and procedures that best assure public protection and orderly program operation.

A prominent cause of failure of community corrections programs is public resistance to the idea of placing convicted offenders in facilities located in the community. One indication of this concern is the recent trend in public opinion and legislative action emphasizing longer and more certain prison terms for persons convicted of more serious crimes.

Establishment of community advisory groups would provide a forum for discussion of the objectives, policies, and procedures of the community corrections system (see Part Three, Section VII). Representatives of the community would serve as an important liaison between the community and the program and can act as State-wide mediators in disputes involving community corrections. Expansion of community corrections also may be promoted by contracts with established community programs to provide services for Departmental clients. Although many of these programs have limited space available for State inmates, they do have a base of community acceptance and proven performance that would enhance the image of the community corrections system. Finally, adherence to policies and procedures that are designed to insure public safety and orderly program operation (Part Three, Section V) can help to overcome some of the criticism met by community corrections programs in the past.

PART THREE: SOURCE MATERIALS FOR PLAN IMPLEMENTATION

I. CDC BUDGET CHANGE PROPOSAL

BUDGET CHANGE PROPOSAL		Budget I.D. No.			
1981-82 Fiscal Year		Request No.			
DEPARTMENT	Corrections	DATE			
PROGRAM	Parole and Community Services				
ELEMENT	COMPONENT				
NATURE OF PROPOSAL					
<input type="checkbox"/> Program Maintenance <input type="checkbox"/> Reduction or Elimination of Existing Function <input checked="" type="checkbox"/> New Function <input type="checkbox"/> Redirection of Existing Function <input type="checkbox"/> Expansion of Existing Function					
SUMMARY OF PROPOSAL					
This proposal is a request for 15.5 positions and \$5,183,000 in operating funds to provide community corrections placement for 400 inmates in FY 81-82.					
LEGISLATION REQUIRED. <input type="checkbox"/> State <input type="checkbox"/> Federal <input type="checkbox"/> None					
FISCAL IMPACT	PAST YEAR	CURRENT YEAR BUDGET YEAR			
Existing Program Total	_____	_____			
General Fund	_____	5,409,410			
Federal Funds	_____	_____			
Special Funds	_____	_____			
Man-Years	_____	_____			
Proposed Changes Total	_____	_____			
General Fund	_____	_____			
Federal Funds	_____	_____			
Special Funds	_____	_____			
Man-Years	_____	15.5			
Revised Program Total	_____	_____			
General Fund	_____	_____			
Federal Funds	_____	_____			
Special Funds	_____	_____			
Man Years	_____	_____			
ADVERSE EFFECT IF DENIED					
If the positions and funding are not authorized, the Department will not be able to provide housing, supervision, and program for 400 inmates in the community. This will (see attached)					
PREPARED BY	DATE	REVIEWED	DATE	APPROVED	DATE
_____	_____	_____	_____	_____	_____
APPROVED		DATE	CABINET ACTION		
_____		_____	<input type="checkbox"/> Approved <input type="checkbox"/> Disapproved		
Agency Secretary			Date		

JD 902 (7-73 500)

Adverse Effect if Denied (Cont'd)

compound present overcrowding in prisons, increase the need to construct new prisons, and make the State unable to comply with nationally accepted community corrections standards.

BUDGET CHANGE PROPOSAL

A. Program Location

This proposal, related to the Department overpopulation and facilities planning project, addresses the critical need for expanding bed capacity in order to deal with increases in inmate population above single-cell capacity.

B. Existing Program

The Department of Corrections' Parole and Community Services Division supervises community-based correctional facilities for 128 men and 12 women in State, county, and privately administered programs.

C. Problem

In August 1978, it became clear that the inmate population was increasing rapidly. By spring of 1979, the Department had exceeded its single-cell housing capacity, and inmates have necessarily been housed in double-celled conditions since that time. Current Departmental projections indicate a male felon population of 26,210 by June 30, 1987, which is 5,558 over single-cell capacity. Serious disturbances are well documented as occurring in overcrowded prison conditions, and no new prison facilities (at a cost of \$55,000 to \$61,700 per cell) will be available to ease overcrowding pressures prior to 1986. The use of community-based correctional alternatives is the most immediate and viable option available to the Department for dealing with this problem.

D. Program Objectives

To develop a community-based correctional program that will reduce the need for capital outlay for new prison construction, reduce the incidence of overcrowding and related violence, and provide maximum opportunity for successful reintegration of the offender consistent with public safety.

Analysis

As part of the Department's response to the problem of prison overcrowding, the Department of Corrections appointed the Community Pre-Release Task Force to study the options available to the Department in the area of community corrections and to develop an implementation plan for at least 600 community corrections beds to alleviate overcrowding and lessen capital outlay requirements.

The task force completed an extensive study, the result being the report, "Residential Community Corrections: A Plan for California." This report details plans for increasing residential community corrections capacity for FY 1980-81 through FY 1983-84 through development of a residential community corrections staff and funding for community correctional center services. Program capacity is planned to increase from 550 inmates in FY 1981-82 to 1,200 inmates by the end of FY 1983-84.

Alternatives

The alternatives available to the Department are:

1. Retention of all inmates in institutions. Per diem cost is comparable to community correctional centers, but in addition would require \$24 million in capital outlay for each 400 inmates in new prison construction. Since new prisons will require several years for construction, violence and other problems associated with overcrowding will escalate.
2. Expand current State-run community correctional centers, such as Central City Community Center, Los Angeles. Again, per diem cost is comparable to institutions and private facilities. The current Central City Community Center operation is continued in the recommended plan; however, expansion of such systems can be costly in lease agreements, long-term staff commitments, building purchases, capital outlay and community resistance. This alternative offers significantly fewer options to the Department in terms of programs, staffing, and geographical flexibility than do private contracts.
3. Expand current State-funded work furlough programs operated from county jails. Per diem cost is in some instances lower, but service options are fewer. There appears to be no large-scale availability of program beds, however, and many county administrators believe that expansion would require significant capital outlay from the State. Current county contracts remain in force in the recommended guidelines.
4. Expand contracts with private providers of correctional services. This alternative is recommended as the major thrust of the community corrections center system for the following reason: per diem cost is comparable to either institutions or State-run community correctional centers; greatest options to the State in terms of programs, staffing, geographical location; no capital outlay required; less community resistance (programs already

operative); can be implemented immediately. Full documentation is available in the report, "Residential Community Corrections: A Plan for California."

The current proposal provides for 22.5 staff positions, which will be responsible for administering a system of contracted residential correctional services in the community. A figure of \$28 plus \$7.50 for ancillary services per day per inmate is recommended, based upon an average \$25.43 per diem for FY 1978-79 required to provide full housing and security to inmates in community corrections programs. In addition, an anticipated increase of 23% per day for comprehensive liability insurance and a \$2.54 per day increase reflecting the 10% annual inflation rate are added for the recommended \$28 total for residential needs.

Savings to the State in capital outlay are estimated at \$23 million for each 400 inmates housed in community-based correctional centers, thereby reducing required facility construction.

The recommended program is modeled upon successful programs nationwide.

E. Recommendation

The program should be implemented by following the recommendations of the study.

F. Fiscal Display

See attached.

G. Implementation

Provide funding for this purpose in the 1981-82 Governor's Budget.

DEPARTMENT OF CORRECTIONS

BUDGET CHANGE PROPOSAL

Fiscal Detail
1981-83 Budget

<u>Community Corrections Positions</u>	<u>Annual Staff Salary/ Benefit Cost</u>
1.0 Parole Agent III (Assistant to Re-entry Administrator)	\$ 25,212
0.5 Research Analyst I	6,792
1.0 Accountant I	13,524
2.0 Parole Administrator I (Community Corrections Coordinator - North and South)	54,072
5.0 Office Assistant II (typing)	50,400
2.0 Parole Agent II (Community Correctional Specialist)	45,912
2.5 Correctional Counselor I (Re-entry Coordinator)	52,290
2.5 Office Assistant II (records)	24,120
TOTALS	\$ 272,322
Staff Benefits (.3294)	89,702
TOTAL PERSONAL SERVICES	\$ 362,024
<u>Operating Expense</u>	
400 beds @ \$28 per diem	\$5,183,000
TOTAL PERSONAL SERVICES AND OPERATING EXPENSE	\$5,545,025

II. COMMUNITY CORRECTIONS STAFF POSITION DESCRIPTIONS

The recommended staffing plan will bring California into line with the widespread practice of providing for a separate administrative structure concerned solely with the management of residential community corrections center programs.

The basic residential community corrections staff will be phased in over a two-year period, between 1980 and 1982. Subsequent to FY 1981-82, all staff changes should be population-related only (little variation in basic administrative staff and probable increases in line staff). In the early stages of program operation, relief for institutional staff is provided commensurate with the increase in activity brought about by the community corrections program. During this period however, only partial positions will be available for use by the Institutions Division. This is due to the small number of inmates initially involved and the currently accepted Departmental hiring ratio of 1:150 for correctional counselor positions. This also will be true of clerical support positions, both in and out of the institutions.

The hiring options, locations, and functions of staff positions proposed for the community corrections subdivision are detailed below. Cost analyses of the positions, as well as years of implementation, are contained in the budget staffing analysis (see Part Two, Chapter II, Tables 2, 3, and 4).

1. Re-entry Administrator for Community Corrections

The Re-entry Administrator will be hired at the CEA I level and will report directly to the Deputy Director, Parole and Community Services Division. The position, located at Central Office, will have primary administrative responsibility for the entire community corrections center program and for achievement of its stated objectives (see Part I, Section II). The indicated classification level is necessary to insure that the community corrections program will receive appropriate support, defense, and expansion.

The Re-entry Administrator will become thoroughly familiar with the literature and practices in community corrections nationwide and will insure that his/her staff also are familiar with this material. (A selection of materials with which community corrections staff should be familiar is provided in the bibliography appended to this report.)

He/she will keep abreast of community corrections in other jurisdictions, both within and outside the State, by maintaining membership and active involvement in professional organizations (e.g., the American Correctional Association and the International Halfway House Association) and will encourage staff to do likewise. The Administrator will promote the initiation, maintenance, and expansion of residential community correctional programs in California, and will have primary responsibility for evaluation program data submitted and making recommendations for program expansion, alteration, and contracting.

With the Deputy Director, P&CSD, and the CDC Executive Staff, the Administrator will evaluate, plan, and make policy decisions concerning community corrections. He/she will regularly seek input from regional administrators, wardens/superintendents, usually through attendance and involvement at correctional administrators' meetings as appropriate. The Re-entry Administrator is the last level of review before the Deputy Director in the appeals process. He/she will actively recruit involvement Statewide of other agencies and the community at large in community corrections, including forming and regularly meeting with a Statewide advisory board for community corrections.

The Re-entry Administrator will have primary responsibility for maintaining good public relations, including relations with the press. In the case of serious incidents, all press releases will be handled by the Administrator in liaison with the P&CSD Deputy Director and the Director of Corrections. The Administrator will review research and program data with the research analyst and regional coordinators. He/she will have primary responsibility for interpretation, refinement, and initiation of required action in monitoring and evaluating systems. In addition, he/she will provide for regular meetings among community corrections CDC staff and community contracting staff. The Administrator has final responsibility for the operation and maintenance of community corrections in California in keeping with the stated objectives of the program.

2. Assistant to the Re-entry Administrator

This position will be staffed at the PA III or PA II level and will be situated at central office. The Assistant will act in the same areas as outlined above, providing assistance to the Re-entry Administrator in all areas except policy formation (which shall remain the sole prerogative of administrative staff).

The Assistant and the Re-entry Administrator will share responsibility for providing accessibility to Central Office representation at all times during the 40-hour work week for inquiries from the field and for prompt response in the case of incidents, press involvement, or other matters requiring immediate attention from management. When not available during weekend or evening hours, the Assistant and the Re-entry Administrator will be responsible for seeing that the Departmental Officer of the Day (OD) is fully advised of any problems or known potential problems in the community correctional system during the OD's period of duty. The Assistant and Re-entry Administrator shall likewise provide training and orientation for Departmental staff who serve as Officers of the Day in basic procedures and policies in community corrections.

3. Research Analyst, Community Corrections

This position, classified at the Research Analyst I level, will be located at Central Office and report to the Re-entry Administrator and the Assistant for Community Corrections. The research analyst will compile and analyze program data submitted by programs (see Part Three, Chapter VI). He/she will develop data displays suitable for feedback to non-research personnel and will compile data for reports to management, the field, the public, and the Legislature.

The research analyst will become familiar with practices and literature nationwide and will develop reports comparing and contrasting the California system to that of other jurisdictions. The research analyst will further refine the program monitoring components (see Part Three, Chapter VI and Part Four, Chapter II). Finally, the research analyst will work with administrative staff and other divisions in planning, budgeting, and transferring the community corrections system to a computerized data recovery process.

4. Pre-Release Coordinator

This position, or group of positions, will be staffed at the Correctional Counselor I level. The position is designed to supplement existing institutional correctional counselor/pre-release coordinator positions in compensation for additional duties brought about in the institution by the implementation of the community corrections program. Correctional counselor duties related to community corrections will include attending informational sessions at the institution provided by community corrections coordinators for that part of the State in which the institution is located and receiving training from the coordinator on community corrections processes.

The counselor also will advise, provide forms, and review inmate applications, as well as provide information on the inmate (e.g., evaluations for suitability on the community corrections application form). The pre-release coordinator will provide direct personal information and feedback to the community correctional coordinator in the case of any special housing inmate application. The pre-release coordinator will be responsible for forwarding inmate applications to the records office for processing and forwarding, and for providing feedback and counseling to the inmate regarding acceptance or rejection in the community corrections process (see Part Three, Chapter V).

5. Office Assistant (OA) II, Records

These positions will supplement existing institutional records office staff in numbers appropriate to the number of inmates involved in the community corrections program. The OA II, Records will receive applications for community corrections from the inmate and correctional counselor, identify the appropriate community correctional coordinator, and route the application, with a Cumulative Summary of Case Record attached, to the appropriate coordinator, with one copy going to the central file. The records OA also will receive returned applications from the program, route acceptance and rejection material to the correctional counselor for distribution to the inmate, with copies to the central file and the Classification and Parole Representative of the institution. Finally, the records OA will receive and file any data on inmate appeals or subsequent inmate return for any reason (see Part Three, Chapter V).

6. Northern California Residential Community Correctional Coordinator
Southern California Residential Community Correctional Coordinator

These positions will be staffed at either the Program Administrator I or Parole Administrator II level and headquartered in the San Francisco Bay Area and Los Angeles area, respectively. The correctional coordinator will provide the primary liaison among institutional, field, and program staff. He/she will be familiar with current literature, issues, and practices in community corrections nationwide, and will be actively involved in community corrections in his/her region. The coordinator also will be encouraged to participate in professional organizations involved in community corrections, such as American Correctional Association and the International Halfway House Association.

The Northern California and Southern California Residential Correctional Coordinators will report to the Re-entry Administrator for Residential Community Corrections, Parole and Community Services Division. The Coordinator will advise the Re-Entry Administrator on all matters requiring policy or higher management input and evaluation. He/she will meet regularly with Central Office community corrections staff, as well as with institutional staffs. He/she will provide inmate and staff training, particularly during the implementation phase, in community corrections availability and application processes. He/she will meet regularly with field staff and private program contractors, and will develop a community resource advisory board comprised of representatives from that portion of the State represented by the Coordinator. The Coordinator will be the second level in the Departmental appeals process. He/she will provide media information for his/her section of the State, except in those cases involving serious incidents that require action by the Re-entry Administrator.

The Coordinator should be sensitive to input from regional and institutional staff and do everything possible to assure the cooperation of both institutional and field staffs in the community correctional process. The Coordinator will have primary responsibility for the expansion of community corrections in his/her area and for insuring that the interests of all geographic population groups are represented in contracting and other management decisions. The Coordinator will receive all inmate community corrections applications, review applications according to selection criteria, and route applications to the appropriate agency, with copies to the community corrections specialist. The Coordinators also will oversee all transfers between programs and intervene in any area where management assistance is required to expedite the processing of inmates in and out of the community corrections system. The community corrections coordinator will have first-line management responsibility for all community corrections operations within his/her geographical area.

7. Community Corrections Specialist

Community Corrections Specialist positions will be staffed at the Parole Agent II (or in exceptional cases, Parole Agent I) level. These positions will be headquartered in each region beginning FY 1980-81. The Community Corrections Specialist will meet regularly with program contractors and will form community advisory groups to involve the local public in the community corrections process. The community corrections specialist will familiarize him/herself with available literature, issues, and practices in community corrections and will be an active participant in such organizations as the American Correctional Association and the International Halfway House Association.

The parole agent specialist working in community corrections will be familiar with all contract groups and will maintain close contact with both current and potential contract groups and related community agencies. The community corrections specialist will act as the community-based resource on the details of day-to-day community corrections programming and the communications link between local programs and the community corrections coordinators. The specialist will make regular visits to all contract agencies and will collect, organize, and forward all monitoring data from the community correctional centers monthly to the corrections coordinator and Central Office. He/she will provide on-site advice and intervention, either upon request or in the case of necessity, to both the California Department of Corrections and contract programs. He/she will provide and/or coordinate security in terms of detention or return, provide and/or monitor inmate transportation, investigate any illegal activity, arrest, or appeals that involve lost time or return to custody, and monitor any community corrections cases in local custody.

The specialist will be the first line of review in the appeals process. At the present time, it is recommended that community corrections specialists be hired at a ratio of 1:100. This appears to be the maximum number of community correctional contract beds that can be monitored efficiently by the local specialist. This ratio should be evaluated to ascertain if it is realistic or if a larger number of specialists will be required (in terms of the functions outlined in the phased program expansion in both size and geographical area). During the implementation phase, through FY 1981-82, it is anticipated that specialists hired at the recommended ratio will be sufficient.

8. Correctional Lieutenant

The Correctional Lieutenant will have primary staff responsibility for designing the security procedures and processes for the residential community centers. Operational duties will consist of inspecting facilities and monitoring programs for compliance to operating procedures manual as well as other rules and regulations governing the Department of Corrections.

9. Correctional Sergeant

The Correctional Sergeant will be responsible for most of the physical inspections of community facilities for compliance to rules regarding security, health and safety. The Sergeant will also assist the Correctional Lieutenant in general security planning.

10. Clerical Support

Office Assistants II (Typing/Records) will be hired for clerical support in community corrections according to the accepted current departmental hiring ratio of 1:150. The clerical positions recommended for the pilot and subsequent fiscal year are within these guidelines. Positions will be located as follows:

- a. Central Office - 2.0
- b. Headquarters of Northern and Southern Community Corrections Coordinators - 1.0 each location
- c. Regional Headquarters of Community Corrections Specialist Staff - 0.5 each location
- d. Institutions Division - 2.5 positions for increased workload in institution records offices

III. POTENTIAL CONTRACT AGENCIES AND PROGRAMS

To determine the potential availability of contract beds in existing public and private programs, the Community Pre-Release Task Force undertook a survey of known private and county agencies providing residential services in the community. By telephone, mailed questionnaire, and on-site survey, the task force sought to determine the total number of beds available, any specialization in resident population, current costs, and whether or not a current contract with the Department of Corrections was in effect. Potential for expansion and interest in participating in the proposed community corrections center program also were assessed.

It is recommended that the agencies identified be among those contacted by the Department in the solicitation phase of plan implementation.

CALIFORNIA COUNTY WORK FURLOUGH PROGRAMS

All counties in California were surveyed to determine current capabilities with regard to community correctional contracting.

Most counties surveyed responded positively to the possibility of State contractual arrangements and indicated their desire to cooperate in any forthcoming community corrections center system. Some jurisdictions expressed interest in providing mutual services, thereby expanding their current work furlough operations. However, since one of the primary arguments for community corrections expansion is the diminished need for capital outlay costs at the State level, the reinvestment of such costs at the county level does not appear desirable at this time. If local facilities can be expanded without major capital outlay, our history of successful contracting would highly recommend consideration of these programs for receipt of contract monies.

In favor of county work furlough programming is a good record of contracting in the past, generally lower per diem costs than either State-run community correctional centers or private contracts, and a higher level of in-house security than is available at either State-run or private community correctional centers (due to the fact that most county work furlough facilities are similar to traditional county jail structures).

There are, however, disadvantages to county work furlough contracting at the present time. Such systems are generally unable to rapidly expand their operations to absorb the numbers of inmates expected to enter the community correctional system. Most counties also report highly stressed facilities and serious overcrowding.

Table 7 lists county work furlough programs that have expressed some interest in community contracting in the future. No per diem is indicated for most facilities due to a reluctance on the part of the counties to quote definite figures prior to contract negotiation. It should be noted that while work furlough programs have traditionally provided the cheapest community correctional alternative, many of the newer programs, such as those in Alameda County, are requiring per diem as high as private programs. It is anticipated that this trend will continue as work furlough facilities upgrade both plant and programming options and move more into line with those available from the private sector.

TABLE 7: COUNTY WORK FURLOUGH PROGRAM BEDS

Agency/Location	Contact Person	Total Number Beds	Current CDC Contract
Alameda County 2425 E. 12th Street Oakland, CA	Chief Bob Parker (415) 828-5400	180 M 18 F	No
Colusa County 929 Bridge Street Colusa, CA	Undersheriff Delton Nannen (916) 458-2795	70	No
Contra Costa County 847 Brookside Drive Richmond, CA	Captain Garvin (415) 372-2401 Bill Frazier County Probation (415) 372-4496	72 M 25 F New facility opening	No No
Los Angeles County 524 N. Spring Street Los Angeles, CA	R. B. Christensen Director (213) 974-5315	200	No
Merced County 2222 M Street Merced, CA	Deputy Jill Mayer (209) 726-7520	85	No
Orange County 301 City Drive, So. Orange, CA	Betty Delaney Director (714) 956-5880	85	No
Sacramento County Rio Cosumnes Correctional Center 1818 20th Street Sacramento, CA	Bonner Phelps	43	No
San Francisco County Work Furlough 930 Bryant Street San Francisco, CA	Marvin Pugh (415) 553-1654	(Projected) 100	Yes

TABLE 7: COUNTY WORK FURLOUGH PROGRAM BEDS - Continued

Agency/Location	Contact Person	Total Number Beds	Current CDC Contract
San Mateo County Hall of Justice and Records Redwood City, CA 94063	John R. McDonald Sheriff		Yes
Santa Barbara County 4436 Calle Road Santa Barbara, CA	R. C. Dattel (805) 964-6725 Ext. 271	30	No
Sonoma County 2555 Mendocino Ave. Santa Rosa, CA	Jim Hussett (707) 527-3191	40	No
Tehama County P. O. Box 99 Red Bluff, CA	David J. Minch (916) 527-4052	16	No
Tulare County 3600-O-Road Visalia, CA	Joseph C. Jimenez (209) 733-6207	45	No
Ventura County City Center Oxnard, CA	Richard Humeston Supervisor (805) 487-7711 Ext. 4585	50	Yes

PRIVATE CONTRACT BEDS IN CALIFORNIA

Table 8 lists private sector providers of correctional services in California. The information has been compiled from on-site visit, telephone survey, and questionnaire responses obtained by the task force and staff of the Parole and Community Services Division. Efforts were made to receive input from all interested parties. Overall, private contract beds appear to be widely available at a per diem rate comparable to that of prison (\$27.57) and State-run facilities (\$27.75).

Personnel involved in 68 private programs that currently deal with convicted felons responded to the survey. Collectively, these programs provide 2,262 beds, with approximately 20% of respondents indicating an ability to expand if adequate funding were available. Of the 2,262 beds, 332 are for men only; 160 are for women only.

All programs contacted are residential and provide room and board as well as some supervision of offenders. Many also provide a wide range of services, including employment counseling, academic programming, personal counseling, and 24-hour security. (Not included in the survey are outpatient services or programs for extremely specialized groups or long-term commitments. Such facilities were judged to have little utility for the type of short-term programming recommended in this report.)

Some of the respondents already contract with the Department for limited pre-release or parolee services; approximately 20% are under federal contract to house pre-releasees, parole violators, and lesser offenders.

The mean per diem for all private facilities surveyed is \$17.55. The mean per diem for facilities contracting with the federal government for 24-hour supervision and care of pre-releasees is \$25.43. It is reasonable to assume that the figure of \$25.43, which reflects costs for fiscal 1979-80, will be raised slightly due to the annual inflation rate in excess of 10% and an anticipated cost of 23¢ per inmate for International Halfway House insurance liability premium. (Such insurance will greatly reduce the economic hazards of community placement, and most private agencies are expected to join the umbrella policy provided by IHHA). Considering these factors, \$28 per inmate per day should be budgeted as a realistic cost of community inmate housing for the duration of fiscal 1979-80 and for all of fiscal 1980-81.

TABLE 8: POTENTIAL CONTRACT AGENCIES - PRIVATE SECTOR

Program Name/Address	Contact Person	Area Served	Total Beds/ Specialization	(4/79) Per Diem	Current CDC Funding
Allied Fellowship Service 1850-9th Avenue Oakland, CA 94606	Kerry Gough (415) 534-5354	East Bay	19 Male	17.45	Yes
Anysis Group 4026 Century Blvd. Inglewood, CA 90304	Canon & Company James Houston (213) 677-2176	San Gabriel Valley, East Los Angeles	35 Coed	22.46	Yes
Ark Help Services 348 Kolb Monterey, CA 93940	Executive Director (408) 649-1772	Monterey County	8 (4 Female)	12.00	Yes
Bay Area Quest P. O. Box 18998 San Francisco, CA 94118	Sr. Catherine Donnelly (415) 668-2622	5 Bay Area Counties	20 Female (Temporarily closed due to relocation & expansion)	32.96	No
Brandon House 1716 San Antonio Crt San Jose, CA 95116	Executive Director (408) 258-6146	Santa Clara County, South Bay	37 Female	20.00	Yes
Bridge 1820 Scenic Avenue Berkeley, CA 94709	Executive Director (415) 548-7270	San Francisco Bay Area	80 Coed	14.00	Yes

Program Name/Address	Contact Person	Area Served	Total Beds/ Specialization	(4/79) Per Diem	Current CDC Funding
Bridgeback 1730 W. Vernon Ave. Los Angeles, CA 90062	Director (213) 294-8119	Los Angeles	65 Coed	25.00	No
Canon & Company 4026 Century Blvd. Inglewood, CA 90304	James Houston (213) 677-2176	Inglewood So. Central Los Angeles South Bay	35 Coed	21.96	Yes
Casa Libre 5970 Tennant Rd Ave. San Jose, CA 95138	Executive Director (408) 275-8506	South Bay	22 Male	24.15	Yes
Castle Drug Program 1843 So. Crenshaw Los Angeles, CA 90019	Director (213) 734-1143	Los Angeles	40 Coed/Drug Treatment	25.00	No
Chabad House Intake 5322 Wilshire Los Angeles, CA 90036	Director (213) 938-2494	Los Angeles	23 Coed	25.00	No
Christs Center Mission House 1451 Thomas Avenue San Francisco, CA 94124	Rev. Charles John Jones (415) 333-8627 (415) 822-3343	Bay View Hunters Point	12 Coed Christian Emphasis	6.00	No

Program Name/Address	Contact Person	Area Served	Total Beds/ Specialization	(4/79) Per Diem	Current CDC Funding
Central City Mental Health 4211 South Avalon Boulevard Los Angeles, CA 90011	Director (213) 748-8651	Central Los Angeles	80 Coed Mental Health Services	22.00	Yes
Crash, Inc. 2410 E Street San Diego, CA 92102	William V. Dawson (714) 239-9691	San Diego	24 Coed	15.00	Yes
Cri-Help, Inc. 11107 Burbank Blvd. North Hollywood, CA 91601	Jack Bernstein (213) 877-4441	Hollywood Burbank San Gabriel Valley	62 Coed	16.00	Yes
Crossroads, Inc. 1269 No. Harvard Claremont, CA 91711	Alan Parkes (714) 626-7847	Pomona Valley	8 Female	19.50	Yes
Didi Hirsch Community Mental Health (Via Avanta) 4760 Sepulveda Blvd. Culver City, CA 90230	Director (213) 293-5387	Culver City	45 Coed Mental Health Services	6.00	Yes
East Bay Re-Entry Rube, Inc. Agency 1662 1/2 No. Garey Avenue P.O. Box 558 Pomona, CA 91769	T. R. Nissen (714) 623-0604	Hayward Castro Valley	20+ Coed	\$29.56 @ 20+ Beds	No

Program Name/Address	Contact Person	Area Served	Total Beds/ Specialization	(4/79) Per Diem	Current CDC Funding
Eclectic Communica- tions, Inc. P. O. Box 261 Santa Barbara, CA 93102	Arthur Mc Donald (805) 968-6066	Santa Barbara San Luis Opispo and Ventura Counties	24 Coed Pre- Release; in- cludes college level academic programs	18.36	No
Freedom House 475 Medford Avenue Hayward, CA 94541	Director (415) 278-0230	South Bay	22 Male	12.50	Yes
Friends Outside of Monterey County 1071 Pajaro St. Salinas, CA 93901	John Mundell (408) 758-9421	Monterey County	12 Coed	13.50	Yes
Friends Outside of San Francisco 136 Church St. San Francisco, CA 94114	Louise Enright (415) 863-5100	San Francisco	6 Female	20.00	Yes
Gateways Community Treatment Center 1891 Effie St. Los Angeles, CA 90026	Lawrence Lauber (213) 666-0171	Los Angeles Metropolitan	29 Coed Mental Health	25.00	Yes
Hansen Warren Foundation 811-3rd St. Santa Rosa, CA 95404	Director (707) 545-2538	Sonoma County	6 Male	15.00	No

Program Name/Address	Contact Person	Area Served	Total Beds/ Specialization	(4/79) Per Diem	Current CDC Funding
Henry Ohlhoff House 601 Steiner Street San Francisco, CA 94117	Rev. Guy J. Littman (415) 621-7097	Bay Area	40 Male alco- holism recov- ery. Employed only or ready to become em- ployed	Episco- pal Church funded	No
Hoffman House 940 Dawson Avenue Long Beach, CA 90804	John Elmore (213) 434-0036	Long Beach	13 Female	26.00	Yes
House of Uhuru 8005 So. Figueroa Los Angeles, CA 90003	Director (213) 778-5290	Central and So. Central Los Angeles	30 Coed	25.00	No
Humbolt Halfway House 904 G Street Eureka, CA 95501	Director (707) 445-0404	Eureka	12 Male	6.00	Yes
Impact House of Principles 1680 No. Fair Oaks Pasadena, CA 91103	Ben A. Weidenbener (213) 681-2575	Pasadena	60 Coed	26.00	Yes
Kazi Kedrin House 369 West Manchester Avenue Los Angeles, CA 90003	Director (213) 753-5471	Los Angeles Metropolitan	76 Coed	28.00	No

Program Name/Address	Contact Person	Area Served	Total Beds/ Specialization	(4/79) Per Diem	Current CDC Funding
Mission Re-Entry Span, Inc. 1636 No. Garey Ave. P. O. Box 558 Pomona, CA 91769	T. R. Nissen (714) 623-0604	Ontario Pamona Upland	20 Coed	27.55 @ 20 bed con- tract	No
Model Ex-Offenders 1719 National Ave. San Diego, CA 92113	Director (714) 234-6191	San Diego	24 Male	23.00	Yes
Narcotics Education League 3315 East 14th St. Oakland, CA 94601	Director (415) 536-4760	Oakland East Bay	20 Male	15.00	No
Oranda County Half- way House 3035 Prather Lane Santa Cruz, CA 95065	Director (408) 476-0466	Santa Cruz	11 Male	20.00	No
Orange County Half- way House 12862 Garden Grove Blvd., Suite 280 Garden Grove, CA 92643	Harvey De Meneces (714) 638-1971	Orange County	3 Facilities 1. 66 Coed 2. 80 Coed 3. 28 Coed	1. 23.18 2. 22.71 3. 20.73	Yes
Prison Ministries 20th & P Streets Sacramento, CA 95814	Director (916) 442-7626	Sacramento	18 Male	4.30	No

Program Name/Address	Contact Person	Area Served	Total Beds/ Specialization	(4/79) Per Diem	Current CDC Funding
Prison Preventors 4115 West Century Blvd. Inglewood, CA 90304	Robert Klise (213) 671-7746	Los Angeles	35 Male	25.00	Yes
Reality House West 870 Market St. San Francisco, CA 94102	Director (415) 673-8877	San Francisco Bay Area	72 Coed	26.00	No
Residence Inn 10 East Pico Pasadena, CA 91105	Director (213) 795-0252	Pasadena	35 Coed	4.25	Yes
Rubidou Re-Entry Rube, Inc. 1662 1/2 North Garey Ave. P. O. Box 558 Pomona, CA 91769	T. R. Nissen (714) 623-0604	Riverside San Bernardino Palm Springs	30 Coed	@ 30 Bed Contract 23.83 @ 20 Bed Contract 27.50	No
The Salvation Army Western Territory 30840 Hawthorn Blvd. Rancho Palos Verdes, CA 90274	Maj. Robert L. Keene (213) 541-4721	Statewide	San Diego 25 Coed San Diego 45 Male Long Beach 25 Male Stockton 15 Male	23.00 25.00 25.00 32.00	No
			Available, not currently operating: San Bernardino 60 Pasadena 50 Sacramento 104 Oakland 20 Whittier 20		

Program Name/Address	Contact Person	Area Served	Total Beds/ Specialization	(4/79) Per Diem	Current CDC Funding
Smile Spiritual Missions 5218 Melrose Avenue Los Angeles, CA 90038	Director (213) 467-0900	Los Angeles Metropolitan	12 Coed	10.50	No
Social Rehabilita- tion Service Center 303 Newton Ave. Oakland, CA 94608	Director (415) 835-2340	East Bay	15 Male	11.25	Yes
Sojourner House 1921-28th St Sacramento, CA 95816	Jean Sherrill (916) 452-3864	Sacramento	9 Female	38.00	Yes
Straight Ahead 34185 Pacific Coast Highway Dana Point, CA 92629	John Bowler (714) 496-0321	San Diego	50 Coed	20.00	Yes
The Alternative House The Aquarian Effort 2104 Capitol Ave. Sacramento, CA 95816	Galen L. Phipps (916) 444-6297 (916) 372-5400	Sacramento	30 Coed Drug Abuse Treatment/ Re-Entry	21.41	No
Turning Point of Central California P. O. Box 3146 107 South Church St. Visalia, CA 93277	Marvin Wiebe (209) 732-8086	3 Facilities: Bakersfield Fresno Visalia	8 Male 15 Male 24 Coed	\$24-34	No

Program Name/Address	Contact Person	Area Served	Total Beds/ Specialization	(4/79) Per Diem	Current CDC Funding
The Villa Orange Co. Alcoholic Women's Rehabilitation Center 1605 East Fourth St. Santa Ana, CA 92701	Doris La Magna (714) 541-2732	Orange County	15 Female	Grant- Funded	No
Vinewood Re-Entry Span, Inc. 1636 No. Garey Ave. P. O. Box 558 Pomona, CA 91769	T. R. Nissen (714) 623-0604	Hollywood Los Angeles	35 Coed	23.94	No
Vo Care Foundation, Inc. 2846 Delaware Oakland, CA 94602	J. Pat Morris (415) 530-6400	Northern California	25 Female 16 Female w/ Children	16.35	No
Volunteers of America - Western Region 1501 Wilshire Blvd. Los Angeles, CA 90017	Mary Gomez Daddio (213) 484-8226	Statewide	Coordinates VOA facilities local facili- ties itemized below:		
Volunteers of Ameri- ca, Los Angeles Midway Center 1501 Wilshire Blvd. Los Angeles, CA 90017	Col. Paul H. Norte (213) 484-8226	Los Angeles County	20 Coed Re-Entry 5 Female Re-Entry	19.86 21.91	Yes
Volunteers of Ameri- ca, Oakland 2364 East 15th St. Oakland, CA 94601	Dan Strickland (415) 534-3105	Alameda County	30 Coed Re-Entry/ Work Furlough	22.00	Yes

Program Name/Address	Contact Person	Area Served	Total Beds/ Specialization	(4/79) Per Diem	Current CDC Funding
Volunteers of America, Sacramento 1229 I Street Sacramento, CA 95814	John Olmstead (916) 442-3691	Sacramento	22 Coed Re-Entry	31.13	No
Volunteers of America, Santa Clara Brandon House 1501 Wilshire Blvd. Los Angeles, CA 90017	Jerry G. Hawken (408) 294-7576	Santa Clara County	6 Female	3.19	Yes

In addition to the programs listed in Table 8, the following facilities have expressed interest in the community correctional centers project and should be contacted in any request for proposal process. Because of either the specialized nature of the program or late reception of materials, the following have not been included in the per diem and number-of beds analysis.

Greg Wherry, Director
Baker Places, Inc.
2104 Hayes Street
San Francisco, CA 94117

Buckelew House
1109 Sir Francis Drake Boulevard
Kentfield, CA 94904

Francis Allen, Director
Friendship House
1340 Golden Gate Avenue
San Francisco, CA 94115

Gateway Foundation, Inc.
4049 Miller Way
Sacramento, CA 95817

Tom Alexander, Director
Teen Challenge
1464 Valencia
San Francisco, CA 94140

M. Moody, Director
Tradition One, Inc.
4104 Delta Street
San Diego, CA 92113

Women in Need
Gracenter
Good Shepherd Sisters
256 Amherst
San Francisco, CA 94134

IV. SAMPLE RFP AND GUIDELINES FOR PREPARATION/EVALUATION

A. INTRODUCTION

Through its Parole and Community Services Division (P&CSD), the California Department of Corrections (CDC) is expanding its work-furlough program in a pilot phase of a statewide system of community correctional centers. Historically responsible for State correctional activities in the community, P&CSD now administers work-furlough programs for State inmates at the Central City Community Center in Los Angeles and the Volunteers of America program in Oakland, and contracts with San Francisco and San Mateo Counties for beds in their work furlough programs.

Of an additional 200 beds, approximately 100 will be in the greater Los Angeles area (including Orange County, the San Gabriel and San Fernando Valleys, and Long Beach), and 100 in the San Francisco Bay Area (including the East Bay and San Jose/Redwood City areas). The average cost per bed will be \$28 for programs in the Los Angeles and San Francisco areas.

CDC also will establish within P&CSD a nucleus administration for the expanded community corrections center system. The administrative staff will be responsible for developing and implementing a standardized system of criteria and procedures for intake, program operation, and the evaluation and monitoring of programs.

The California Department of Corrections anticipates that program participation during this pilot phase will be limited to persons serving the last 120 days of a prison sentence and to certain parole violators.

B. BACKGROUND AND PROBLEM STATEMENT

The need to aid and encourage the reintegration of the incarcerated offender into the community has been recognized in correctional literature worldwide. Faced with an unprecedented rise in the rate of prison commitment occasioned by enactment of California's Determinate Sentence Law (effective July 1, 1977) and the resultant overcrowding of California prisons, the Department of Corrections proposes to deal with both the need for reintegration of the offender and the problem of overcrowded prisons by expanding its residential community corrections program. A report prepared by the Department in June 1979 recommends increasing the number of beds available for pre-release statewide to 1,200 by FY 1983-84.

As related to the problem of overcrowded prisons, this expansion of community corrections would offer some relief for double-celled prisoners prior to the earliest possible completion of a new institution and would reduce the need for large capital outlay and increases in staff.

Central to successful prisoner reintegration are income, residence, and a supportive network of social relationships. Recent evaluations of community pre-release programs administered by the Canadian Penitentiary Service,¹⁰ the federal prison system,¹¹ and the states of Ohio¹² and Massachusetts,¹³ indicate that increased contact between inmate and community prior to release may reduce the incidence and/or severity of additional criminal behavior and increase some measures of an offender's positive adjustment, such as amount of earnings and use of community resources.

C. OBJECTIVE

To reduce the degree of overcrowding in California prisons consistent with public safety by increasing the opportunities for residential community corrections placements administered by the Parole and Community Services Division.

To assist inmates who are within 120 days of release to develop an adequate income, stable residence, and constructive family/social relationships by providing basic supervision and services in a residential community corrections program.

D. PROGRAM GUIDELINES

1. Each program must comply with the Policy and Procedures Guidelines for Community Correctional Centers issued by the Department.
2. Each program will screen and select candidates according to criteria established by the Department.

¹⁰Ervin Waller, "Men Released From Prison," Canadian Studies in Criminology (Toronto: University of Toronto, 1974).

¹¹James L. Beck, Richard P. Seiter, Harriet M. Lebowitz, Community Treatment Centers Field Study, op. cit.

¹²Richard P. Seiter, op. cit.

¹³Daniel P. LeClair, "Societal Reintegration and Recidivism Rates" (Boston: Massachusetts Department of Corrections, 1978).

3. Each program proposal must provide for:
 - a. Housing, meals, and basic transportation for residents.
 - b. 24-hour staff coverage at the facility.
 - c. Supervision and monitoring of residents' activities at and away from the facility.
 - d. Regular and frequent supervision contacts between staff and resident.
 - e. The maintenance of confidential records and information on each resident as required by law.
 - f. A grievance or appeals system to process residents' complaints.
 - g. A disciplinary system consistent with Departmental requirements as outlined in the policy and procedures guidelines for community corrections.
4. Each program proposal must outline a plan for securing law enforcement assistance in cases of emergency involving violence or an immediate need for placing a resident in close custody. Arrangements with local law enforcement agencies or parole units must be documented and supported with written agreements.
5. Each program will assess and collect a specified amount of money from each resident who is employed 30 hours per week or more. Residents who earn less than \$200 gross per week will be assessed \$4 per day; residents earning \$200 or more will be assessed \$5 per day. Total amounts collected will be noted on the monthly billing form and deducted from the amount billed to the Department.¹⁴
6. Supplemental costs of the program may be supplied through other sources of income. These sources must be identified in the budget.
7. Services designed to assist each resident in developing important elements in post-release situations are to be part of the program plan. These services, which may be

¹⁴Appendix D is an activity report for the State contract work furlough program operated by San Mateo County. Column 10 contains the amounts which the county collected from residents for reimbursements of program expenses. These collections averaged \$6.05 per resident per day.

offered by the program's staff or through referral, may include but are not limited to the following:

- a. Employment/training/school counseling and placement.
- b. Medical/psychological treatment (emergency and non-emergency).
- c. Individual and/or family counseling.
- d. Drug and/or alcohol treatment.
- e. Assistance with transportation.
- f. Legal assistance.

E. REPORTING REQUIREMENTS

The selected contractor will be required to provide various written reports from the time of review of an application to the time of discharge from the program.

On a monthly basis, the contractor must provide monthly participant profiles and registers of participation on forms to be supplied by P&CSD.

On a quarterly basis the program will provide reports to P&CSD containing:

1. A detailed description of the services provided during the past quarter.
2. A brief description of the work to be performed during the next quarter.
3. A description of any technical, administrative, or staff problems experienced in the past quarter or expected in the future.
4. Any changes in key personnel assigned to the contract during the past quarter.
5. A list of expenditures and income during the past quarter and cumulatively through the fiscal year.
6. A list of clients served during the past quarter.

For purposes of State and federal evaluation and monitoring, case files containing the above information will be established and maintained by the service provider on each participant.

Any use of subcontractors not included in the original proposal must have prior written approval of the community correctional administrator. The contractor or provider of service is responsible for the performance of any subcontractor.

F. PROPOSAL SUBMISSION REQUIREMENTS

1. The project coordinator is:

Community Corrections Administrator
Parole and Community Services Division
714 P Street
Sacramento, CA 95814

2. Proposal responses should be submitted to:

Community Corrections Administrator
Parole and Community Services Division
714 P Street
Sacramento, CA 95814

All questions, correspondence, or other matters pertaining to this RFP shall be directed to:

3. Proposals must be:

- a. In five (5) copies.
b. Mailed, postage prepaid, or delivered in person.
c. Received no later than _____.

4. All costs of proposal preparation shall be borne by the bidder.

5. The Parole Division reserves the right to reject all proposals received by reason of this request.

6. The Parole Division reserves the right to retain all proposals submitted.

7. The maximum amount of this contract will not exceed _____.

8. The term of this agreement will be from approximately _____.

9. Contractor will be paid monthly, in arrears, upon receipt of invoices in triplicate. In certain instances, advance payment may be available.

10. The selected proposal shall be subject to negotiation by the designee of the Parole Division.

G. FORMAT OF PROPOSALS

1. Workplan:

List and describe each project task, including services to be provided and administrative functions. Include an estimate of person-days required for each task. Identify key points at which a management decision is required. Specify what will happen with CDC clients upon termination of the contract.

2. Each bidder must submit a detailed budget with the bid. The budget will contain:

- a. Detail of bidder's staffing for the proposed contract, job specifications for staff to be used, and percentage of time that staff will spend providing services. Resumes of lead personnel should be included.
b. Rates of pay and fringe benefits that will be paid to employees of contractor if awarded a contract.
c. Duties of all staff that may be used in performance of the contract, including officers and consultants.
d. Amount to be paid for travel based upon approved corporate rates.
e. Supplies, including food, necessary to serve projected clients (specify).
f. Rent and other operating costs to service projected clients (specify).
g. Amount of overhead and documentation supporting rate. (Without an approved indirect cost rate, a maximum of 5% administrative costs will be allowed.)
h. Number of clients to be served by this contract; cost per client served.

3. Corporate information:

- a. A description of qualifications, including knowledge of and experience with ex-offenders and/or addicts.
- b. Evidence of similar services, if any, provided by proposed contractor currently or in the past. (Place particular emphasis on similar projects performed for other federal, State and local jurisdictions and evidence of any understanding of local Parole and Community Services Division unit offices.)
- c. A list of other funding; how used. (If funds are available for operating a portion of the proposed facility, please show how this relationship is reflected in your proposal).

Note: Please number all pages except attachments and keep proposals brief.

H. PROPOSAL SELECTION CRITERIA

The proposals will be evaluated by a committee from within the Department of Corrections and one representative of the community. All proposals will be reviewed individually by each committee member using the following criteria:

- a. Methodology (recognition of overall points objectives) _____ 25
- b. Budget (proposals will be judged points according to their cost-effectiveness) _____ 20
- c. Plan and scheduling of work points _____ 10
- d. Corporate capability points _____ 15
- e. Staff qualifications points _____ 10
- f. Related experience (corporate points and staff) _____ 10
- g. Clarity of proposal points _____ 10

100 TOTAL POINTS

Awards will be made to the organizations or individuals whose proposals are determined to be most advantageous to the State. The State reserves the right to reject any proposal, and at any time after the closing date to conduct negotiations to the extent the State deems necessary and appropriate. Proposals, however, should be submitted on the most competitive basis in regard to price, delivery constraints, time for completion, and other factors since the State may elect to make an award immediately after the deadline for submission of proposals without any further discussion and/or negotiation.

V. STANDARD POLICIES AND PROCEDURES FOR
COMMUNITY CORRECTIONAL CENTER OPERATION

An essential task in expanding community corrections in California is the development of standard policies and procedures that will apply to each program, whether it is operated by the Department, a county, or a private contractor. Although each center will develop operational guidelines to suit its own program, minimum standards are necessary to maintain a basic level of services and controls in the supervision of residents.

The policies and procedures set forth in this chapter differ somewhat from those of existing work-furlough programs for State inmates. The remainder of the policies and procedures needed to administer an effective community corrections system may be adapted from the Department's Work Furlough Manual in current use by the Central City Community Center, the Volunteers of America program, and the work furlough programs of the counties of San Mateo and San Francisco.

Presented below are: An outline of community correctional center program emphases; program operations; sample guidelines to govern admission procedures, rules for center residents, and procedures for resident supervision and control; and selection/exclusion criteria.

COMMUNITY CORRECTIONAL CENTER PROGRAM EMPHASES

Because residents of these centers are convicted felons, the setting in which any services are provided must be a controlled one. Deprivation of certain freedoms is an essential ingredient of the "punishment" defined in Section 1170(a)(1) of the Penal Code as "the purpose of imprisonment for crime". Control is relaxed in a community corrections setting as compared to a penal institution in order to aid the offender's reentry into the community. Control is exercised in community corrections by enforced presence in the residential facility except for specified times during which the resident is to complete tasks designed to promote reintegration into the community. A resident's activities inside and outside the facility are monitored to detect behavior threatening to the community or disruptive of the program and to identify potential obstacles to the resident's "fitting in" with the community. Because these programs provide closer monitoring of activities than is possible under parole supervision, community correctional centers offer the advantage of greater control over a person's behavior in the transfer from institution to parole.

The services offered in community correctional centers consist mainly of giving residents certain opportunities to pursue employment, training, or an academic program; to arrange for a suitable residence for eventual release; and to re-establish positive relationships with friends and family. Available research does not support an emphasis on enforced social or psychological "treatment" in a community corrections setting.¹⁵

Services for most residents thus should focus on the practical problems of developing stable and adequate income and residence as preparation for return to the community.

An undetermined number of persons to be released from California prisons require some special services. Persons with a history of emotional instability or illness or who are receiving psychotropic medication can benefit from qualified assistance in linking them with community mental health services, sheltered workshops, and specialized residential services that they may need upon release to the community. Special programs may be necessary if the more generalized programs find these persons disruptive. Toward this end, the Department should begin to identify the proportions of incarcerated persons requiring special services and contract with community correctional centers that can provide such services. Special-service target groups should include women with children, the retarded, physically handicapped, non-English speaking, and psychiatric cases. (Because persons with a history of drug addiction tend to require much more intense supervision in community settings, it is recommended that general programs restrict such persons to 20% of their total population.) Special programs also should be designed to deal with the problems presented in detecting and preventing drug use and the behavior patterns leading to it (e.g., by means of frequent and regular testing). In this manner, a greater percentage of the prison population could be accepted into community corrections.

GENERAL DESCRIPTION OF COMMUNITY CORRECTIONAL CENTER PROGRAM OPERATIONS

An inmate interested in placement in a community correctional center submits an application through the correctional counselor

¹⁵See, for example, James Beck and Harriet Lebowitz, "Relationship Between Post-Release Outcome and Amount of Service in Community Treatment Centers", Chapter 5 in Community Treatment Center Field Study - 1978, op. cit. The study found no lasting differences in measures of positive adjustment or criminal behavior between persons released from centers emphasizing a therapeutic or counseling approach and those released from centers that are "more custodial in nature with the emphasis on residents spending as much time as possible in the community."

CONTINUED

1 OF 2

designated as the institution's pre-release coordinator. The application and records of the inmate's criminal history and institutional adjustment are sent from the institution to the Re-Entry Administrator who is responsible for administering the various centers (see staff position descriptions, Part Three, Chapter II). The assistant to the Re-entry Administrator (Assistant) reviews the application and case material, applying the exclusion criteria (detailed later in this chapter). Denial of the application by the Assistant may be appealed by the inmate through the Departmental appeals process. If approved by the Assistant, the application is sent to a program in the geographical area to which the inmate plans to be released. Program staff review the application and case material and may approve the application or deny it on the basis of exclusion criteria. Denial may be appealed only to the program unless the program is staffed by the Department.

The central file of an inmate accepted and transferred to a community correctional center will be sent to the appropriate regional office of the Parole and Community Services Division.

Arriving at the center within 120 days of expected release to parole, the inmate-resident will receive an orientation to the services, restrictions, and expectations of the Department and the particular center. Each program will provide adequate residential facilities, provision for meals, regular supervisory contact with each resident to determine problems and progress, adequate transportation, and provision for necessary medical services.

Program emphasis will be on the use of time by the resident to:

1. Establish a means of sufficient income, usually employment. (For some, this income may be a form of public assistance such as Social Security).
2. Develop plans for stable residence after release from the center (family, friends, or an independent living arrangement).
3. Review previous relationships with family and friends who may provide the emotional and practical kinds of assistance to readjust to community life.
4. The most important means of enabling a resident to develop these plans is the provision of opportunities to leave the residential facility to find and pursue a job (or training or school); to contact important social services such as mental health, drug abuse treatment, Veterans Administration, or Social Security; to visit family and friends for the purpose of becoming reacquainted and making plans.

The resident and program staff have complementary responsibilities in verifying the resident's activities away from the program. In regular supervisory contacts with program staff, the resident will provide information about his/her activities. Staff will verify this information through contacts with the resident's employer and family, through contacts with the resident at work or on overnight furlough, and through examining paycheck stubs and savings account books.

Failure to cooperate with stated goals and procedures could result in the resident's return to prison for administrative reasons. Falsifying information given to staff or violation of laws or rules of the Department or the center could lead to a return to prison, loss of "good time" credits, or a new commitment.

Other controls on residents' activities include anti-narcotic urinalysis tests for residents with a drug abuse history, routine and necessary searches, sign in/out procedures, and regular daily accountings for every resident in the center. Any resident who cannot be located in the facility or at the destination listed on a pass may be declared an escapee and an All Points Bulletin (APB) issued. An APB must be issued for any resident who cannot be located within 12 hours.

Each program will maintain a complete written record of each resident's progress and will submit reports on rule violations and on resident discharge from the program. In addition, each program will submit to P&CSD monthly information on residents received and discharged, disciplinary actions, supervisory contacts, and services and controls provided.

Standard information on each center's cost and services and on the behaviors of residents after release will be collected and evaluated on an ongoing basis. Administrative staff will use the findings on significant advantages/disadvantages as a basis for training of program staff and for planning the future course of California's community corrections system.

CDC RULES FOR CORRECTIONAL CENTER RESIDENTS

Inmates placed in community correctional centers are under the immediate supervision of the program's staff and must abide by the rules set forth below. Violation of any of these rules may result in arrest, return to the institution, and/or loss of good time credit. Any violation of the law, including escape or absconding from the correctional program, may be prosecuted as a new crime. A copy of these rules should be signed and dated by the resident and a staff member, indicating understanding of and agreement to the conditions of residency.

1. Resident must obey all city, county, State, and federal laws.
2. Resident must obey rules of correctional center of residence.
3. Violence or threat of violence is prohibited.
4. Resident must sign out before leaving the program for any reason, and sign in upon return.
5. Use or possession of any alcoholic beverage or illegal drug is prohibited.
6. Resident must return to the correctional center before the time limit stated on his/her pass or furlough. If resident does not return at the stated time, he/she may be declared an escapee, a warrant issued for arrest, and prosecution in court for escape may result.
7. Resident must contact program staff as soon as possible if any emergency occurs while away from the program, especially if he/she is detained past check-in time.
8. Plans for any pass and any changes in those plans must be approved by program staff. Resident must keep staff informed of his/her whereabouts while on pass or furlough.
9. Resident must go directly to the destination shown on a pass, and return directly to the correctional center after completing the stated objective.
10. Resident must obtain written approval from program staff before operating any motor vehicle. This will require demonstration of insurance coverage, a valid operator's license, and written approval from the owner of the vehicle.
11. Resident must obtain written approval from program staff before signing any type of civil contract, including the borrowing of money or the purchase of any item on credit or time payments.
12. Resident must not use or have in his/her possession any credit card.
13. Resident must not obtain a marriage license without prior written approval of program staff.
14. Resident must follow the instructions of program staff.

15. If so instructed by staff, resident must submit to a urine test, search, or seizure of suspected contraband or evidence.
16. Resident must not allow visitors into his/her room or into any other unauthorized area of the center; resident must not visit with anyone outside the times approved for visiting.
17. Resident must stay out of the records office and other unauthorized areas of the center unless specific staff approval is obtained.
18. Participation in a correctional center requires compliance with all disciplinary actions taken by program or CDC staff.

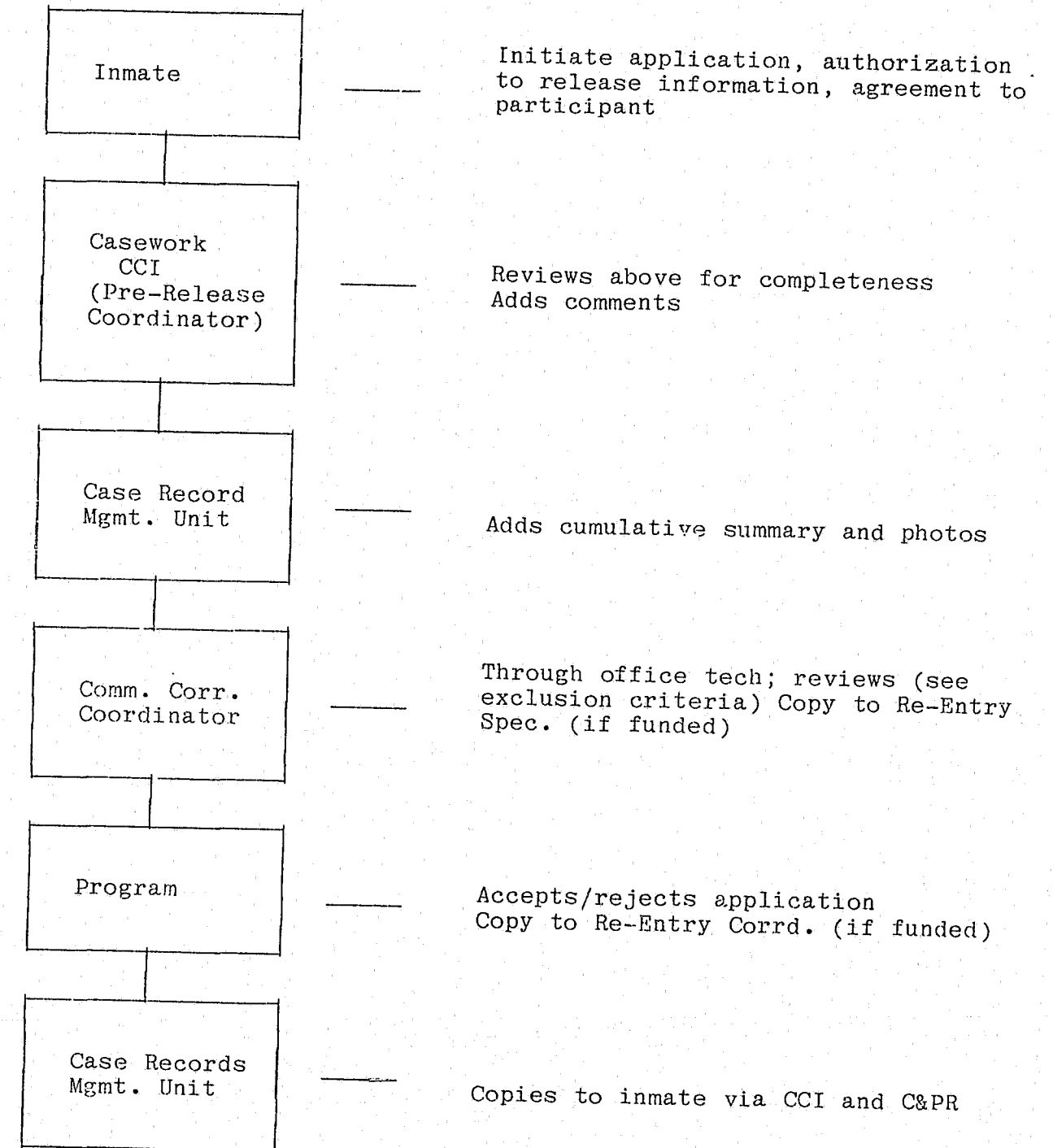
Resident may appeal any rule, instruction, or action that he/she believes unfair.

COMMUNITY CORRECTIONAL CENTER APPLICATION PROCEDURES (Idealized Staffing)

101. Inmate. To apply for participation in a community correction center, an inmate will complete an application, an authorization to release information, and an agreement to participate in a community correctional center program. Completed forms will be submitted to the institutional pre-release coordinator (see Figure 1). The application is for residential programming in the community, not for a particular program (although an inmate may indicate preference for a particular program). The application should be as complete as possible, including the names, addresses, and telephone numbers of persons who will provide residence and employment, training or school upon release to parole. An inmate in a special housing unit must indicate in the application the reasons for his/her being in special housing and why these reasons should not exclude him/her from residence in a community correctional center.
102. Pre-Release Coordinator. The institutional pre-release coordinator (or, in the absence of a pre-release coordinator, the assigned correctional counselor) should note receipt of the application, solicit pertinent comments from the inmate's casework counselor, and forward the application, authorization, and agreement to the institution's case records management unit within five days of receiving the application from the inmate. The pre-release coordinator will advise the community corrections coordinator if the inmate is subsequently transferred to special housing or to another institution.

FIGURE 1: COMMUNITY CORRECTIONAL CENTER

APPLICATION PROCEDURES



103. Case Records Management Unit. The case records management unit will attach a cum sum, including the latest chronos and board reports, and three identification photos to the application/authorization/agreement and forward these documents to the community corrections coordinator within five days of receiving the application from the pre-release coordinator.

104. Community Corrections Coordinator. The coordinator will review the application and cum sum and decide on the basis of the exclusion/selection criteria (see last section of this chapter) whether to exclude the inmate. If the inmate is placed in special housing, the pre-release coordinator will advise the community corrections coordinator of the reasons for such placement.

a. If the decision is to approve the application, within five days of receiving the application the coordinator will note the decision on the application and distribute it as follows:

1. Original with cum sum, authorization to release information, and agreement to participate to a center in the area of the inmate's proposed release.

2. One copy of the application for the coordinator's file.

b. If further information is required for the decision, the coordinator or a designee will review the inmate's central file and/or interview the inmate. Within ten days of receiving the application, the coordinator will approve or disapprove the application, note the decision on the application, and distribute it according to subsection a. or c.

c. If the decision is to disapprove the application, within five days of receiving the application the coordinator will indicate the decision and the reasons for it on the application and distribute as follows:

1. Original with cum sum, authorization to release information, and agreement to participate to the institution's case records management unit.

2. One copy of the application to the inmate via the pre-release coordinator.

3. One copy of the application for the community corrections coordinator's file.

105. Program. The program receiving the inmate's application will review the cum sum and application and may interview the inmate. Within ten days of receiving the application, the program will note its decision on the application.

a. If the program accepts the inmate, the program will complete the appropriate section of the application and distribute it as follows:

1. Original of the application, authorization and agreement documents for the program's file.

2. Copy of the application, authorization and agreement documents to the institution's case records management unit, which will forward a copy of the application to the inmate via the pre-release coordinator.

3. Copy of the application to the community corrections coordinator.

b. If the program cannot guarantee bedspace for the inmate's earliest available date, the program will note on the application that the inmate has been placed on the waiting list (see Section 106 below) and distribute the documents as in subsection a. above.

c. If the program rejects the inmate's application, within ten days of receiving the application the program will note the reasons for rejection on the application and forward it with the authorization and the agreement forms to the community corrections coordinator for review.

1. If the coordinator concurs with the program's rejection of the application:

(a) The coordinator may refer the inmate's application/authorization/agreement to another program in the area of the inmate's proposed release; or

(b) The coordinator may note concurrence with the denial, advise the program, and distribute the documents as in Section 104 c. above.

2. If the coordinator does not concur with the rejection, he/she will contact the program to discuss reconsideration.

- (a) If the program's final decision is to reject the application, the coordinator will record the date of the contact and the decision and will take one of the actions in subsection 1. above.
- (b) If the program agrees to accept the inmate, the coordinator will amend the program's decision on the application and complete the distribution as in Section 105 a. above.

106. Waiting List Action. If a program cannot guarantee a space for the inmate's earliest available date and places the inmate on a waiting list, the following procedures will apply:

- a. When a vacancy occurs, the inmate with the earliest available date whose acceptance will not exceed the established population limit for special categories (e.g., persons with narcotics histories) will be accepted. Program staff will immediately advise the institution's classification and parole representative and the pre-release coordinator by telephone that the inmate has been accepted. A community correctional center waiting list action will be sent immediately as follows:
 1. Original to the institution's case records management unit for the central file.
 2. One copy to the inmate via the pre-release coordinator.
 3. One copy to the community corrections coordinator.
- b. Unless the community corrections coordinator approves an exception, an inmate's name will be removed from a program's waiting list when less than 60 days remain before the established date for release to parole or discharge. Allowable exceptions include the following:
 1. The inmate's pre-release plans include establishing treatment for a serious medical or psychiatric condition.
 2. The program may soon exhaust its waiting list.
- c. Within 10 days of removing an inmate's name from the waiting list, the program will note the action on a

Community correctional center waiting list action sheet, attach it to the application/agreement/authorization and cum sum, and return the documents to the institution's case records management unit. A copy of the waiting list action form will be sent to the community corrections coordinator.

107. Program Contact with the Inmate. It is highly desirable that program staff have some personal contact with an inmate prior to the inmate's arrival at the program facility. The purpose of such contact is to establish a degree of rapport and to provide an informal opportunity to answer the inmate's questions and explain the program's expectations. The contact may be in an interview at the institution or while transporting the inmate from the institution to the program.

108. Appeals.

- a. An inmate may appeal any decision made by CDC staff that affects his/her pre-release programming. The appeal should be filed according to the Departmental appeals process as contained in Article 1 of Chapter 14 of the Parole Procedures Manual - Felon, except for the following changes in the levels of appeal:
 1. The first level of appeal will be the community corrections coordinator.
 2. The second level of appeal will be the community corrections administrator.
 3. The final level of appeal will be the corrections director.
- b. Each contract program will have its own appeal or grievance process, and actions taken by its staff must be appealed through that process.
- c. Complaints, problems, and questions regarding any community correctional center should first be brought to the attention of the program's director and then be directed to the attention of the community corrections specialist for the appropriate region.

PROCEDURES FOR COMMUNITY CORRECTIONAL CENTER SUPERVISION,
SERVICES, AND CONTROLS

A. SUPERVISION

500. General. Supervision of inmates in a community-based correctional program is intended to serve several purposes, including the following:

- a. Services. The resident is afforded the opportunity to develop elements of the plan that he/she will follow after release to parole or discharge. Such elements may include:
 1. Re-establishing family relationships.
 2. Establishing employment, training, or schooling.
 3. Earning money for family expenses and/or savings.
 4. Arranging for medical or psychiatric treatment.
 5. Identifying other post-release risks and needs and making plans to meet them.
- b. Controls. The program is responsible for monitoring the whereabouts and activities of each resident in order to provide a suitable measure of security for the public, center staff, and other residents. Such measures as sign-in procedures, counts, employment verification, urinalyses, and searches are the necessary means of maintaining this control.

B. SERVICES

510. General. In addition to providing supervision, suitable residential facilities and provisions for meals, a community correctional program will provide those supportive services necessary to the resident's efforts to establish a stable and constructive residence and source of income for use upon release to parole. When suitable for the individual resident, these services will include at least the following:

- a. Guidance in identifying problems and planning to meet them.
- b. Employment counseling and referrals.

c. Liaison with community agencies offering services necessary to the resident but not offered in-house, including:

1. Assistance with transportation.
2. Medical services.
3. Mental health services.
4. Vocational evaluation, counseling, and training.
5. Educational counseling and placement.

511. Supervisory Contacts. Regular face-to-face contacts between program staff and resident serve to identify needs and problems in the resident's attempt to stabilize a release program, to formulate plans to meet identified problems and needs, and to evaluate the resident's progress.

a. Areas of Concern. In each supervisory contact, staff will review at least the following:

1. Any negative behavior or violations by the resident.
2. The resident's progress in meeting goals established in his/her individual program plan.
3. Problems or needs that hinder the resident from reaching these goals.
4. Planned actions by the resident and the program to solve problems or meet needs identified in subsection (2) above.

b. Minimum Schedule. Program staff are responsible for providing reasonable opportunities for supervisory contacts; the resident is responsible for being available for contacts as instructed by staff. The following is the minimum schedule for supervisory contacts:

1. At least two supervisory contacts per week during the resident's first week in the program and at any time an employable resident is not in full-time employment, school, or training.
2. At least one supervisory contact per week thereafter.

512. Employment Referrals. The assumption underlying CDC community correctional programming is that employment is an essential element in the successful reintegration of a resident into the community. Employment provides both a source of income and a means of maintaining self-esteem.

- a. A resident who is capable of working and does not have other compelling reasons for community correctional programming is responsible for obtaining and maintaining employment. Failure to do so will result in return to the institution (see Section 545).
- b. The pre-release program is responsible for providing each capable resident with suitable job referrals, counselling a resident who has difficulty in finding or holding a job, and removing a resident who is apparently unwilling to find and hold a job.

513. Specialized Programs. A resident who is not capable of working and who does have other compelling reasons for community correctional programming is responsible for making and carrying out plans to obtain support after release to parole. Program staff are responsible for assisting the resident in making and carrying out these plans and for removing a resident who is apparently unwilling or unable to cooperate.

514. Liaison with Community Agencies. Many services needed by residents are readily available through community agencies; programs should encourage and foster the development and use of such resources for residents. Program staff are responsible for assisting a resident in identifying such services, establishing useful contacts with the appropriate agencies, and obtaining services. The resident remains responsible for following through with the necessary contacts and may be administratively returned to the institution for failure to do so (see Section 545).

C. CONTROLS

520. General. A resident of a community correctional center remains an inmate in the custody of the Director of Corrections and subject to certain restrictions. Each center is responsible for exercising the controls necessary to minimize the number and severity of incidents of antisocial behavior by residents. The purpose of such controls is to promote public safety, to protect staff and residents, and to enhance the program's effectiveness and survival. Any program that contracts with CDC thereby agrees to enforce the control measures outlined by the Department.

521. Rules for Community Correctional Center Residents. Residents of these centers are expected to conform to the following:

- a. Rules of the Director of Corrections.
- b. California Department of Corrections Rules for Community Correctional Center Residents.
- c. The rules governing the facility in which they live.

522. Verification of Employment/Training/School.

a. Program staff will make face-to-face contact with a resident's employer, training supervisor, or school staff member who will have ongoing contact with the resident. The contact will be made within one week of the resident's beginning work, training, or school. The contact may be made by phone if the program staff member has previously established a working relationship with the employer, supervisor, or school staff member. At the time of the contact, the program staff member will verify the resident's employment, training, or school, advise the person contacted of the resident's inmate status, and explain the purposes of the program.

b. Ongoing Verification.

1. Program staff will maintain weekly or biweekly contact with the resident's employer, training supervisor, or school staff member to verify the resident's attendance and performance.
2. If the resident is employed, program staff will record the amounts of gross and net earnings, State and federal withholding, union dues, and contributions to family during the week in which the resident receives his/her pay check.

523. Verification of Overnight Pass Information.

a. Sponsor. Program staff will have at least one face-to-face contact with any person who sponsors a resident on an overnight pass. During this contact the staff member will explain both the purpose of the pass and the restrictions and will verify the sponsor's name, address, and telephone number. Staff will verify subsequent passes to the same destination by telephone contact with the sponsor prior to the pass.

- b. A resident on a pass is responsible for keeping staff advised of his/her whereabouts at all times. Failure to do so will result in disciplinary action.
- c. On a weekly basis program staff will randomly contact at least one-fourth of those residents who are on overnight passes.

524. Sign-in Record/Body Count.

- a. A resident who leaves the premises of the program for any reason will complete an entry in a sign-in log, including time out, destination, purpose, and estimated time of return. The entry must be approved by a designated staff member.
- b. Program staff will account for the whereabouts of each resident at least four times in each 24-hour period by means of body count and review of the sign-in record.

525. Search.

- a. Each applicant for a community corrections center will be advised that program staff, any employee of the California Department of Corrections, or any law enforcement officer may search a resident's person, property, room, or vehicle.
- b. Program staff will conduct a random search of selected portions of the facility at least every two weeks and must search asst anytime there is substantial indication of contraband or evidence of a crime.
- c. The program administrator will designate those staff members authorized to conduct a search and/or seize items suspected of being contraband or evidence of a crime.

526. Urinalysis.

- a. Each applicant for a community corrections center will be advised that program staff or any employee of the Department of Corrections may at any time instruct a resident to submit a urine sample for detecting the use of controlled substances or alcohol.
- b. Program staff will obtain a minimum of two observed urine tests per week from each resident with a serious drug history or at any time drug use is suspected. The illegal use of a controlled substance will result in immediate return to custody and/or the institution.

- c. The program administrator will designate those staff members authorized to obtain and forward urine samples and to maintain records of urinalysis results.

527. Budget. Each resident will prepare a budget to account for his/her income and expenses. The budget will be reviewed by staff and is subject to staff approval. It will include:

- a. Money for personal expenses to be retained by the resident (not to exceed \$25 per week plus transportation expenses, unless otherwise approved by the program administrator or the administrator's designee).
- b. Maintenance payments to the program at the rate of \$5 per day (the Re-Entry Administrator or a designee may specify tasks that an unemployed resident may perform at the rate of \$2 per hour).
- c. Any amount to the resident's family for their immediate expense or for court-ordered child support.
- d. The remainder to a savings account (the counselor will review savings account books at least weekly).

528. Residents' Funds. Each program will prepare and make available to residents written policy and procedure regarding the handling of money collected from or held for residents.

D. PASSES AND FURLONGHS

530. General. Each program is responsible for providing the amount of freedom a resident needs to develop plans for returning to the community and the amount of control over a resident's movement necessary for public safety.

531. Determination. It is CDC policy that passes and furloughs in a community correctional center will not be given automatically, but will be based on the resident's adjustment in the program.

- a. Request. A resident who wishes to leave the center on a pass or furlough must submit a written request for the approval of program staff. The request will include:
 1. The purpose of the pass or furlough.
 2. The resident's destination(s).
 3. The estimated times the resident will leave and return to the center.

- b. Review and decision. The program administrator will designate those staff who will review and decide on such requests. Approval must be in writing and must specify the amount of time approved for the pass or furlough and the time by which the resident must return to the center.

532. Passes. A pass is authorized time away from the center given to a resident for the purpose of accomplishing specific objectives in that resident's program plan. Appropriate purposes of a pass include seeking or maintaining employment, attending school/training or church, obtaining treatment in the community, or participating in group activities organized for center residents.

a. Length.

1. A pass will not exceed ten hours unless approved in advance by the program administrator for emergency reasons.
2. Program staff will specify the length of each pass based on the resident's purpose and destination.
3. Program staff may extend a day pass no more than one hour if the resident telephones to report an emergency that will cause a delay.
4. Any late return from a pass or extension will be considered by the program disciplinary committee (see Section 542, c., 1.), who will determine whether the resident had good cause for being late and made reasonable attempts to advise the program staff prior to being late.

- b. Verification. Program staff will verify a resident's activities during a pass. If a resident routinely leaves the center on pass for a regularly scheduled activity, program staff will verify the resident's activity as follows:

1. If the resident is seeking employment, program staff will check with at least one-half of the prospective employers with whom the resident claims to have applied.
2. If the resident is involved in a regularly scheduled activity such as employment, school, training, or treatment, program staff will verify the resident's attendance and progress at least once per month by personal contact with the employee, training supervisor, school or treatment program staff.

533. Furloughs. A furlough is authorized time away from the center that is basically "free time" for the resident. Appropriate purposes for furlough include visits with family/friends and recreation.

a. Length.

1. A single furlough may not exceed 48 hours. "Back-to-back" furloughs will not be approved.
2. A resident will return to the center from furlough at least eight hours before going to work, school, or training.
3. Program staff will specify the length of a furlough and will not approve a furlough that exceeds the following limits of total furlough hours:
 - (a) None during the first two weeks following release from the institution or when a capable resident is not in full-time employment, school, or training.
 - (b) 60 hours during the first month.
 - (c) 96 hours during the second month.
 - (d) 144 hours per month thereafter.
4. Furloughs are intended to aid in motivating a resident to complete the objectives of his/her individual program plan. Program staff, therefore, will approve furloughs only to the extent that the resident complies with his/her individual program and maintains a good adjustment in the center and in the community.
5. A resident who is delayed by an emergency will immediately notify program staff. Program staff may extend a furlough no more than one hour if the resident telephones to report an emergency that will cause a delay.
6. Any late return from a furlough or extension will be considered by the program's disciplinary committee (see Section 542, b., 1.), who will determine whether the resident had good cause for being late and made reasonable attempts to advise the program staff prior to being late.)

534. Emergency Temporary Community Releases. With the concurrence of the Re-Entry Administrator, designated program staff may approve a 72-hour pass for a resident who is within 90 days of release if a family emergency is verified.

E. VIOLATIONS, CUSTODY, AND RETURN TO INSTITUTION

541. Reporting Violations.

a. Violations. Minor violations of rules applicable to residents may be handled according to procedures established by the program. More serious violations, including those which must be reviewed by the program's disciplinary committee or by CDC staff, will be reported in writing on a violation report.

b. Incidents. The Deputy Director-P&CSD will be notified immediately of any serious incident involving a resident or staff member of a program so that accurate replies may be given to inquiries. Staff of a contract community corrections program will contact the community corrections administrator in Sacramento, the community corrections coordinator, or the Departmental duty officer in Sacramento, if the incident occurs outside normal business hours. Upon making contact, information will be provided as specified in Article 6, Chapter 5 of the Parole Procedures Manual-Felon. Incidents that must be reported include, but are not limited to, the following:

1. Any homicide.
2. Death of a resident that is related to commission of a felony or that arouses public interest or receives major media attention.
3. Any large-scale fraud.
4. Any crime that may arouse public interest because it is serious, unusual, or bizarre.
5. Any behavior that receives major media attention.

542. Levels of Review.

a. Department of Corrections Community Center Staff.

1. Types of behavior that must be reviewed by Departmental staff:

- (a) Illegal use of controlled substances.

(b) Possession of drugs or illegal weapons.

(c) Any arrest.

(d) Any act of violence or serious threat of violence.

(e) Use or possession of alcoholic beverage on the premises or at any time by a resident whose proposed conditions of parole prohibit use of alcohol.

(f) Two or more hours late in returning from a pass or furlough, or two or more hours away from the program without approval.

(g) Travel out of state without permission.

(h) Any other behavior considered by program disciplinary staff as serious enough to require CDC review.

(i) Any decision by program staff to remove a resident from the program for disciplinary or administrative reasons.

2. Procedure.

(a) Violations. Within five days of discovering a violation of the law or behavior listed under subsection 1. above, program staff will conduct a disciplinary hearing and submit a written report for review by designated CDC staff. CDC staff may arrange to interview the resident and any witnesses, but within three days of receiving the report will take one of the actions in subsection 3. below or any other pertinent action.

(b) Administrative removal from the program. If possible, program staff will contact CDC staff prior to making an administrative decision to remove a resident from the program. In any case, program staff will contact CDC staff immediately after making such a decision and will submit a written report within three days of making the decision.

3. Actions that may be taken upon a finding of probable cause. If the program's disciplinary staff find probable cause to believe that a resident is

guilty of a violation that is being reported to CDC, CDC staff will take one of the following actions on the report:

- (a) Return to the institution - disciplinary.
- (b) Return to the institution - administrative.
- (c) Continue in the program.
- (d) Continue in the program and refer to program staff for disciplinary action.
- (e) Defer action for five days pending receipt of specified information.
- (f) Report noted (and dated).

4. Appeals.

- (a) The decisions under subsection 3. above are appealable through the Departmental appeals process.
- (b) The appeal of such a decision will not delay the implementation of the decision.

b. Program Disciplinary Committee. Each program will have a disciplinary committee composed of at least three persons not involved in the incident or in the making of the recommendation and who are not residents of the program. At least one member of the committee will be an administrative or supervisory member of the program staff.

1. Types of behavior that must be reviewed by the committee.

- (a) All behavior noted in Section 542, a., 1. above.
- (b) Any late return from a pass or furlough, or any unauthorized absence from the center.
- (c) Failure to keep staff advised of whereabouts on pass or furlough.
- (d) Refusal to respond to instructions from staff.
- (e) Falsification of information given to program staff.
- (f) Any consumption or possession of alcohol.

- (g) Any other behavior that a staff member considers sufficiently serious to warrant review by program disciplinary staff.

2. Procedures.

- (a) If program staff discovers an alleged violation that must be reported to the disciplinary committee, a written report will be prepared within 24 hours of the incident. A copy of the report will be given to the resident within 24 hours of report preparation, but no less than 24 hours before the disciplinary committee meets to consider the incident.
- (b) A resident accused of a violation may request the assistance of a program staff member to investigate the alleged violation and present findings to the disciplinary committee. The staff member ordinarily will not be one who was involved in the incident or who made the recommendation to the disciplinary committee.
- (c) The committee will conduct a hearing with the resident present unless the program obtains CDC approval for an in absentia hearing because the resident is in custody, suffers from a medical or psychiatric problem requiring hospitalization, or presents a security problem.
- (d) If the resident requests the presence of witnesses, the chairperson of the disciplinary committee will approve the request for those witnesses whose proposed testimony is relevant and not cumulative.
- (e) The committee will determine whether there is reasonable cause to believe the resident committed the violation, advise the resident of the findings, and complete a brief written report of the findings and the evidence upon which judgment was based.
- (f) If reasonable cause is found, the committee will:
 - (1) Forward the hearing report to designated CDC staff if the violation was of a type that must be reported to CDC or if the committee's decision is to remove the resident from the program.

(2) If the committee's decision is not to remove the resident from the program and the violation did not involve behavior that must be reviewed by CDC, the committee may make any other disposition without submitting the case for CDC approval.

3. Actions that may be taken if reasonable cause is found.

- (a) Continue in the program.
- (b) Continue in the program with specified restrictions or conditions.
- (c) Remove from the program.

543. Custody.

- a. Program staff should request the assistance of local law enforcement in any emergency situation in which a person's behavior threatens the safety of any other person or poses a serious threat to property. The community corrections specialist should also be contacted immediately. Program staff who are not CDC personnel will avoid attempting to physically restrain or control any person unless that person attempts to injure another person.
- b. If at all possible, program staff should summon CDC or parole staff to assist with any situation that requires or may require that a person be placed in custody.
- c. Program staff will immediately arrange for a resident to be placed in custody if:
 - 1. The resident presents a serious threat to the safety of any person or property or if the resident injures anyone in an act of violence other than self-defense.
 - 2. Illegal use of controlled substance is confirmed by a positive skin check, positive urinalysis, or resident admission.
 - 3. An arrest warrant is issued for a resident.
 - 4. Program staff make a decision to remove the resident from the program and believe the resident may abscond.

5. Program staff believe that a situation exists or is developing that is likely to lead to:

- (a) The resident's absconding or becoming involved in illegal activity.
- (b) The safety of the resident or another person being threatened.

544. Use of Holds.

a. Types of Holds. A resident may be placed in custody by CDC staff or a hold may be placed by CDC staff on a resident already in custody pursuant to one of the following Penal Code sections:

- 1. 4530 PC. A hold may be placed pursuant to this section only if an All Points Bulletin has been issued for escape. "Enroute to Director of Corrections" will be noted on the booking form.
- 2. 2910 PC. Under circumstances other than those in subsection (1) above, a resident may be arrested by CDC staff or a hold placed on a resident pursuant to 2910 PC. "Enroute to Director of Corrections" will be noted on the booking form.

b. Circumstances Under Which a Hold Will be Placed. A resident will be placed in custody and/or an appropriate hold placed in any of the above circumstances:

- 1. The resident is apprehended after an All Points Bulletin has been issued.
- 2. An arrest warrant is issued, or the resident is arrested for any Penal Code violation.
- 3. The resident injures someone in an act of violence other than self-defense or presents a serious threat to the safety of another person or a serious threat to property.
- 4. The resident admits illegal use of a controlled substance or such use is confirmed by skin check and/or urinalysis.
- 5. A resident violates a special condition imposed by P&CSD or the Community Release Board to abstain from the use of alcohol, or a resident uses or possesses alcohol on the program premises. (Any resident who returns drunk from a pass should be considered for custody.)

6. CDC staff believes a situation exists that is likely to lead to the resident's absconding or becoming involved in illegal activity.

545. Administrative Removal.

- a. Program staff or CDC staff may make the decision to remove a resident from the program for reasons that do not involve a violation of program rules, the Departmental Director's Rules, or law. Such reasons include, but are not limited to:
1. The resident is unable to obtain employment/school/training within three weeks of admission to the program. Progress notes will reflect attempts by staff and resident to comply with this requirement.
 2. The resident requires extensive medical treatment not available in the community.
 3. A situation exists that poses a serious threat to the resident or another person that cannot be reasonably alleviated without removing the resident.
 4. The resident requests removal from the program.
- b. When possible, program staff will advise CDC staff at the time removal is being considered.
- c. If the decision is likely to result in the resident's absconding or resorting to a criminal act, program staff will contact CDC prior to advising the resident. CDC staff may place the resident in custody.
- d. Program staff will solicit and record input from the resident before finalizing the decision unless subsection c. applies.
- e. By the end of the working day after the decision is made to remove the resident from the program, program staff will notify CDC staff of the decision and the reasons for the decision.
- f. Once made, the decision to administratively remove a resident is not appealable to CDC.

546. Return to the Institution. If a resident is to be returned to the institution on a disciplinary or administrative basis, transporting will be done by CDC staff or by local

jail staff. Program staff may transport a resident to the institution only if the resident is voluntarily returning and if prior approval is received from CDC staff.

a. Program Decision to Remove Resident.

1. Program staff should advise the community corrections specialist at the time removal is being considered and prior to making the final decision.
2. When the final decision is made, program staff will immediately contact the community corrections specialist, who will arrange for transporting the resident as soon as possible to the institution or to any other available program.

b. CDC Decision to Remove Resident. If the community corrections coordinator or specialist decides to remove a resident from a program, he/she will immediately advise the program's director of the decision and the arrangements for transporting the resident to the institution or to any other available program.

DEPARTMENTAL SELECTION/EXCLUSION CRITERIA

The following selection criteria are recommended for initial use. More liberal than those currently in use in State work-furlough programs, these criteria are far more restrictive than those imposed by many other jurisdictions, including the federal government.¹⁶

The primary purposes of screening pre-release applications are to:

1. Avoid exposing the community to unwarranted risks from inmates who have a pattern of violent behavior or sex offenses.
2. Avoid unrealistic expectations of the inmate that increase the likelihood of failure.
3. Avoid jeopardizing the pre-release program through adverse public or legislative reaction.
4. Avoid situations likely to put the inmate or others in physical danger.

The recommended selection process for California's pre-release system consists of two phases. The initial phase will be a review

¹⁶Beck, Seiter, and Lebowitz, op. cit., pp 2-4.

by Departmental personnel. Applications and files will be examined to determine if the inmate can be accepted for referral to a community correctional center based on the eight exclusionary criteria outlined below.

If the inmate meets the selection criteria at the Departmental level, the second phase of the selection process will be undertaken by program staff, emphasizing program functions, resources, and limitations, as well as specific community concerns. If the applicant appears to be compatible with the program and not in serious conflict with the five program rejection considerations, the case will be accepted for placement. Any rejection by program staff will be reviewed by CDC staff and considered for referral to another program.

The purposes of the selection criteria outlined below are to maximize the number of community corrections candidates, to provide fair and identifiable criteria, and to provide for orderly implementation of the community corrections program with due concern for public safety. As greater proficiency is gained in the use of community correctional alternatives, and in the identification of dangerous offenders, it is anticipated the Department can progressively allow into community correctional programming higher-risk persons who do not meet current selection criteria.

Under the proposed plan, all inmates may initially apply for participation in a community correctional center. All inmates not specifically excluded by Departmental criteria, including narcotics addicts and special housing cases, may be reviewed for placement. This will allow maximum opportunity for inmates to qualify and for individual programs to select according to their capabilities. In all cases, reasons for not accepting an inmate at either the Departmental or the individual program level shall conform to the criteria as outlined and be documented in writing.

SELECTION CRITERIA

All inmates will be eligible for placement in a community correctional center, with the exception of the following:

1. CDC Level of Review

a. Post-release plans not in an area served by an appropriate program.

Among the primary purposes of the pre-release program are the development of suitable post-release plans and the observation and assessment of an inmate in the proposed release environment. Therefore, post-release plans must be reasonably near the program facility. Optimizing an inmate's chances for successful reintegration will be

achieved by developing a constructive support system including employment/school/training/Social Security. It is anticipated that escape risks will be minimized by proximity to family and resources.

b. Conviction of more than one violent or any forcible sex offense or sex offense involving minors.

Such individuals pose an unreasonable and unacceptable risk of recidivism and threat to the community. In addition, such recidivism and the resultant notoriety could jeopardize the entire pre-release program.

c. Pattern of violent offenses or any use of a weapon with injury, or any such offense within the 90 days prior to referral to a community program.

The reasons for this rejection criterion are similar to the reasons for criterion 2., b. Although elimination of these groups is apparently incompatible with the goal of observing and assessing inmates prior to parole, the great risk to the program in terms of adverse public and legislative reaction outweighs evaluation considerations. These criteria may be considered for reexamination at a later date.

d. More than one conviction for escape from a county, State, or federal institution or a community correctional center.

Inmates with a pattern of absconding are both detrimental to the operation of community correctional centers and less likely to profit from such placement. Current federal statistics show persons with escape histories and/or "career criminal" patterns have the highest failure rate in community correctional programs.¹⁷

e. Notorious cases.

These would include cases that if placed in a pre-release program would cause unfavorable public reaction due to fear or outrage and lead to negative publicity adversely affecting other inmates and the pre-release program. These cases especially include criminal convictions for acts of extreme personal violence.

¹⁷Beck, Seiter, Lebowitz, op. cit. Report No. 3, p. 3.

It should be noted that a case not deemed highly notorious at the Departmental level of review could be deemed highly notorious at the local program level. If local community opinion were strong enough, admission of the offender might be detrimental either to the offender, to other residents, or to the community correctional center itself.

f. Unwilling or unable to abide by program rules.

The inmate must agree to abide by all rules established by local program agencies. An inmate must meet program eligibility requirements and have the physical, psychological, emotional, and mental capacities required by the program. An important consideration here is to avoid unrealistic expectations of the inmate or the program. This consideration will also be reviewed at the local program screening level.

g. Legal holds or detainer.

Felony, out-of-state, or federal holds will be cause for rejection of an application. Routine misdemeanor or traffic warrants will not automatically be grounds for exclusion. Routine demand for trial procedures should be initiated prior to release to a community program. Unless the pending criminal charge is serious and substantial, the inmate may be transferred to a community correctional program prior to disposition of the demand for trial.

h. Special housing assignment in the institution.

Special housing classification itself will not be a basis for rejection. A special housing case will require close scrutiny to determine if the inmate will be a serious threat to himself or others in a pre-release program. The community correctional coordinator, correctional counselor, and inmate will all have input in the determination, but the community correctional coordinator will make the final decision. Protective custody cases must demonstrate to the counselor's and coordinator's satisfaction that they would not be in grave physical danger in a community setting. All segregated housing/protective housing or management control cases must be disciplinary-free for a minimum of 90 days to qualify for placement in a community correctional center. This will provide both an incentive for appropriate behavior in the institutions and a demonstration of the inmate's ability to act responsibly.

2. Local Contractor Level of Review. The program's evaluation and screening process will emphasize case decisions based on program resources, limitations, purposes, locale, and target population. This will allow for another level of review of inmates for suitability for a community pre-release setting, thus further insuring an appropriate placement. In some areas local program review may be more restrictive than Departmental selection criteria.

a. Arson convictions.

Arsonists may cause insurance rates to go up, increase supervision needs, and affect program and CDC liability. There also are serious concerns regarding notoriety and the threat posed to other residents and the community.

b. Inability to meet specific program requirements.

Inmates with mental emotional, or physical problems may be unable to participate fully in a particular program. For example, a program may not be able to accommodate a physically handicapped person. In such a case, efforts will be made to place the inmate in another suitable program. The Department will encourage the development of programs providing specialized facilities and services. Special-needs residents may include: inmates with children, drug addicts, mentally retarded, disabled, and those who have psychiatric or chronic medical problems.

c. Case cannot be processed within specific time limits.

If an application cannot be processed and an inmate transferred to a pre-release program within 60 days of release date, the case will not be accepted. Inmates will be encouraged to submit applications for pre-release programs 180-120 days prior to their release dates.

d. Pre-release program incompatible with parole plans.

The program will consider parole plans in relation to program location. This is the second review of this factor, which is considered critical to program success by virtually all community corrections resources surveyed.

e. Post-release plans are misrepresented or false information is intentionally given on the application.

The cooperation of the inmate is crucial to his/her successful programming in a community correctional center.

Therefore, all deliberate misrepresentation and/or false information must be treated as evidence that the inmate does not intend to comply with the responsibilities of placement in a community program.

VI. MONITORING AND EVALUATION OF COMMUNITY

CORRECTIONAL CENTER PROGRAMS

Under the proposed plan for expansion of community corrections, the Department will make use of an array of centers that differ in types of services offered, staffing arrangements, and geographic location. In order to insure reasonable consistency in supervision level and service quality, the Department must closely monitor each program to determine compliance with contract requirements. In addition, to insure maximum benefit to the Department, the public, and the client population, evaluation of the success of the overall program and of each participating center in achieving stated objectives must be undertaken.

MONITORING FISCAL AND PROGRAM OPERATIONS

Monitoring of community corrections contracts should be addressed to problems of: (a) providing for accountability as just sentence alternatives; (b) providing usable measures of service delivery and client response; (c) providing usable cost estimates, (d) motivating service efficiency and effectiveness.¹⁸

Under the proposed plan, community correctional centers will be held accountable by the Department both for imposing reasonable controls to protect the public and for providing those services required by contract. Monitoring will provide the information necessary for the Department to enforce such accountability. The questions are: (1) is the center complying with the terms of the contract? (2) are there policies or procedures that threaten the program's security?

A standard system of monitoring will provide the information needed to compare the costs of various types and levels of staffing, various program sizes, and various levels of service. When matched with information about the behavior of residents during and after participation in a center, the information on costs will provide a basis for administrative decisions to develop or eliminate certain types of programs.

The information to be collected reflects the areas of greatest concern to the Department. Because the results of monitoring will be

¹⁸Gene Kassebasum, et al., Contracting for Correctional Services in the Community (Washington, D.C.: National Institute of Law Enforcement and Criminal Justice, May 1978).

used as a basis for renewing contracts, each center should be made aware of the activities and results that will enhance their chances for a renewed contract. In this way, monitoring will encourage maximum service efficiency and effectiveness.

Monitoring will consist of: (1) an annual audit of fiscal and program operations at each center; (2) review of monthly statistics from each program regarding applications, population items, and controls and services provided; and (3) regular on-site visits by a community corrections specialist.

A standard fiscal and program audit reviews the primary records of an organization to determine the quality, completeness, and consistency of those records and their agreement with various summary information. The audit's primary purpose is to determine compliance with the contract, but it may also serve to identify weaknesses in the program's operations and record-keeping systems.

Fiscal information to be monitored on a monthly basis includes: (1) name and length of stay of each State resident; (2) amount of reimbursement collected; (3) total billing charged to the Department; (4) amount and source of other program income, including donations, the estimated value of staff time volunteered or purchased from other sources, and amounts paid by residents for reimbursement of some of the costs of the center's operation.

Program operations will be monitored by collecting information regarding the following:

1. Applications - number received; number approved; reasons for rejection; number placed on and taken from waiting list; amount of time to complete application process.
2. Residential status - number of residents received; number released to parole/discharge/return to prison/death; average daily population; average length of stay; number of resident days worked; amount of residents' earnings, withholding, and reimbursements for program costs.
3. Controls provided - number and results of counts, searches, and urinalyses conducted; number of supervisory contacts with each resident; verifications of employment and overnight furloughs; number of escapes and captures; number and type of incidents reported; number, type, and disposition of disciplinary actions and arrests; number of administrative and disciplinary returns.
4. Services provided - number of meals provided; number and type of direct services provided (e.g., counseling, in-house training, legal liaison contacts, job referrals, etc); number

and types of referrals completed (e.g., mental health, drug counseling, Veterans Administration, Social Security Administration, etc.).

Each center will be assigned a community corrections specialist who will regularly observe on-site operations and maintain contacts with interested community groups. In addition to identifying problems in center operations or in the center's community relations, the specialist will discuss any problems with the center, offer reasonable assistance in resolving problems, and relay the information to the community corrections coordinator. Information from the specialist's observations will supplement the statistical information from the monthly reports and annual audit and will identify many problems at an early stage.

All three sources of information (annual audit, monthly statistical reports, and specialist's observations) will be used to identify program weaknesses that CDC might help alleviate¹⁹ and to identify particularly effective aspects of a program that might be adapted for use in other community correctional centers. The information gathered will also be used in determining future contracts in each geographical area and with each service provider.

EVALUATION OF CENTER PROGRAMS

For most of the history of correctional systems there was little public demand for fiscal and program accountability, and little hard data available for administrative decision-making. There was a general assumption that a correctional system was a success to the degree that: (1) it kept offenders out of sight and out of mind, and (2) it ensured appropriate social behavior upon release. Given these parameters, pure recidivism rates were consistently used to monitor correctional program success and failure. That such systems did not account for degrees of success/failure, adjust for differing population groups, or show any predictive value has resulted in current attempts to provide quantitative data appropriate to correctional systems evaluation.²⁰ Three approaches

¹⁹Martin Frank, President of the International Halfway House Association, stated in an IHHA workshop in Sacramento in June 1979, that "poor administration" is the chief cause of the high failure rate of programs operated by community groups. IHHA sponsors several regional workshops called National Training Institutes, to provide training for persons and agencies involved in providing residential services for offenders.

²⁰National Institute of Law Enforcement and Criminal Justice. Evaluative Research in Corrections: A Practical Guide, LEAA, (Washington, D.C.: 1975), pp. 3-4, p. 26, p. 34.

which promise more useful data and a more valid basis for decision-making are those represented by McGlothlin, Seiter, and LeClair.

The McGlothlin study²¹ demonstrates the importance of using criteria in criminal justice systems measurement other than the traditional pure recidivism. Thus, it is shown that the program under analysis, the California Civil Addict Program, had a high degree of returns to the institution. However, McGlothlin goes beyond this to show that the program did reduce both the severity and frequency of criminal and drug-oriented behavior.

The approach used by Seiter²² and later adapted by the federal prison system in evaluating its community treatment centers, goes beyond recidivism to utilize a "relative adjustment score." This summary score is derived from scores for the severity of criminal behavior and for positive adjustment. Because the control and experimental groups were dissimilar in their likelihood to adjust to the community, Seiter used a predictive instrument (base expectancy score) to adjust the scores of the groups and make them comparable.

Finally, Daniel P. LeClair, working with the Massachusetts Department of Corrections, developed quantitative measures that showed a high degree of success in predicting parole outcome.²³ These "base-expectancy scores" are tabulated from a person's age at commitment, offense, sentence, marital status, drug use, and level of education.

The five-month period allotted for this report is not sufficient for fully analyzing current practices and evolving a sophisticated evaluation system for California. However, the following program will allow for collection of most pertinent data and can be implemented immediately with current limited resources. It is anticipated that in the future, the Division will adopt automated data systems such as that outlined in Budget ID No. 307, July 1976 and will also study and adapt systems similar to those of such other major jurisdictions as the State of Massachusetts and the federal government.

²¹William H. McGlothlin, An Evaluation of the California Civil Addict Program (Rockville, MD: National Institute of Drug Abuse, 1977).

²²Richard P. Seiter, Evaluation Research As A Feedback Mechanism, op. cit.

²³Daniel P. LeClair, Development of Base Expectancy Prediction Tables for Treatment and Control Groups in Correctional Research, Boston: Massachusetts Department of Corrections; Boston, 1977.

The experience of the federal government,²⁴ and several states, including Michigan,²⁵ Iowa,²⁶ Ohio,²⁷ and Massachusetts²⁸ suggests

that California can implement a community correctional center program consistent with public safety, fiscal accountability, and significant benefits to both the State and the inmate population.

Under the proposed plan, data will be gathered to determine the effect of the community correctional center program on the behavior of persons both while they are in the program and after they have been released, as well as the cost-effectiveness of the centers relative to other correctional options.

During the implementation years 1979-1982, the following objectives should be used as the basis for monitoring and evaluating the community correctional center program. Further refinements of objectives can be expected to occur as the State becomes more experienced in the evaluation process and develops increasingly sophisticated methods of analysis (see Part Four, Chapter II).

The objectives of the overall community correctional center program are to reduce the need for capital outlay for new prisons by reducing the prison population, to reduce problems incidental to overcrowding, and to optimize reintegration opportunities for community correctional center participants, all in a manner consistent with public safety. Specifically, the objectives on which the community correctional center program should be evaluated are:

1. Reduce the need for capital outlay.

The Department of Corrections currently projects the need for eleven new 400-bed prisons. Diverting a part of the

²⁴Beck, Seiter, Lebowitz, op.cit., p. 2.

²⁵Michigan Department of Corrections, Coming Home (State of Michigan).

²⁶Fifth Judicial District, Department of Court Services, Des Moines, Iowa, A Handbook on Community Corrections in Des Moines. (Washington, D.C., U.S. Government Printing Office, p. 64.)

²⁷Richard P. Seiter, Evaluation Research As A Feedback Mechanism, for Criminal Justice Policy Making: A Critical Analysis, op.cit.

²⁸Daniel P. LeClair, Societal Reintegration and Recidivism Rates. A paper presented at the 1978 American Society of Criminology Meeting in Dallas, Texas (Massachusetts Department of Corrections Publication Number 10851-11-250-9-78CR), p. 6.

prison population to community correctional centers will reduce the number of institutional beds necessary to accommodate the increasing number of inmates.

2. Reduce institutional populations.

The basic assumption here is that the average daily population (ADP) of community correctional centers will be directly proportional to the decrease in the ADP of the institutions. An ADP of 10 or 100 or 1,000 for community correctional centers will represent a decrease of 10 or 100 or 1,000 in the ADP of the institutions.

3. Reduce problems associated with prison overcrowding.

Present prison overcrowding requires that inmates be double-celled in areas of less than 60 square feet.²⁹ Overcrowding in prisons has been ruled unconstitutional in several states, and it is generally believed that overcrowding increases the incidence of violence and tension (refer to Appendix H). While building more institutions might ultimately relieve overcrowding, the community pre-release project can be implemented much more quickly, at less cost, and with much greater future flexibility in terms of correctional options available.

4. Optimize reintegration opportunities for community correctional center participants.

Stable residence and employment are frequently assumed to be causative factors in the positive reintegration of the adult offender into the community. Therefore, these and related factors would be emphasized and monitored.

5. Protect public safety.

The entire project is based on the premise that many inmates can be housed in community programs without significantly increasing the amount or severity of inmate-related crimes. Available data from other jurisdictions support this premise.

Measures of Effectiveness

In order to obtain sufficient and accurate information for the purpose of analyzing the degree to which program objectives are fulfilled, the community corrections administrator will set up a method of data collection consistent with available resources to monitor the following:

²⁹Sixty square feet is the American Correctional Association's minimum for cell space per inmate.

1. Institutional data

- a. Average daily population (ADP).
- b. 115's.
- c. Number of escapes.
- d. New criminal convictions.
- e. New criminal convictions while a prison escapee.

2. Community correctional centers

- a. Average daily population (ADP).
- b. Disciplinary violations.
- c. Number of escapes.
- d. New criminal convictions.
- e. New criminal convictions while a program absconder.
- f. Number completing program without arrest, confinement, or return to institution.

3. Post-release data (both community correctional center participants and nonparticipants)

- a. Parole violations.
- b. Criminal convictions.
- c. Employment.
- d. Education.
- e. Residence.
- f. Family support.

It is anticipated that the data will be collected on a quarterly basis. It is desirable that data be provided for both random, matched, and community correctional center groupings. However, since community correctional center populations should increasingly reflect the overall composition of the institutions, assembling raw numbers and adjusting sample size will provide comparable gross figures.

With the data outlined above, it will be possible to evaluate the performance of the total community correctional center program, as well as of units within the program, in terms of the degree to which objectives are being met. For the immediate (FY 1979-82) purposes of the community program, success shall be defined as the degree to which the community correctional centers accomplish the following stated objectives. Success can be measured as follows:

1. Reduce the need for capital outlay.

Given the figure of 400 beds per new prison, a simplified representation of the impact the community program will have on the need for new prisons is: number of occupied community correctional center beds divided by 400 = "I", where "I" represents the number of additional new prisons required to accommodate the community program residents. Success shall be determined if the development and use of community correctional centers reduces the necessity for capital outlay in an amount equal to or less than the expenditure required for one 400-bed institution.

2. Reduce the institutional population.

In addition to monitoring the ADP of the community centers and interpreting that figure as a direct indication of the decrease in ADP of the institutions, the additional institutional time incurred by residents returned from community correctional centers due to disciplinary action and criminal convictions will be monitored. This will be compared to the corresponding rates of added institutional time incurred by the inmates. Success shall be determined if use of community correctional centers results in 400 or more inmates being housed in community correctional centers rather than prisons for the last 90-120 days prior to release.

3. Reduce problems associated with prison overcrowding.

The Program and Facilities Planning Report, March 15, 1979, reported incidents such as assaults, fights, and possession of weapons at a rate of 1.07 incidents per 100 inmates in 1978. This rate is expected to increase, in part due to overcrowding, as control and security become more difficult to maintain. Data regarding double-celling rates and incidents of violence will be monitored in the institutions and compared with the ADP for community correctional centers and the incident rates in those centers. In addition, interviews with inmates and staff at community correctional centers will be conducted to determine changes in perceived tension levels and attitudes.

Interviews and incident rate monitoring may also reveal whether the selection or probability of selection for participation in the community correctional center program will provide added incentive to the inmates for more acceptable institution behavior. The selection process requires that inmates be incident-free for a period of 90 days prior to transfer to a community correctional center, thus presumably providing greater incentive for appropriate behavior. Success shall be determined if:

- a. Use of community correctional centers allow a decrease in required double-celling in an amount equal to or greater than 400 beds.
- b. There are fewer incidents of documented violent behavior in community correctional centers versus institutions when figures are adjusted to reflect size and composition of populations being compared.

4. Optimizing reintegration opportunities.

Measuring reintegration opportunities will require measuring programmatic factors, including the following:

- a. Employment/education participation.
- b. Wages.
- c. Taxes paid.
- d. Number of days employed or in school.
- e. Number of days in program.
- f. Money paid for family support.

In order to compare the program performance of community correctional center groups and non-community correctional center groups, employment, income, and residence status will be monitored at three, six, and twelve months after release for both the community program group and the matched comparison group. Success shall be determined if community program participants are at least as stable in post-release performance as comparison groups.

5. Protect public safety.

To determine the degree to which community correctional centers are consistent with public safety requires the comparison of the amount and severity of detected crime. This

information will be obtained from serious rule violations and new criminal convictions incurred by community program participants compared with the amount and severity of detected serious violations and new criminal convictions committed while incarcerated or on escape status. Of concern also is the amount and severity of detected crime committed after release from community correctional centers and institutions. Comparisons should be made between community program participants and a matched control group in the institutions and released directly to the community. Post-release behavior (behavior after release from a community correctional center to the community or after release from an institution to the community) will be monitored and evaluated initially by comparing crime conviction rates and parole violation rates for the two groups. Success will be determined if community program inmates are involved in numerically no more criminal convictions, and no more serious criminal activity, than comparison groups in institutions, or are involved in fewer serious incidents during either community correctional center residence or the 90 days prior to community center release.

Initial evaluation of the total community correctional center program, as well as individual programs, should be based upon the degree of success in fulfilling these objectives. In the future, however, it is anticipated that significant refinements of both the tools of analysis and the objectives of the program will occur. Most important to future evaluation systems will be the development of such statistical refinements as severity scales, prediction tables, and computerization of data.

VII. OVERCOMING PUBLIC RESISTANCE TO COMMUNITY CORRECTIONS

A leading cause of failure among community corrections programs is public resistance to the idea of placing offenders in residential centers located in the community. An indication of this concern is the legislative thrust to lengthen prison terms for certain types of crime. The recent California Supreme Court reversal of the "use a gun, go to prison" legislation involves a law that reflects public, legislative, and law enforcement concern that a significant group of offenders be removed from the community. An increased emphasis on the control of offenders and protection of public safety is apparent in some changes in the operations of parole and probation.

Such resistance can be present even when offenders are serving only the last few months of a prison sentence in community settings. Regardless of the authority given the Director of Corrections in Sections 6250-6256 of the Penal Code to place inmates in community correctional programs, such placement is seen by some as unwarranted "term shortening." Although some residential corrections programs report that they receive active support from their immediate communities, others are resisted as "perhaps a good idea, but not in my neighborhood." This resistance can be officially exerted through various regulatory agencies such as planning commissions and fire departments, city councils, county boards of supervisors, and funding sources. For these reasons, involvement of the community in the operation of community correctional centers is seen as critical to program success.

The most significant means of soliciting input from the community and communicating to the public the Department's purposes will be the establishment of community advisory groups at State and local levels. At the State level, the community corrections advisory committee would be acquainted with the Department's goals for its community corrections program. Members of the committee, named by the Parole and Community Services Division, should be chosen on the basis of their interest in a community approach to corrections and their representation of a sector of the community that is important to the program. Such sectors include business, law enforcement, mental health, the California Legislature, and the courts. Ethnic, gender, and geographic representation on the committee should also be reflective of the State population. This committee will provide a forum for discussion of the objectives, policies, and procedures of the community corrections program. The community corrections administrator should be included as an ex officio member. Committee members will also

hopefully act as Statewide mediators in disputes involving community corrections. At least one member of this committee will be on the panel that reviews proposals for contracts and makes recommendations to the Parole and Community Services Division.

Persons involved in local advisory groups for one or more programs will also provide a two-way link with the community. Representing those sectors of the community that are important to the local programs, these groups will help to develop employment and public service opportunities for residents, review local policies and procedures with appropriate recommendations, and help mediate local conflicts involving community corrections programs. A local representative of the National Alliance of Businessmen, an organization with long experience in developing employment opportunities for offenders, should be included at this level. The local community corrections specialist will be an ex officio member of the group, providing liaison with the community corrections coordinators and administrator.

The community corrections administrator, coordinators, and specialists should be directly involved in soliciting and responding to the various local groups that support or object to community correctional centers. Their function in this respect would be to consider and evaluate public reaction, to decide what changes should be made, and to implement those changes. Martin Frank, President of International Halfway House Association, has offered the Department the resources of his organization in providing information and advice based on the cumulative experience of the 200 programs that belong to that organization.

The purpose of expanding community corrections in California will also be served by contracting with programs already in operation. The federal prison system has 30 programs in California operated by private contractors. Federal officials in the regional office in Burlingame and Los Angeles encourage a cooperative approach between their agency and the Department, including the Department's use of programs currently contracting with the U. S. Government. Although the Department would be required to pay the higher per diem rate paid by the federal government, the arrangement would expand and stabilize services available to both federal and state residents. The Department would also benefit by dealing with experienced and proven contractors, by avoiding many of the "start-up" expenses required by new programs, and by cooperatively supporting programs in areas that could not support a "pure" State program.

Although county work furlough programs have limited space available for State inmates, these programs do have a base of community acceptance that would serve the Department's purposes

well, especially during the pilot phase in FY 1979-80. Because these programs usually are closely related to county jail facilities, they offer the advantage of greater security and control of resident activities at the facility, but they tend to offer fewer services and opportunities for residents' re-entry into the community.

PART FOUR: DIRECTIONS FOR THE FUTURE

I. COMMUNITY CORRECTIONS IN PERSPECTIVE

In the history of corrections in America, the connection between the community and the public offender dates back to 1787, when the Quakers formed the Philadelphia Society for Alleviating the Miseries of the Public Prisons. Other religious and humanitarian groups in the eastern states in the 1860's formed prisoner aid societies to provide counsel and assistance to inmates and persons recently released from prisons and jails. The original thrust was that of the community entering the institutions.

In the early 1800's, the first "halfway houses"--residential services for released offenders by private groups with private funds--were established. The aim was to provide the assistance necessary for offenders to establish a law-abiding lifestyle after they were released, often destitute, from jail or prison. Two of the oldest existing programs--the Quakers' Isaac T. Hopper House and Volunteers of America's Hope Hall--were established in New York before 1900.

While halfway houses offered services to ex-offenders, work release programs provided for the temporary release of prisoners to the community for the purpose of employment. Fostered by Sir Walter Crofton in Ireland in 1854, the concept was operationalized in Wisconsin in 1913. North Carolina also introduced work release for misdemeanants in the 1950's as a means of reducing the costs of incarceration. The practice was extended to felons in 1959 after its benefits in terms of offender rehabilitation were recognized.

The Federal Prisoners' Rehabilitation Act of 1965 inaugurated the official recognition and support of programs which brought the inmate into community residential centers for the purpose of reintegration. This legislation appropriated funds specifically for the operation of the federal community treatment centers which began in Los Angeles and Chicago in 1961 and currently number over 260 centers. Today, over 40 states have work release or work furlough programs.³⁰

California entered the field of work furlough when the State Legislature adopted the Work Furlough Rehabilitation Law in 1957. Legislation passed in 1965 allowed the Director of Corrections to contract with cities and counties to house State inmates for various purposes,

³⁰A distinction (not strictly observed) appears between work release and work furlough. Under work release, a prisoner is released from the institution only for the purpose of going to work and returns at the end of the working day. Work furlough more often involves releasing an inmate to a group residence outside the institution.

including work furlough.³¹ The first work furlough contract was signed with San Joaquin County in 1966. Today, the only significant county work furlough contracts are with the counties of San Mateo and San Francisco.

The Director of Corrections was authorized by law in 1965 to establish community correctional centers "to provide housing, supervision, counseling and other correctional programs for persons committed to the Department of Corrections."

The Crittenden Center in Oakland and Vinewood Center and Parkway Center in Los Angeles were opened in 1965 (they have since been closed because of dwindling resident populations and mounting financial burdens). A major setback for California's community corrections occurred in 1972, when the Don Lugo Work Furlough Center in Chino became the focus of public and official criticism after residents were found committing gross violations of laws as well as program rules. The Sacramento Valley Correctional Center was opened in 1973 as a work furlough program, but was recently ordered closed because of insufficient resident population and a necessary cut in expenditures. The Central City Community Center, opened in 1970 in Los Angeles, is the only viable work furlough program now operated directly by the Department of Corrections.

The only current contract for work furlough services from a private source is the Volunteers of America program in Oakland. For the past three years, the Parole and Community Services Division has contracted with several private residential programs through a grant awarded through the Office of Criminal Justice Planning, but these contracts are for parolees rather than inmates still serving sentences.

With 22 years experience in community corrections, including 14 years administering contracts with residential programs in the community, California is in a position to examine the feasibility of expanding its use of such beds. The projection made in a 1972 report by the Parole and Community Services Division on the community corrections centers may yet be realized:

"Corrections in the decade of the Seventies will undoubtedly move in the direction of more community-based programming for criminal offenders. With the experience gained by the California Department of Corrections in the operation of community correctional centers, we believe that California will continue to be one of the leaders in the utilization of community correctional centers to manage safely criminal offenders in the community."

³¹A 1966 change in the Welfare and Institutions Code also allowed civilly committed addicts to participate in work furlough.

II. FUTURE ISSUES

The proposed plan for California covers all major areas involved in setting up a community correctional subdivision within the Parole and Community Services Division as revealed by currently successful systems. However, the literature and experience relevant to community corrections is voluminous, and the final word is not yet in regarding the specific procedures and programs that are most effective. Even the relatively hard science of statistical evaluation has been ambiguous in its attempts to assess the success or failure of community correctional systems.

Most major community correctional systems are undergoing evaluation and refinement, and it is thus recommended that the California plan be implemented with an understanding that the system will be an evolving one, subject to continuing monitoring, evaluation, and further refinement.

In the process of review associated with plan development, the task force identified a number of issue areas that may be profitably explored as its community correctional system evolves: refinement and modification of system objectives; refinement of evaluation methods and procedures; expansion of the system to serve other offender groups; expansion of staffing plan; and comparative assessment of alternative methods of contracting for services.

The overall objectives of community corrections are likely to be refined and modified in the future both to meet the changing needs of society and to comply with what future evaluation shows to be the greatest assets of community centers. In the past, attempts to measure the success of correctional programs has too often been measured only in terms of recidivism. It is now acknowledged that there are many other useful indicators of correctional success, including: reduction of particular kinds of criminal behavior; reduction of undetected crimes through control of illicit drug use; and the incalculable savings achieved by preventing return to prison. These and other objectives can be defined and evaluated as the community correctional center system evolves.

There should also be ongoing efforts to refine the evaluation system. The expansion of community corrections in California will provide an opportunity for developing more refined evaluation systems, a goal towards which the federal government and other states are also striving. Among the promising avenues for future development are the use of prediction tables, longitudinal studies, severity scales for measuring criminality and recidivism, and perhaps most important, an evolution to a computerized data processing system. In the absence of computerization, it is unlikely that sufficient amounts of data can be collected, tabulated, and collated to provide accurate information for decision-making.

Community correctional systems nationwide are targeted on considerably broader populations than prisoners completing the last 90-120 days of release. The proposed plan recommends that any excess beds be made available to parole violators or short-term commitments who meet the initial exclusion/selection criteria. In the future, however, a system similar to that operated by the Federal Bureau of Prisons (involving routine placement of parole violators and short-term offenders) appears desirable. In addition, certain cases, such as 1203.03 PC evaluations and persons with particular needs (such as severely disabled or some psychiatric cases) could be housed more economically and humanely in community correctional alternatives. Also, the concept of home furloughs from institutions has been successfully developed, particularly in Massachusetts, and the data indicate as high as a 25% reduction in recidivism among participants in home furlough programs.

With respect to the administrative and staffing plan recommended for the management and staffing of the community corrections system, the proposed structure is considered the bare minimum necessary for start-up and initial operation. As the system expands, close monitoring will be necessary to determine the number of positions required to meet the workload. It is extremely unlikely that fewer positions will be required than recommended; however, more desirable ratios of staff to inmates may become apparent and should be pursued through future budget change proposal processes.

Finally, the implementation of a community correctional program with primary emphasis on the provision of a variety of services involving State-run, county-run, and private contractual arrangements will be in a unique position to study the various program components relative to their success in preparing the offender for re-entry into the community. Because of the flexibility available in private programming, it is recommended that the Department undertake a series of specialized contracts in the future involving programmatic aspects of a specialized treatment nature. A promising model is that currently operated by the State of Oklahoma. This state operates 671 beds in 10 state-run community centers under a system of behavior management. Residents must fulfill behavioral "contracts" in order to move into progressively greater levels of freedom within the center, including longer passes, larger amounts of earnings retained for personal use, etc. Reports on the two years of operation under this system have been exceptionally favorable. It is recommended that this and other new forms of treatment modalities be explored.

APPENDICES

APPENDIX A: BIBLIOGRAPHY

- Adams, Stuart. Evaluative Research in Corrections. Washington, D.C.: LEAA, 1975.
- Alper, Benedict. Community Residential Treatment Centers. Hackensack, New Jersey: National Council on Crime and Delinquency, 1966.
- American Civil Liberties Union. The Rights of Prisoners. New York: Avon Books, 1973.
- American Correctional Association. National Jail and Adult Detention Directory. Washington, D.C.: December 1978.
- Beck, James, Richard Seiter, and Harriet Lebowitz. "Community Treatment Field Study for Federal Prison System." October 1978.
- Berecochea, John E., and George Sing. "The Effectiveness of a Halfway House for Civilly Committed Narcotic Addicts." California Department of Corrections Research, August 1971.
- Brooks, Mann, and Sutliff. Prison Overcrowding: A Plan for Housing Felons Through Fiscal Year 1986-87. Sacramento: California Department of Corrections, 1979.
- California Board of Corrections. Correctional System Study: Field Services. Sacramento: 1976.
- California Office of Narcotics and Drug Abuse. Drug Abuse: A Directory of Community Services in California.
- California Department of Corrections. Program and Facilities Planning Report. Sacramento: 1973.
- California Youth Authority. National Study of Women's Correctional Programs. Sacramento: 1976.
- Carlson, Rick J. The Dilemmas of Corrections. Massachusetts: Lexington Books, 1976.
- Carney, Louis P. Introduction to Correctional Science. New York: McGraw-Hill, 1974.
- Center for Study of Crime, Delinquency and Corrections. Work Release: Toward an Understanding of Law, Policy and Operation of Community-Based State Corrections. National Directory - State Work Release Centers. Publication No. 13.10.31. Carbondale, Illinois: 1972.

Commission on Accreditation for Corrections. Manual of Standards for Adult Community Residential Services. Rockville, Maryland: April 1977.

Comptroller General of the United States. Report to the Congress: Probation and Parole Activities Need to be Better Managed. Washington, D.C.: U. S. General Accounting Office, October 21, 1977.

Faucett, Jan, M.D. Dynamics of Violence. Chicago: American Medical Association, 1972.

Fifth Judicial District, Department of Court Services. A Handbook on Community Corrections in Des Moines, Iowa - A Coordinated Approach to the Handling of Adult Offenders. Prepared for the U. S. Department of Justice. Washington, D.C.: U. S. Government Printing Office, Stock #2700-00219.

Fishman, Robert. Criminal Recidivism in New York City: An Evaluation of the Impact of Rehabilitation and Diversion Services. New York: Praeger, 1977.

Fox, Vernon. Community-Based Corrections. New Jersey: Prentice-Hall, 1977.

Galvin, John J. et al. Instead of Jail, Volume I - Issues and Programs in Brief, Volume II - Alternatives to Pretrial Detention. Washington, D.C.: LEAA, October 1977.

Hahn, Paul. Community Corrections and the Criminal Justice System. Santa Cruz: Davis Publishing Co., 1975.

Hartjen, Clayton A. Crime and Criminalization. New York: Praeger, 1978.

Haskell, Martin R. Criminology: Crime and Criminality. Chicago: Rand-McNally, 1974.

Hoffman and Beck. Parole Decision-Making: A Salient Factor Score. Journal of Criminal Justice, Volume 2, 1974.

Holt, Norman, and Don Miller. "Exploration in Inmate-Family Relationships." California Department of Corrections Research, January 1972.

Howard, Dick. A State Supported Local Corrections System: The Minnesota Experience. Lexington, Kentucky: Council of State Governments, 1977.

Krisberg, Barry. Changing the Jails. San Francisco: American Friends Service, 1976.

Landolfi, Joseph. Completion/Noncompletion Rates for Release From Department of Corrections Pre-Release Centers 1975-1976. Massachusetts Department of Corrections.

LeClair, Daniel P., Ph.D., and Randi Mershon. An Analysis of Recidivism Rates Among Residents Released From Massachusetts Correctional Institutions From 1973-1976. Summary of four reports; first two prepared by Dr. LeClair, last two prepared by Mr. Mershon. Massachusetts.

LeClair, Daniel P., Ph.D. Development of Base Expectancy Prediction Tables for Treatment and Control Groups in Correctional Research. Massachusetts Department of Corrections, August 1977.

LeClair, Daniel P., Ph.D. Society Reintegration and Recidivism Rate. Massachusetts Department of Corrections, 1978.

Lipton, Douglas. The Effectiveness of Correctional Treatment: A Survey of Treatment Evaluation Studies. New York: Praeger, 1975.

MacIver, Robert Morrison. On Community, Society and Power. Chicago: University of Chicago Press, 1970.

McGlothlin, William H. et al. An Evaluation of The California Civil Addict Program. Rockville, Maryland: National Institute of Drug Abuse, 1977.

Menninger, Karl, M.D. The Quandary in Corrections, History Repeats Itself. Happensack, New Jersey: National Council on Crime and Delinquency, 1977.

Michigan Department of Corrections. Coming Home. 1978.

Milstead, R. J. Use of Objectives Hierarchy In Planning, Operating and Evaluating Halfway House Programs. National Conference on Criminal Justice Microfische, NCJ 28239.

National Institute of Law Enforcement and Criminal Justice. Cost Analysis of Correctional Standards. Washington, D.C.: U.S. Department of Justice, 1976.

---- Evaluative Research in Corrections. Washington, D.C.: LEAA, 1975.

---- Instead of Jail, Volume 5: Planning, Staffing, Evaluating Alternative Programs. Washington, D.C.: LEAA, 1977.

---- National Evaluation Program Phase 1: The Transition from Prison to Employment, An Assessment of Community-Based Assistance Programs. Washington, D.C.: LEAA, 1978.

---- Halfway Houses: Program Model. November 1978.

---- Cost Analysis of Correctional Standards: Pre-Trial Programs. Washington, D.C.: May 1978.

- National Institute of Mental Health. Community-Based Correctional Programs: Models and Practices. Washington, D.C.: Public Health Service Publication No. 2130, 1971.
- Report of the National Advisory Commission on Civil Disorders. New York: Bantam, 1968.
- Rosenblum, Robert and Deborah Whitcomb. Montgomery County Work Release/Pre-Release Program, Montgomery County, Maryland. U. S. Government Printing Office, June 1978.
- Seiter, Richard P. Evaluation Research As A Feedback Mechanism for Criminal Justice Policy Making: A Critical Analysis. Library of Congress card 77-94147 ISBN 0-88247-528-2. Massachusetts: R&E Research Associates, Inc., 1976
- Solomon, Hassim M. Community Corrections. Boston: Holbrook Press, 1976.
- South Carolina Department of Corrections. Rights of the Confined. 1972.
- Toborg, Mary et al. National Evaluation Program, Phase 1 Report: The Transition from Prison to Employment, An Assessment of Community-Based Assistance Programs. Washington, D.C.: National Institute of Law Enforcement and Criminal Justice, LEAA, 1978.
- Viera, Norman. Civil Rights. St. Paul, Minnesota: West Publishing Company, 1978.
- Waller, Irvin. Men Released from Prison. Canada: University of Toronto Press, 1974.

APPENDIX B: LEGAL ISSUES - COMMUNITY CORRECTIONS

Due to California's recent entry into the use of private contractors in the provision of correctional services (Volunteers of America, Oakland being the only non-law enforcement example at present), certain legal issues were raised in the course of the compilation of this report. While not purporting to foresee every legal issue that may arise in the implementation of community correctional program, the following suggests the most significant legal issues, prepared by Joan Thompson, Paroles and Community Services Legal Affairs Coordinator:

Community Corrections - Legal Issues

1. Authorization to place non-felons in contract facilities.

Section 3305 of the Welfare and Institutions Code states: Power and duty of Director of Corrections: Application of statutory provisions to Center as prison.

The supervision, management and control of the California Rehabilitation Center and the responsibility for the care, custody, training, discipline, employment and treatment of the persons confined therein are vested in the Director of Corrections. The provisions of Part 3 of the Penal Code apply to said institution as a prison under the jurisdiction of the Department of Corrections and to the persons confined therein insofar as such provisions may be applicable.

This authorizes the Director of Corrections to manage, supervise or control the persons in the California Rehabilitation Center as appropriate and to have the same authority to place such persons as is true of felons under Section 6256 of the Penal Code in Community Correctional Centers.

2. Employees of contract agencies acting as employees of the Department of Corrections.

When a contract is entered with a Community Correctional Center to house, counsel, provide care and supervision of Department of Corrections inmates, the employees of that contracting agency are considered the same as employees of the Department of Corrections, except as to being actual employees of the Department of Corrections.

- a) Any loss of time and rate of compensation to contract facility employees, would be paid or made up in some fashion by the actual employer, the contract facility.

- b) Any employee of the contract agency could write up disciplinary reports with appropriate recommendations as to return to the hub-parent institution for violations of contract agency rules, etc. The decision on the report would be the Department's prerogative.
- c) Any employee of the contract facility could be involved in urine testing and utilize the same testing technology as is used by Departmental personnel.
- d) Provision of passes from the contract facility would be contingent on Departmental policy, terms of the contract and rules of the contracting agency.
- e) Any employee of the contract facility would be able to use the necessary degree of force/control required to maintain order, security of the premises and safety of the person and others that a Department employee could use in like circumstances.
- f) Employees of the contract facility and the facility are subject to search in the execution of a valid warrant by any other criminal justice agency, or in respect, to any other proper function of such agency.
- g) The State is not responsible for injuries to staff of the contract agency by inmates clients placed in the facility other than to disclose to the contract agency staff known statements of hostility toward certain persons, or expressed intentions to do something, or react in a certain manner, in a particular situation.
- h) Employees of the contract facility would be authorized, as representatives of the Department of Corrections, to conduct searches, based on a reasonable belief that unauthorized goods or substances were in the possession of clients, to seize such goods or substances, and handle such seizures administratively by referral to the Department, of corrections or through local law enforcement.

3. Prisoners with holds or detainers being placed in community contract facilities.

This question has a two-part answer. There is no legal constraint to placement in a community correctional facility so long as before the release of a person with a hold or detainer, the agency placing the hold or detainer is notified a reasonable period in advance of the pending release, of a need to take any necessary action. As a matter of Department policy, the Case Records Manual information on detainers and procedures is attached.

4. Acceptability by CRB/NAEA of reports from community treatment facility employees on clients/inmates/residents.

Acceptance of contract facility employees' reports on clients, including anti-narcotic testing results, would be valid as, and weighed equally with, reports from Department employees.

5. Any restraints on transportation from an institution to a community correctional facility.

No restraints exist on transportation in that if the person to be placed in a community contract facility should reasonably be a reliable, motivated person, responsible enough to report to a program that had been applied for and requested as part of personal re-entry plans.

6. Process to override facility decision to reject.

Depends on how the contract is written. If the Department can override the facility and require acceptance, there is no problem. If the Department is not allowed to override, the established Department appeals procedure would be followed and a time limit of 45 days to process and resolve is in effect.

7. Limits on contract facility employees relative to disclosures on clients/inmates/residents.

When the Department executes a contract with a community facility, the privacy of information constraints that apply to Department employees, in whose place they stand, apply to contract facility employees. The constraints must be explained, noted and necessary training set out.

8. Employment of ex-felons as staff of community contract facility and their access to records of the Department on clients/inmates/residents.

Any community program that hires or has ex-felons on its staff would have to consent to have such an employee, as well as other staff, screened through Criminal Investigation and Identification, to be able to have access to Departmental records. This is an area that would be preliminary to entering contract negotiations, and could be a controlling point in utilizing a particular community program.

Article 1 - General Information

Section 900. Detainers--"Holds." (a) A letter from any institution or law enforcement agency requesting that a "hold" be placed on an inmate is to be considered as sufficient authority for placement of a "hold." A warrant or similar document may be accepted for the same purpose. The detainer--hold will be posted on the CDC Form 112, Chronological History.

(b) If information not contained in the original letter or document is desired for classification or other purposes, further correspondence may be needed to secure additional information, such as reason for hold, charges pending against the prisoner, time left to be served, etc.

(c) In corresponding with the person or agency placing the hold, no employee of the Department of Corrections, including the warden/superintendent, shall request the lifting of a hold or make any appeal in behalf of an inmate designed to secure the lifting of a hold.

(d) In those cases in which it appears that a justifiable hardship upon the prisoner has resulted from the continuance of a hold, the warden/superintendent shall present in writing to the Director of Corrections a complete factual statement concerning the circumstances. Further action will be taken only with the director's approval.

(e) This prohibition shall not prevent the warden/superintendent or members of his staff from writing letters of inquiry concerning the intentions of the person or agency placing the hold to actually take custody of the prisoner or prevent the giving out of factual information.

Sec. 901. Notification of Release. (a) A written request received from a law enforcement (public agency) or from the paroling authority of another jurisdiction for notification of an inmate's release will be posted to the CDC Form 112, Chronological History. The agency will be notified of the inmate's release or pending release as requested.

California Department of Corrections CASE RECORDS MANUAL	Chapter 900 Detainers, Notices and Subject Extraditions General Information Article 1
---	---

Sec. 901 continued

(b) Requests by district attorneys for notice of release of inmates on whom warrants are pending under Section 270 of the Penal Code shall be posted to the CDC Form 112, Chronological History, and the district attorney notified prior to an inmate's release.

(c) The district attorney's office will be advised of the parole office that will be supervising the inmate or the date the inmate will be discharged.

Sec. 902. Notification of Release--Individual.

(a) Written requests for personal notice of an inmate's release or escape will be responded to in writing by the warden, superintendent or designated staff member not less than the level of correctional lieutenant, correctional program supervisor III or correctional counselor II.

(b) Each request will be evaluated in terms of the potential risk of harm the inmate's release or escape will present to the requestor, as well as any need to maintain the confidentiality of the requestor's identity and of information contained in the request. Receipt of the request will be acknowledged and the requestor informed of:

(1) Action taken by the department.

(2) Additional information required before an action can be taken.

(3) The requestor's responsibility to inform the department of any change in the address (or phone number) to which a notice is to be sent or a call is to be made.

(4) To what degree the request is considered confidential and the amount of information, if any, which will be disclosed to the inmate concerned.

(c) A sample of the wording to be used in accepting a request for notification is included in attachment (A) at the end of the chapter.

California Department of Corrections CASE RECORDS MANUAL	Chapter 900 Detainers, Notices and Subject Extraditions General Information Article 1
---	---

Sec. 903. Responsibility of Records Office.
(a) An entry will be made on the CDC Form 112, "Notice of Escape or Release from Departmental Custody Requested."

(b) The same notation will be made in bold red ink across the bottom of the CDC Form 261.

(c) A CDC Form 128, "Requested Notice of Escape or Release from Departmental Custody," will be prepared. The chrono will be filed in the confidential case records folder in the central file. (Institutions may reproduce and use the CDC Form 128 format shown at end of the chapter.)

(d) If confidentiality is warranted, the letter requesting notice and copies of all staff correspondence with the requestor concerning the request for notice will be filed in the confidential case records section of the inmate's central file. The reason given for confidentiality and refusal to disclose the documents to the inmate or persons acting for or on behalf of the inmate will be:

(1) "Material relates to a person's fear of subject's escape or release/transfer from departmental custody."

Sec. 904. Notice to Requestor. (a) When a request for notice has been made a matter of record in an inmate's file, as indicated in Section 903, the requestor will be notified of the inmate's escape, scheduled release to parole, discharge, release from custody for any other reason, or transfer of custody to another agency.

(b) Notice of transfer of custody is required in order to inform the requestor that this department will no longer assume responsibility to notify the requestor of the inmate's release or escape from custody.

Sec. 905. Responsibility for Giving Requested Notice. (a) A promise or implied promise to give notice of an inmate's release from custody, escape or transfer of custody from the department to another agency, imposes that responsibility upon department staff of the facility from which the inmate is subsequently released or from which he or she escapes.

California Department of Corrections CASE RECORDS MANUAL	Chapter 900 Detainers, Notices and
	Subject Extraditions General Information

Article 1

Sec. 905 continued

(b) For that reason, the periodic review of the inmate's file for the validation of previous recordings will include an evaluation of the current validity of the need or requestor's desire for notice. This may require the inmate's caseworker to contact the person(s) who requested such notice.

(c) Responsibility for notice in the event of an inmate's escape will rest with the official who reviews the central file for information required in notifying law enforcement officials of the inmate's escape. Wherever possible, such notice may be initially given by a telephone call to the requestor.

(d) The responsibility for notice of imminent authorized release or transfer of department custody to another agency rests with the inmate's caseworker.

(e) A copy of the written notice of escape, transfer of custody, or authorized release will be filed with the original request for notice in the confidential case records section of the inmate's central file.

California Department of Corrections CASE RECORDS MANUAL	Chapter 900 Detainers, Notices and
	Subject Extraditions Detainer--Disposition

Article 2

Article 2 - Detainer--Disposition

Section 910. Responsibility for Notifying Inmate.

(a) The correctional case records manager is responsible for notifying the inmate when a detainer (hold) is received. The correctional case records manager shall provide the inmate with a copy of the detainer, and advise what action the inmate may take to request disposition of the detainer.

(b) The CDC Form 661 (Exhibit B) is to be used when notifying an inmate that a detainer has been received and recorded.

Sec. 911. California Detainers--Disposition Of.

(a) Should the detainer be from another agency of this state for untried charges, the inmate will be notified that he may request disposition of pending charges by filing a demand for trial in accordance with the provisions of Penal Code Section 1381. If the detainer is for violation of probation, the inmate will be advised that a request for disposition of probation may be filed in accordance with the provisions of Section 1203.2a of the Penal Code.

(b) CDC Form 643 will be used to demand trial on untried charges in California. This form should be mailed to the district attorney via certified mail, return receipt requested.

(c) Penal Code Section 1381 recites that a person must be brought to trial within 90 days after written notification of the place of confinement. The 90-day period starts the day the district attorney acknowledges receipt of the CDC Form 643.

(d) If the inmate is not brought to trial at the conclusion of the 90-day period, a CDC Form 669, Motion to Dismiss Criminal Charges Pending, and a CDC Form 670, Order for Dismissal, should be prepared and forwarded to the court having jurisdiction of the matter.

(e) CDC Form 616 or CDC Form 617 will be used to request disposition of probation when the grant of probation

California Department of Corrections CASE RECORDS MANUAL	Chapter 900 Detainers, Notices and
	Subject Extraditions Detainer--Disposition Article 2

Sec. 911 continued

was issued by a California court. The sample form letter, Exhibit C (end of chapter) will accompany the CDC form to the probation department or to the court.

Sec. 912. Out-of-State or Federal Detainers.

(a) Should a detainer for untried charges be lodged by an agency of the federal government or an agency of a member state of the interstate agreement on detainers, the forms provided at the end of this chapter will be utilized to notify the inmate of the detainer and to request disposition of the pending charges. The agreement on detainer forms are appropriate for use in requesting disposition of probation in compact member states.

(b) Section 1389 of the Penal Code provides for the surrender of temporary custody of a prisoner to a jurisdiction of another state where he is wanted for prosecution. In such cases, the necessity of obtaining a waiver of extradition before a magistrate does not apply. Such transfer of prisoners is limited to the federal government and those states signatory to the agreement.

(c) At the end of this chapter are:

(1) A set of rules, regulations and forms used to implement the agreement on detainers.

(2) A roster of the signatory states with code citations and the designated agreement administrators.

(d) Instructions.

(1) Instructions for the preparation, distribution and use of the various forms are contained in the heading of each form.

(2) Form 6, Evidence of Agent's Authority to Act, provides designation of the state agent by the

California Department of Corrections CASE RECORDS MANUAL	Chapter 900 Detainers, Notices and
	Subject Extraditions Detainer--Disposition Article 2

Sec. 912 continued

district attorney and the agreement administrator of the receiving state. Completion of this form constitutes the state agent's appointment.

Sec. 913. Incompleted Sentence. Should a detainer be lodged, based upon an incompleted prior prison term by an institution or paroling agency of another state or the federal government, the provisions of the court decision In re Stoliker are applicable. See Article 5 of this chapter for instructions.

Sec. 914. Nonmember State. Should a detainer be lodged for untried charges by an agency of a state which is not a compact member of the interstate agreement on detainers, the inmate may only be released for trial in accordance with an executive agreement between governors in compliance with Section 1549 of the Penal Code.

Article 3 - Notification to Filing
Authorities

Section 920. General Considerations. (a) Each agency which has filed a detainer against an inmate will be notified of the individual's pending release 90 days prior to the inmate's tentative release date.

(b) Normally, it is departmental policy to release an inmate to the agency which placed the first detainer against the inmate if that agency wishes to exercise its detainer.

(1) However, if multiple detainers are on file, and one of the detainers is based upon a judgment and sentence to a term of imprisonment, the initial offer of custody will be to the agency holding the prison term detainer.

(c) When multiple detainers are on file and the inmate is released to one of the detainers, the remaining detainers will be given to the transporting officers, and the other agencies will be notified of the release and the agency that assumed custody.

(e) Sample letter of notification (Exhibit D) at end of chapter may be modified as required to meet individual situations. This letter is to be used only when the release is under the indeterminate sentence law.

Sec. 921. Notification Letter to Federal Agency. (a) Ninety days prior to an inmate's scheduled release date, the correctional case records manager will notify the U.S. Marshal of the district in which the institution is located. The letter shall state which U.S. Marshal's office filed the detainer and whether the inmate is eligible for a parole date advancement.

(b) The original letter will be mailed to the U.S. Marshal of the district in which the institution is located. A copy of the notification letter will also be mailed to the following:

Sec. 921 continued

- (1) U.S. Marshal's office which filed the detainer.
- (2) U.S. Department of Justice
Bureau of Prisons
Western Regional Office
330 Primrose Road, 5th Floor
Burlingame, CA 94010
Attention: Records Coordinator
- (3) United States Parole Commission
330 Primrose Road, 5th Floor
Burlingame, CA 94010
Attention: Prerelease Analyst

Sec. 922. Prisoners With Concurrent Federal Sentences. (a) When an inmate who is serving a concurrent federal term is received at an institution, or transferred from another institution, the correctional case records manager of the receiving institution will advise the U.S. Bureau of Prisons of such transfer.

(b) The notification will be mailed to:

- (1) U.S. Department of Justice
Bureau of Prisons
Western Regional Office
330 Primrose Road, 5th Floor
Burlingame, CA 94010
Attention: Records Coordinator

(c) The state is not compensated for keeping federal prisoners during the time they are concurrently serving state sentences.

- (1) Should the institution be designated by the U.S. Bureau of Prisons as the place of continued confinement on the federal sentence of a prisoner who would otherwise be released on a state sentence, the regular per diem rate for keeping federal prisoners should be charged.

Sec. 922 continued

- (2) Such confinement of federal prisoners will require approval of the Director of Corrections in the same manner as does the acceptance of new prisoners.

Article 4 - Releases to Detainers

Section 925. General Information. Section 11177 of the Penal Code provides that a parolee from another state may be returned to the state of original conviction for violation of parole, if the parolee is in California pursuant to the provisions of the Interstate Parole Compact.

Sec. 926. Conditions. (a) An inmate being discharged or paroled from a California institution may be released directly to an agent of another paroling agency only if:

(1) The detainer is for violation of parole;
and

(2) The inmate was legally residing in California and under supervision of the Parole and Community Services Division Interstate Unit at the time of his incarceration on the California term.

(b) Prior to releasing any inmate to an agent of another state, the correctional case records manager will confirm that both of the above conditions exist by writing to the compact administrator of the other state to determine the individual's supervision status prior to confinement in California.

(c) When it is determined that an individual is eligible for release to an agent of another state, the correctional case records manager will make arrangements for the release of the inmate on the date of his scheduled release at a time convenient to transporting officers, insofar as possible, within normal business hours.

Sec. 927. Release to Subsequent Prison Commitments.

(a) An inmate being released from a California institution may be released directly to an agent of another jurisdiction when the detainer is based upon a conviction and sentence only if:

California Department of Corrections CASE RECORDS MANUAL	Chapter 900 Detainers, Notices and Subject Extraditions Releases to Detainers Article 4
---	---

Sec. 927 continued

(1) The commitment in the receiving state is subsequent to the California commitment;

(2) The inmate had initially demanded trial in the receiving state in accordance with the provisions of the agreement on detainers;

(3) A copy of the inmate's request (Agreement on Detainers, Form II) is in the inmate's central file.

(b) When it is determined that an individual is eligible for release to an agent of another state, the correctional case records manager will make arrangements for the release of the inmate on the date of his scheduled release at a time convenient to transporting officers, insofar as possible, within normal business hours.

Sec. 928. Extradition Upon Release. (a) Inmates other than those specified in this chapter on whom out-of-state holds have been placed and who are scheduled to be discharged or paroled from an institution will be released to the custody of a local law enforcement agency only.

(b) The correctional case records manager will contact and make arrangement for the local law enforcement agency to take custody of the inmate on the scheduled release date. These arrangements must be made sufficiently in advance to assure that appropriate documents are available for delivery to the agency assuming custody. The inmate shall be released on the scheduled release date.

(c) The local law enforcement agency will take custody of the inmate on the date of release in accordance with Sections 1550, 1550.1, or 1555.1 of the Penal Code.

(d) It would be unlawful, under Section 1550.1 and Section 1550.2 of the Penal Code, for a prison official to deliver a prisoner to an agency of a demanding state until the prisoner is taken before a magistrate.

California Department of Corrections CASE RECORDS MANUAL	Chapter 900 Detainers, Notices and Subject Extraditions Releases to Detainers Article 4
---	---

Sec. 928 continued

(e) In the case of a prisoner on whom there is a detainer and who is being released, there is no legal provision to take the prisoner before a magistrate to consider extradition prior to his release date. The prisoner is released to the local sheriff with the accompanying warrants. In such instances, the CDC is not a party to delivery to an out-of-state agency of the other state other than cooperating in transfer of custody.

(f) Occasionally, a local magistrate may hold an extradition hearing at the institution prior to the prisoner's release on the matter of extradition upon release. The prisoner is delivered directly to the out-of-state agency when discharged on the authority of a waiver signed by the judge or upon the judge's approval.

APPENDIX C: ACA STANDARDS FOR ADULT COMMUNITY
RESIDENTIAL SERVICES, 1979

The following items are those required of all community correctional center programs and with which all providers should be in compliance. (Numbers following entry indicate ACA item number as applicable.)

1. Community involvement committee - 2027
2. Income expenditure statements - 2031
3. Funding source financial reports - 2034
4. Annual fiscal audit - 2033
5. Written fiscal policies and procedures, internal control, petty cash, bonding, signature control on checks, resident funds, employee expense reimbursement - 2035
6. Provide insurance coverage - plant, equipment, personal property and injury - 2036
7. Inventory control - written policy - 2037
8. Purchasing and requisitioning - 2038
9. Documentation of wage payment to employees and consultants - 2039
10. Personnel policies - written - 2040, 2041, 2042
11. Job descriptions, job qualifications, affirmative action - 2043, 2044, 2045
12. Employment of ex-offenders - non-exclusion policies - 2046
13. Grievance procedure - employees - 2047
14. Personnel records - confidentiality - 2048, 2049, 2050, 2051
15. Staff policies - employment, promotion, orientation, training, education, benefits - 2052-2063
16. Zoning, codes, primary jurisdiction - 2064-2068
17. Written intake policies and procedures - 2082-2087

18. Functions required by all halfway house facilities - 2088
Minimum required: community supervision, shelter, food service, emergency financial assistance, individual counseling, assistance with transportation. Considered necessary but may be handled through referral: medical health services, mental health, vocational evaluation and training, employment counseling and placement, education counseling and placement, group counseling.
19. Needs assessment - 2089-2092
20. Resource inventory and development - 2091
21. Vocational rehabilitation, literacy, job counseling, liaison with unions and EDD - 2093-2096
22. Program analysis, individual contract, review - 2097-2101
23. Staff assignments, 24-hour coverage - 2102-2103
24. Community involvement procedures, training, orientation, insurance - 2105-2106, 2134-2140
25. Food service - nutritional standards, health codes, special diets - 2107-2115
26. Medical - first aid training, equipment, drug inventory and control, medical emergencies, urine sample collection and testing - 2116-2125
27. Emergency procedures - drills, disaster, strikes - 2126-2129
28. Lines of authority, use of force, search and seizure, escape - 2130-2133
29. Out-client services - policies, procedures, referrals, acceptance in program where out-client services are provided - 2141-2152
30. Records - required record keeping on all individuals and staff, control of records, confidentiality, protection from destruction/theft, release of information - 2153-2164
31. Communication and coordination with other agencies - written procedures, membership in professional organizations, exchange of services and information - 2165-2171
32. Evaluation - organized system of data collection, use of evaluative materials in decision-making and policy development, information exchange with other agencies, independent evaluation - 2172-2175

33. Requirements particular to pre-release centers - control of movement in and out of facility, recreation and leisure time structure, accountability for case, escape procedures, transportation procedures, 24-hour coverage, temporary release, reimbursement from wages, classification - 2176-2195

WORK FURLOUGH - INMATE INCOME AND PROGRAM REPAYMENTS
 SAN MATEO COUNTY WORK FURLOUGH PROGRAM - CALENDAR YEAR 1978

Activity Report: Work Furloughees From the California Department of Corrections

- | | | |
|--------------------------------|------------------------|--------------------------------|
| 1. Admissions to work furlough | 5. Removed for cause | 9. Total net income |
| 2. Releases from work furlough | 6. Man days on program | 10. County M/C paid by inmate |
| 3. Total man days in facility | 7. Man days worked | 11. Net to inmate (pers. exp.) |
| 4. Average daily count/program | 8. Total gross income | 12. Maint. paid by State |

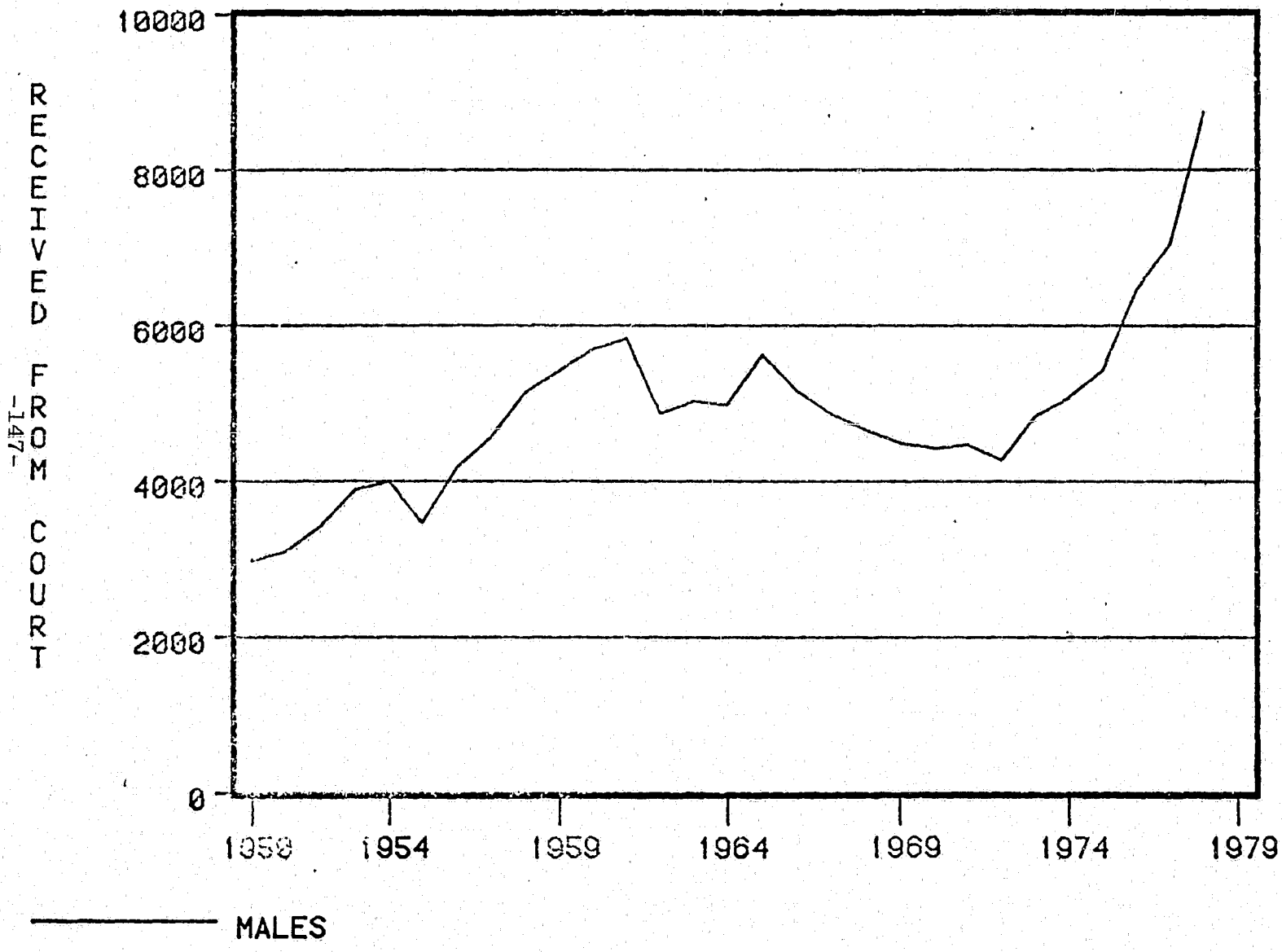
Month	1	2	3	4	5	6	7	8	9	10	11	12
Jan	9	7	639	21	1	548	361	9,806	7,901	3,241	4,660	6,174
Feb	10	6	605	21	3	566	382	10,012	8,467	3,356	5,111	6,064
Mar	8	12	568	18	1	477	385	9,982	7,352	3,092	4,260	5,856
Apr	6	4	611	15	0	547	381	12,015	9,908	3,462	6,446	5,748
May	5	12	546	18	3	490	376	10,112	8,130	3,054	5,076	5,383
Jun	10	6	496	17	0	433	314	9,107	6,386	2,646	3,740	4,809
Jul	3	7	571	19	1	531	357	8,604	6,414	2,884	3,530	5,726
Aug	11	5	409	15	1	490	349	8,712	6,342	2,883	3,459	5,202
Sep	4	7	568	15	0	523	342	10,792	8,898	3,258	5,640	5,307
Oct	14	10	612	17	1	526	349	10,905	8,874	2,986	5,888	6,319
Nov	9	13	565	18	2	431	311	8,903	6,152	2,796	3,356	5,724
Dec	4	3	498	15	1	434	279	10,305	7,965	2,640	5,325	4,785
Totals	93	92	6,688	-	14	5,996	4,186	119,255	92,789	36,298*	56,491	67,097

*Average of \$6.05 per resident per day

-145-

APPENDIX D

California Department of Corrections
POPULATION & MOVEMENT

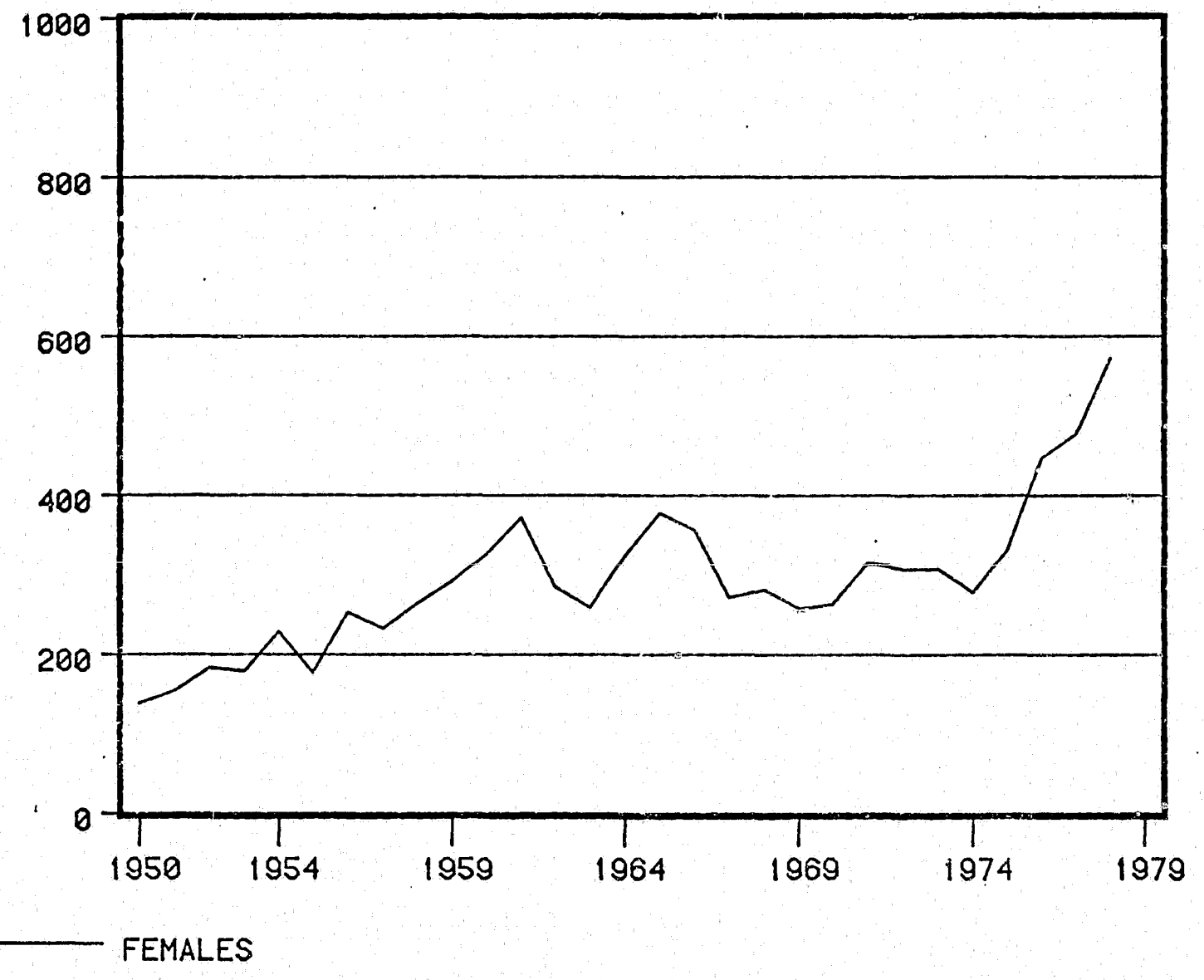


APPENDIX E

California Department of Corrections
POPULATION & MOVEMENT

RECEIVED FROM CORR
-149-

APPENDIX F



APPENDIX G

Department of Corrections

MALE FELONS

Population & Beds

	<u>Estimated Population</u>	<u>Beds Required 95%</u>	<u>Occupancy %</u>
9-30-78	18,631	19,610	96.0
10-31-78	18,817	19,810	96.9
11-30-78	19,003	20,005	97.7
12-31-78	19,190	20,200	96.3
1-31-79	19,388	20,410	95.6
2-28-79	19,586	20,615	95.9
3-31-79	19,785	20,825	95.8
4-30-79	19,910	20,960	96.4
5-31-79	20,035	21,090	97.0
6-30-79	20,160	21,220	97.6
7-31-79	20,270	21,335	98.2
8-31-79	20,380	21,455	98.7
9-30-79	20,490	21,570	99.2
10-31-79	20,593	21,680	99.7
11-30-79	20,696	21,785	100.2
12-31-79	20,800	21,895	100.7
1-31-80	20,905	22,005	101.2
2-29-80	21,010	22,115	101.7
3-31-80	21,115	22,225	102.2
4-30-80	21,191	22,305	102.6
5-31-80	21,268	22,390	103.0
6-30-80	21,345	22,470	103.4

APPENDIX H: RESEARCH ON THE EFFECTS OF SOCIAL DENSITY,
OR OVERCROWDING

The growing body of research into the impact of human overcrowding reveals the following conclusions:

- "...living in socially dense environments is related to increased crime, impaired mental and physical health, and elevated death rate." (Galle, Gover, & McPherson, 1972; Herzog, Levy, & Verdonk, 1977; Levy & Herzog, 1974; Golson, 1976)
- "...high social density in living units can increase the incidence of illness complaints..." (McCain, Cox, & Paulus, 1976)
- "...psychological stress can impair immunological mechanisms." (Stein, Schiani, & Camerino, 1976)
- "...as the population density of prisons increased, the death rates and psychiatric commitment rates also increased." (Paulus, McCain, & Cox, 1976)
- "...the most reasonable interpretation of the present results and those cited is that long-term, intense, inescapable crowding can produce high levels of stress which can lead to physical and psychological impairment." (Paulus, McCain, & Cox, 1976)
- "In a prison setting, where crowded conditions are chronic rather than temporary and where people prone to anti-social behavior are gathered together, there is a clear association between restrictions on personal space and the occurrence of disruptive and aggressive behavior." (Edwin I. Megargee, American Journal of Community Psychology, 1977).
- "A positive correlation between (disciplinary rates and crowding) suggests that general misconduct is high when the institution is dense." (Nacci, Teitelbaum, & Prather; Federal Probation, 1976)

APPENDIX I

SUMMARY

NUMBER AND TYPE OF INCIDENT

BY YEAR

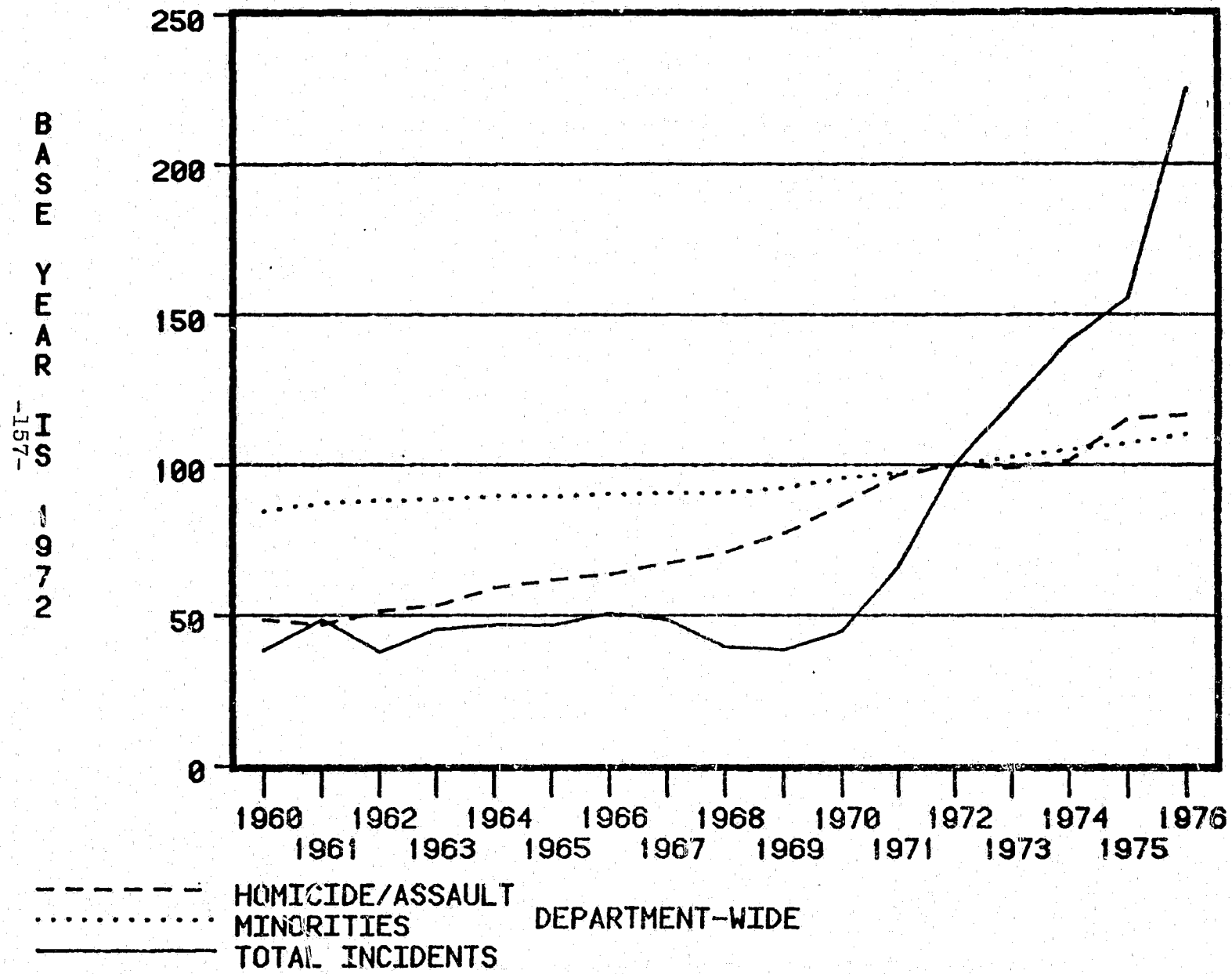
1970 - 1978

Year	Incidents								
	Total		Type of incident						
	Number incidents	Rate per 100 average inst. pop.	Assault with weapon*	Fights	Poss. of weapon	Nar-cotics	Sex	Suicide	Other
1970	366	1.36	79	66	89	80	15	11	26
1971	445	2.00	124	49	103	105	14	14	36
1972	592	3.04	189	69	132	144	9	9	40
1973	777	3.67	197	92	200	230	4	18	36
1974	1,022	4.30	220	121	262	347	8	14	50
1975	1,089	4.73	212	110	249	430	13	9	66
1976	1,385	6.84	204	131	193	776	6	7	68
1977	1,815	8.79	241	177	302	951	16	12	116
1978	2,060	10.07	270	247	374	1,034	18	4	113

*Includes fatal incidents

Note: These data are based upon incident reports submitted to Central Office, and as interpreted by Management Information Section.

California Department of Corrections
INSTITUTION INCIDENTS



APPENDIX J

END