

California Rehabilitation Oversight Board Minutes
January 12, 2011 Meeting

The California Rehabilitation Oversight Board (C-ROB) met in open session at 9:30 a.m. on January 12, 2011, at the California State University, Sacramento, Alumni Center, 6024 State University Drive South, Sacramento, California.

Board members: Present at the meeting was Bruce Monfross, Inspector General (A)(Chairman); Matt Cate, Secretary, Department of Corrections and Rehabilitation (CDCR); Debra Jones, Administrator, Adult Education Programs (Designee for Tom Torlakson, Superintendent of Public Instruction); José Millan, California Community Colleges (Designee for Jack Scott, Chancellor, California Community Colleges); Cindy Radavsky, Deputy Director, Long Term Care Services, Department of Mental Health (Designee for Department of Mental Health); Susan Turner, Professor, University of California, Irvine (President of the University of California appointee); Bruce Bikle, Professor, California State University, Sacramento (Chancellor of California State University appointee); Gary Stanton, Sheriff, Solano County (Governor appointee); Wendy Still, Chief Adult Probation Officer for the City and County of San Francisco (Senate Committee on Rules appointee); and William Arroyo, Regional Medical Director, Los Angeles County Department of Mental Health (Speaker of the Assembly appointee). Not represented at this meeting was the Department of Alcohol and Drug Programs.

Office of the Inspector General staff: Barbara Sheldon, Chief Counsel; Laura Hill, C-ROB Executive Officer; and Ann Bordenkircher, C-ROB Secretary.

Panel Presenters:

SEIU/Institutional Teachers: John Kern, Cindy Greer, Steve Bowen, Becky Frint
Academic Education Leadership Council: Dave Hudson, Martin Connolly, Larry Huff, Dean Diederich, Cindy Greer

CDCR: Elizabeth Siggins, Maricarmen Peoples, Aaron Chrisco, Brenda Grealish, Glenn Brooking, Sally Atlas

Public Comment: Patrick Wilson, Susan Lawrence, Arnold Kunst.

Item 1. Call to Order.

Chairman Monfross called the meeting to order at 9:55 a.m.

Item 2. Introductions and Establish Quorum.

Chairman Monfross introduced himself as the Acting Inspector General, indicating that former Inspector General David Shaw retired at the end of December. He stated that Mr. Shaw retired after many years of public service and wished him the best in his future endeavors.

The Chairman advised that three other board members also retired from state service: José Millan, Vice Chancellor for the California Community Colleges (who has returned as a retired annuitant); Stephen

Mayberg, Director, Department of Mental Health; and, Renée Zito, Department of Alcohol and Drug Programs. On behalf of the board, the Chairman thanked each of them for their service to the board. Board members then introduced themselves to meeting attendees.

Item 3. Review Agenda.

Chairman Monfross reviewed the agenda stating that the purpose of the meeting was to hear from CDCR on the progress it has made on rehabilitative programming and other items requested by board members.

Item 4. Review and Approval of the November 10, 2010 minutes.

Upon motion made and duly seconded, the minutes of the November 10, 2010 C-ROB meeting were approved.

Item 5. Executive Officer updates.

Executive Officer Hill indicated a report committee meeting was held December 10, 2010. She said the Committee focused mostly on CDCR data. Ms. Hill provided members and the public with a copy of ten discussion items that the Committee had discussed with CDCR.

Item 6. Teacher Survey Presentations.

- SEIU 1000 Academic Teacher Survey Results

A panel of teachers representing various institutions spoke to the board to relay results of a survey distributed in October and November 2010 by SEIU 1000 to academic teachers who deliver the new academic models. A PowerPoint® presentation was provided to the members and public showing detailed responses to the survey questions. The survey questions covered student placement, textbooks, supplies, vacancy rates, computer access, prep time, homework preparation, recordkeeping, and training attendance. Additional handouts of unedited responses to question 9 “How are the new models working?” and question 10 “What would make these new models work better?” were also provided.

Panelists responded to questions from members on classroom vacancies, time spent teaching, community literacy volunteers, curriculum changes, milestones, non-native speaking students, and the paperwork burden.

- Academic Education Leadership Council Survey Results (AELC)

A panel representing the AELC presented a PowerPoint® presentation showing results of a December 2010 survey of teachers assigned to the new academic education models. The AELC is comprised primarily of academic teachers to promote and facilitate constructive communication between the Superintendent of Correctional Education and the CDCR institution education faculty. The survey questions included effectiveness of the new models, appropriateness of curriculum, effectiveness of homework, student placement, paperwork, classroom hours, success of the models, and possible changes to improve models. Panel members shared several comments made by survey participants.

In response to board member questions, the panel commented on EdCATS (Education Classroom and Attendance Tracking System) that is scheduled for release on March 31, and possible adjustments to the models based upon feedback through the surveys.

Public Comments, Item 6:

Patrick Wilson appreciated the efforts of the two panels who conducted the surveys presented to the board. He said he conducted a survey himself and determined that CDCR punishes all for what a few do, creates too many lockdowns, resists release of harmless inmates, interrupts programming with constant prisoner transfers, and in many cases, incorrectly calculates prison terms. Mr. Wilson said there has been no progress to remedy these issues in four years.

Item 7. California Department of Corrections and Rehabilitation Presentations.

- Governor's Budget

Dave Lewis, Deputy Director, Fiscal Services, made his presentation before Item 6 because of a schedule conflict. He told the board that the proposed budget addresses an increase of \$395 million to cover specific shortfalls.¹ Mr. Lewis said that over the past several years the department has been forced to redirect money from other programs to cover the shortfalls. While the department is hopeful in securing this increase, it also recognizes several significant proposed reductions related to realignment of some operations. Those realignments may include transfer of identified offenders who would go to the local jurisdiction instead of to prison;² an additional \$150 million cut to the Adult Programs area (for a one-year period of time); shifting of all adult parole to local jurisdictions; and abolishing the Division of Juvenile Justice over a four-year period of time.

Mr. Lewis took several questions from board members related to transitioning from parole to probation, program changes, rehab program delivery, and new bed construction.

- Rehabilitative Programming Implementation Update

Elizabeth Siggins, Chief Deputy Secretary, Adult Programs, stated that the department appreciates the feedback from SEIU and the Academic Education Leadership Council as to how the academic models are operating and information on the experiences and frustrations teachers are having with implementation of the new models.

Ms. Siggins walked the board through a PowerPoint® presentation on academic education enrollment and gave a summary on the statewide utilization rates. She then spoke about vocational education programs commenting that retained programs had to be industry certified, market driven and completed

¹ If passed, the \$250 million in funding levels would be dedicated to correctional officer salaries correcting existing structural gaps; additional costs for medical guarding and transportation of inmates to outside appointments or to hospitals; and, legal costs related to the cost of lawsuits.

² Non-serious, non-violent, and non-sexual in nature, convicted from this point forward or released on parole from this point forward.

within 12 months. CDCR currently has 15 different vocational trades with 182 programs available to 4,900 inmates. Ms. Siggins touched on vocational enrollment and utilization rates before moving on to substance abuse treatment.

Thirteen substance abuse programs are fully operational within CDCR institutions according to the data presented by Ms. Siggins. There was a decrease in participation of approximately 4,000 inmates when comparing 2010 statistics prior to budget reductions with numbers after the budget reductions in both in-prison and aftercare programs.

Ms. Siggins updated the board on the Logic Model. As of January 2011, almost 80,000 assessments (35.5%) have been completed for incoming inmates, while a little over 65% of parolees have a reentry COMPAS score. She explained that CDCR's case management plan was scaled down due to the state's fiscal crisis. COMPAS training has begun in all general population institutions with plans to increase the use of COMPAS at all general population institutions this year. CDCR is developing plans to pilot a more integrated case management process at six locations in January 2012. Ms. Siggins then touched on the delivery of programs.

- Change Requests for New Academic Education Models

Ms. Siggins said that the department has always allowed institutions the opportunity to request changes to models if there are changes to demographics or population needs. The requests come at six months intervals. She said that while model adjustments may be made based on the recent surveys, it does not mean changing the content or the operation of individual models. Ms. Siggins is pleased to have a baseline survey to work from and indicated the surveys give the department important, useful information.

Ms. Siggins took questions from the board on substance abuse treatment programs, bed reduction, and academic change requests.

- Rehabilitative Program Growth Methodology

Ms. Siggins also presented a brief overview of what methodology the department would use to grow programs when funding becomes available again. She said that a quick way to attempt to project how many actual slots are needed would be to take the annual capacity need, divided by the length of stay in the program and subtract the current number of slots. The results of that formula becomes the growth plan.

- Office of Community Partnerships Overview and California New Start and Secure Reentry Program Facilities Updates³

Maricarmen Peoples and Aaron Chrisco, both Staff Services Managers I, jointly presented an overview of the Office of Community Partnerships, information on the California New Start, and the Secure Reentry Program Facilities.

³ Handout - PowerPoint® Division of Adult Rehabilitative Programs; Office of Community Partnerships

Ms. Peoples said that there are three main components of the Office of Community Partnerships: (1) volunteer support, (2) employment transition services, and (3) community support. She stated that with so many budget cuts, the department is focusing on volunteer-based programming to help meet essential needs.

A volunteer task force of various CDCR representatives and volunteer stakeholders was created in 2010 to assist the wardens and community resource managers in utilizing volunteers for inmate programming needs. Ms. Peoples said additional contracts managed through the Community Partnerships office are the institutional visitor centers and family liaison services. The department expects to finalize a contract by April 2011 to place a family liaison services coordinator at each institution.

Mr. Chrisco spoke on the California Transition Program, a federally funded program that delivers 70 hours of employment training for inmates in a classroom setting. Students are guided through job search methods, completing applications, résumé assistance, interview techniques, financial literacy, and life skills training.

Mr. Chrisco then advised board members on the One-Stop Centers available throughout the state when an inmate over the age of 18 is scheduled for release within 60 to 120 days. The One-Stop Center program is a federal mandate that provides employment services to all Californians, including the parole population. The classes focus on subjects such as job skills, job development, supportive services, job referral, and placement services.

Parole agents refer parolees to the California New Start program where efforts are made to connect the parolee with an employer. The program is thought to be one key towards reducing recidivism. Partnering with the California Work Force Investment Board and the Employment Development Division, California New Start provides a foundation for parolees to be off drugs, have a roof over their heads, and be employed.

Mr. Chrisco also mentioned the California Identification Project that assists parolees in right-to-work documents such as a driver's license or ID card. A 12-month pilot project is offered at nine selected institutions that offer free California DMV-issued ID cards for inmates who are paroling within 60 to 120 days.

Ms. Peoples then spoke concerning the community support area, mentioning the community resource directory that launched on-line in 2010. The directory lists over 9,000 service providers and is available to anyone with computer access. Interested providers may submit an application to be added to the list, which is updated monthly. Ms. Peoples also commented that the department has entered into formal partnerships on reentry with 80 percent of interested counties.

Ms. Peoples indicated that CDCR is authorized to enter into agreements with counties for wrap-around services⁴ where the department works closely with counties to assess inmates when they first come into jail and are assigned social workers who work with them through their incarceration and then when they parole.

⁴ Senate Bill 618 (Speier), Chapter 603, Statutes of 2005

Ms. Peoples concluded the presentation by mentioning secure community reentry facilities, which came about through the passage of AB 900 in 2007.⁵ She said there are currently 12 counties/cities that have committed to siting eight reentry facilities.

Board members queried the panel on employment and transition services, and linking the CDCR resource directory to existing county resources.

- 2010 Adult Institutions Outcome Evaluation Report

Brenda Grealish, Research Manager II, Office of Research, presented on the 2010 Adult Institutions Outcome Evaluation Report. She said that in keeping with national best practices, CDCR measures recidivism by arrests, convictions, and returns to prison. The report provided to board members focused on returns to prison.⁶ The overall recidivism rate for those released in '05-06, after three years, is 67.5%. Ms. Grealish reported that re-released felons recidivate at a higher rate than those released for the first time (16.8 percentage points higher). She also said that most felons who return to prison (72.7%) do so within a year of release.

Ms. Grealish indicated that females have a recidivism rate of 58%, which is almost 10 percentage points lower than that of males. Inmates released at age 24 or younger return to prison at a rate of almost 75%. Data shows that recidivism rates increase with length of stay up to 19 to 24 months and decrease thereafter. Inmates released from reception centers have a recidivism rate that is higher than any other institutional missions.

In conclusion, Ms. Grealish said that almost half of the felons released returned to CDCR for a parole violation and 20% returned to CDCR after being convicted of a new crime. On a positive note, 33% of felons released in '05-06 did not return to CDCR within the three-year follow-up period.

Ms. Grealish said that the department is looking at providing recidivism results for felons who completed in-prison programming (drug, education, vocation). Additionally, the department plans to provide further information on felons recidivating due to parole violations, specifically, the types of violations that were committed.

Ms. Grealish responded to member questions on providing recidivism information for those who participated in community programs as there is some indication that those numbers would be much lower. Additional questions related to recidivism percentages for those participating in community educational and vocational programs.

Public comments, Item 7:

Patrick Wilson, commented that too many staff at CDCR headquarters are academics having no daily experience or knowledge upon which to base their judgment, ultimately misguiding CDCR in its efforts to reform itself. Mr. Wilson also expressed concern that the judgments of CDCR psychologists appear to

⁵ Assembly Bill 900 (Solario), Chapter 7, Statutes of 2007

⁶ Return to prison is defined as “an individual convicted of a felony and incarcerated in a CDCR adult institution who was released to parole, discharged after being paroled, or directly discharged from CDCR during a defined time period and subsequently returned to prison during a specified follow-up period.”

be as delusional as the prisoners are alleged to be – detached from reality. He said this causes wasteful spending.

John Kern made reference to C-ROB's September bi-annual report which stated that a collaborative spirit vital to sustainable change is taking hold between custody and programming divisions of CDCR. He stated it is his hope that the efforts brought forward today by the union team and CDCR's AELC helps the board make progress on the various items of concern listed in that C-ROB report.

Arnold Kunst said that he worked many years for the CDCR. He finds CDCR to be a bloated institution, from the top down. He does not feel management listens to teachers. His passion is life skills and suggests a classroom size of 54 to 1. He feels the elephant in the room is all the paperwork required of teachers.

Cindy Greer stated that the California New Start program is available at Valley State Prison for Women, but the number of attendees is very low, maybe 8-10 in the morning and 8-10 in the afternoon. She said these numbers were not portrayed in the survey presentations. She feels there is starting to be a bit of dissension between teachers and the volunteers who teach these small classes. Ms. Greer said she is hopeful that the number of students increase in the New Start program.

Item 8. Future board meeting schedule.

Laura Hill, executive officer, said the next C-ROB report will be published on March 15. The previously scheduled March 3 meeting to approve the report was rescheduled to Wednesday, March 2 at 1:30 p.m. Various board members suggested resolutions or certificates of appreciation be prepared for the retiring board members.

Item 9. Future agenda items.

Ms. Hill asked board members for comments on future agenda items. Some topics mentioned:

- CDCR budget and programming updates
- Data on women's recidivism rates after participation in community programs
- AB 900 reentry facility updates, including future funding

Item 10. Public comment.

Patrick Wilson is concerned about the inability of CDCR management and the Legislature to educate inmates. He said that without learning, rehabilitation will not occur and the institution will not reform.

Susan Lawrence, founder and executive director of the Catalyst Foundation, is a passionate advocate for the Honor Program at California State Prison, Los Angeles. She expressed her appreciation to CDCR and Secretary Cate for support of the program in this time of fiscal crisis. Dr. Lawrence encourages continued support, which provides a platform for rehabilitation programs to take place, saves money, and creates safety for prisoners and staff. She believes the importance of culture change, that prisoners be recognized as human beings with inherent worth and value.

Arnold Kunst thanked members of the board for their service to the state.

Item 11. Adjournment.

There being no further business, the meeting was adjourned at 3:46 p.m.

Aun Bordenhucher
C-ROB Secretary

March 11, 2011
Dated

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