



**ADULT REHABILITATION PROGRAM REDUCTIONS DUE TO
FISCAL YEAR 2009-10 STATE BUDGET
California Department of Corrections and Rehabilitation**

BACKGROUND: As part of the recently enacted state budget, the California Department of Corrections and Rehabilitation's (CDCR) budget includes an unallocated cut of \$1.2 billion. CDCR is implementing a \$250 million reduction in rehabilitative programs, including academic, vocational, substance abuse and other programs for inmates and parolees, in Fiscal Year 2009-10. This sum represents over a third of last year's budget for adult programs (not including specific programs for parolees or female offenders).

A reduction of this magnitude will result in significant changes to CDCR's current rehabilitative programming capabilities. With input from wardens, correctional facility school principals, labor organizations, substance abuse treatment providers and community partnership program providers, CDCR has developed a streamlined rehabilitation model that meets this challenge while remaining committed to our highest priorities – the safety of communities and prisons.

Unfortunately, these reductions will result in the layoffs of many dedicated staff. CDCR estimates these reductions will result in the layoff of somewhere between 600 – 900 employees, depending on Department of Personnel Administration (DPA) approval, including staff who work in the areas of education, substance abuse and other rehabilitative programs.

KEY PRINCIPLES OF REDESIGNED CDCR REHABILITATION PROGRAM MODEL

(1) Target limited resources on programs most effective in reducing recidivism and that can reach the greatest number of moderate and high risk-to-reoffend inmates:

- Increase access to literacy for inmates functioning at or below a 6.9 grade level. This will ensure that offenders who leave prison are able to function on a job and in society.
- Promote General Education Development (GED) preparation for inmates functioning above a 7.0 grade level. This can reduce recidivism up to seven percent, according to estimates from the Washington State Institute for Public Policy.
- Focus efforts on vocational programs with current industry-certified and market-driven trades that can be completed in 12 months – programs that can reduce recidivism up to 9 percent.

- Maximize funding and substance abuse aftercare services for parolees.

(2) Continue the recommendations of the Expert Panel on Adult Offender Recidivism Reduction Programming to use evidence-based principles for inmate assessment and program delivery:

- Assess offenders to identify their risk to reoffend.
- Conduct assessments to address needs in order to change criminal behavior.
- Utilize assessments and preliminary case management to place the right inmate in the right program at the right time.
- Continue efforts to assure adherence to evidence-based principles.

(3) Capture the energy and skills of inmates and volunteers to augment the capacity of rehabilitation programs – maximizing resources and saving taxpayer costs.

- Utilize trained long-term offenders as literacy tutors and Certified Alcohol and Drug Abuse Counselors.
- Increase program space and nominal funding to support programs provided by community volunteers, including Alcoholics Anonymous, Narcotics Anonymous, victims' awareness groups and other programs.

(4) Attempt to minimize layoffs to the extent possible by reducing vacancies first.

ADDITIONAL ELEMENTS:

- Creation of incentives to complete rehabilitation programs, including linking inmate pay scales to educational achievement and providing program completion credits.
- Maintenance of over \$100 million in court-mandated programs, including services in the law library per the *Gilmore* lawsuit and In-Custody Drug Treatment Program per the *Valdivia* lawsuit.
- A reduction or delay in contracts for programs in the Division of Adult Parole Operations (DAPO) totaling almost \$50 million. These reductions will include delays in contracts for day reporting centers, high risk sex offender treatment, parolee services centers, community based coalition beds, and residential multi-service centers.
- Savings in the Female Offender Programs and Services (FOPS), including delays in contracts and an associated reduction in staffing, totaling over \$90 million. These reductions will include delays in contracts for Female Rehabilitative Community Correctional Centers, Female Rehabilitative Multi Service Centers, discontinuing the expansion of the Los Angeles County Court Prototype, and discontinuing the expansion of the gender responsive dental program.
- Continuation (at a reduced level) of services for Civil Addicts and the maintenance of Female Offender Treatment and Employment Program.
- Continuation of academic programs required by court mandates under the Developmentally Disabled Program and Disability Placement Program.

- Maintenance of Visitor Center services at all institutions.
- Reduction by almost 70 percent for Adult Programs' headquarters spending.
- Increased role of civil service Teaching Assistants to maximize the effectiveness of teachers in the revised education models.
- Maintenance of gender responsive services in the delivery of substance abuse treatment.
- Continued development of employment services for parolees and transitional services (obtaining employment documentation, etc.) for inmates prior to release.

In-prison substance abuse programs: In-prison substance abuse treatment will be streamlined to provide three months (compared to the current 6-36 months) of treatment with the emphasis on aftercare in the community. (The return-to-prison rate after two years for offenders who complete both in-prison and community-based substance abuse programs is 35 percent compared to 54 percent for all offenders.)

Education Programs: The Division of Adult Programs will continue providing as much academic programming as possible to inmates. CDCR is in the process of developing non-traditional methods of delivering educational services. These models will move away from the traditional classroom setting where students are assigned all day to one teacher, and will instead rely on the best practices in adult education which use a combination of classroom instruction and independent study. Additionally, we will be using civil service Teaching Assistants to allow the teachers to focus more on instruction and training offenders to assist other inmates with one-on-one literacy tutoring. While the overall spending on educational programs will be reduced, CDCR will maximize the number of inmates who attain a GED, due to refocused resources.

NEXT STEPS

- CDCR acknowledges that the path ahead will be difficult. Rehabilitation funding reductions will result in a significant number of layoffs and the elimination of some very worthwhile programs.
- Last month CDCR restructured its adult programs-related headquarters operations which will result in reduced spending by almost 70 percent.
- Today, CDCR will publicly release its plan to reduce rehabilitative programs, as follows:
- Today, CDCR will issue contract termination letters to eight contract providers who provide substance abuse services inside its prisons. This includes 24 individual contracts. Within the next few weeks, CDCR will be issuing Invitations for Bids (IFB) for the remaining in-prison substance abuse programs and working with Substance Abuse Services Coordinating Agencies to amend the aftercare and Female Offender Treatment and Employment Program contracts. It is important to note that because CDCR will be issuing new IFBs for the remaining in-prison services, these eight contract providers will be able to compete for those services.
- CDCR will continue to work with the existing contractors in the locations that remain until new contracts are awarded through the competitive bidding process.
- Within the next few weeks, depending upon DPA approval, CDCR will issue State Restriction of Appointments (SROA) letters to affected employees. This is the first step in the layoff process,

which can take a minimum of 120 days from the initial notice. Ultimately, CDCR estimates the reductions will be as follows:

- Overall, the program-related reductions are anticipated to eliminate over 1,000 positions, but because of existing vacancies, the number of actual layoffs will be lower. CDCR estimates that the actual number of program-related layoffs will be between 600-900, depending upon final approval and negotiations. Because the general practice is to issue three times as many SROA letters as anticipated layoffs, CDCR estimates that most employees who work in program-related areas, particularly education and substance abuse, will receive an SROA letter. We are anticipating the layoffs to be as follows (pending DPA approval):
 - Education-related positions, including teachers, librarians, supervisory and support positions, will be reduced by approximately 30-50 percent resulting in 600-800 layoffs.
 - Substance abuse related treatment positions will be reduced by approximately 30-60 percent resulting in approximately 50-100 layoffs.
 - Other program-related areas (assessment, case management, etc.) will be reduced by up to 70 percent. However, because most of these positions have yet to be filled, these reductions are not likely to result in layoffs.
- In light of the new budget reality, CDCR believes that the department is making the best choices possible, under the circumstances, to target limited resources for programs most likely to keep our communities and prisons safe and to reduce the costs of incarceration.