Senate Budget and Fiscal Review Subcommittee #4
on State Administration, General Government,
Judicial, and Veterans Affairs
and
Assembly Budget Subcommittee #4
on State Administration

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Agenda

Joint Informational Hearing

California Department of Corrections and Rehabilitation:
Options for Improving Operations and Outcomes

Tuesday, May 11, 2010
1:30 p.m.
Room 4203

Consultants:
Brian Brown and Joe Stephenshaw

Pursuant to the Americans with Disabilities Act, individuals who, because of a disability, need special assistance to attend or participate in a Senate Committee hearing, or in connection with other Senate services, may request assistance at the Senate Rules Committee, 1020 N Street, Suite 255 or by calling 916-324-9335. Requests should be made one week in advance whenever possible.

Panelists

Panel 1 – Historical Context and Analytical Framework

- Paul Golaszewski, Senior Fiscal and Policy Analyst, Legislative Analyst's Office

Panel 2 – Options for Improving Community Corrections

- Hon. Roger Warren, Scholar-in-Residence, Judicial Council of California
- Jerry Powers, Chief Probation Officer, Stanislaus County
- Jan Scully, District Attorney, Sacramento County and Chair, California Council on Criminal Justice

Panel 3 – Options for Improving Prison Operations and Outcomes

- Jeanne Woodford, Secretary (ret.), California Department of Corrections and Rehabilitation
- Barry Krisberg, Distinguished Senior Fellow and Lecturer in Residence, UC Berkeley School of Law
- Cindy Greer, Academic Instructor, Valley State Prison for Women
- Maurice Lee, Senior Vice President, Western Region, WestCare

Panel 4 – Options for Improving Reentry and Parole and Reducing Recidivism

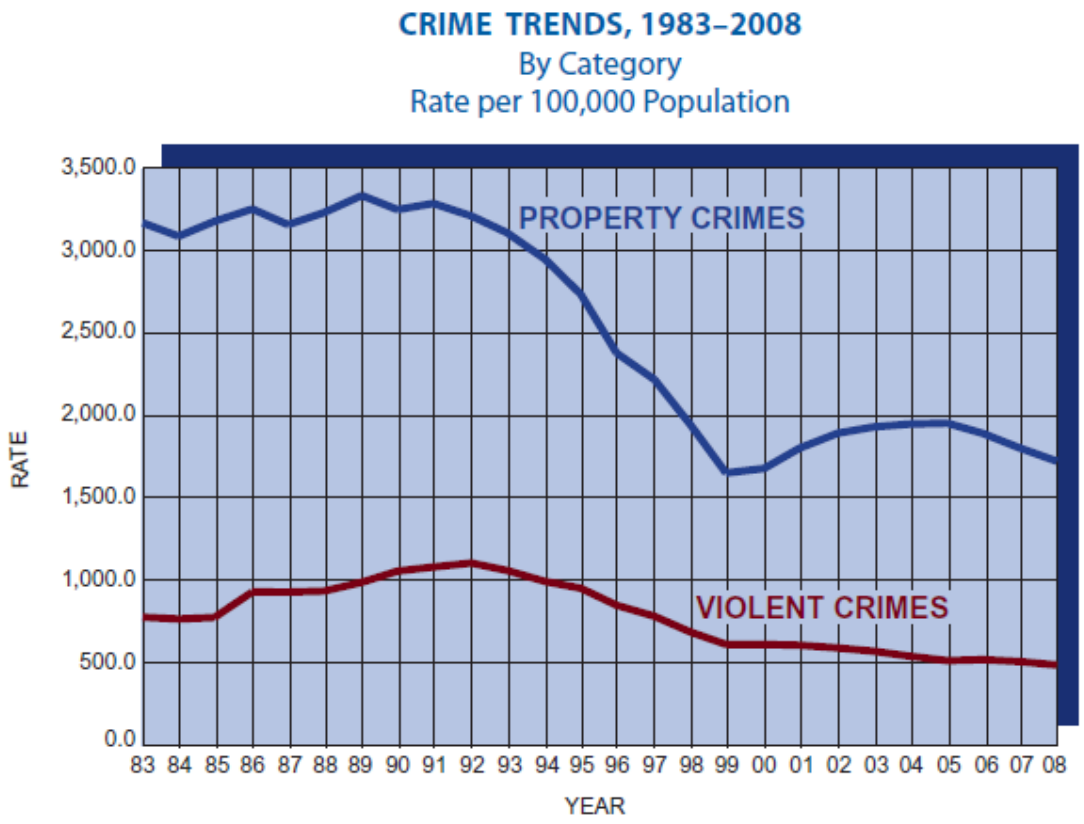
- Susan Turner, UC Irvine Center for Evidence-Based Corrections
- Carolyn Eggleston, Director, CSU San Bernardino Center for Correctional Education
- Diane Boudreaux, Parole Agent, Parole Region III
- Rev. Raymond Lankford, Executive Director, Healthy Oakland

Panel 5 – The Fiscal Analysis

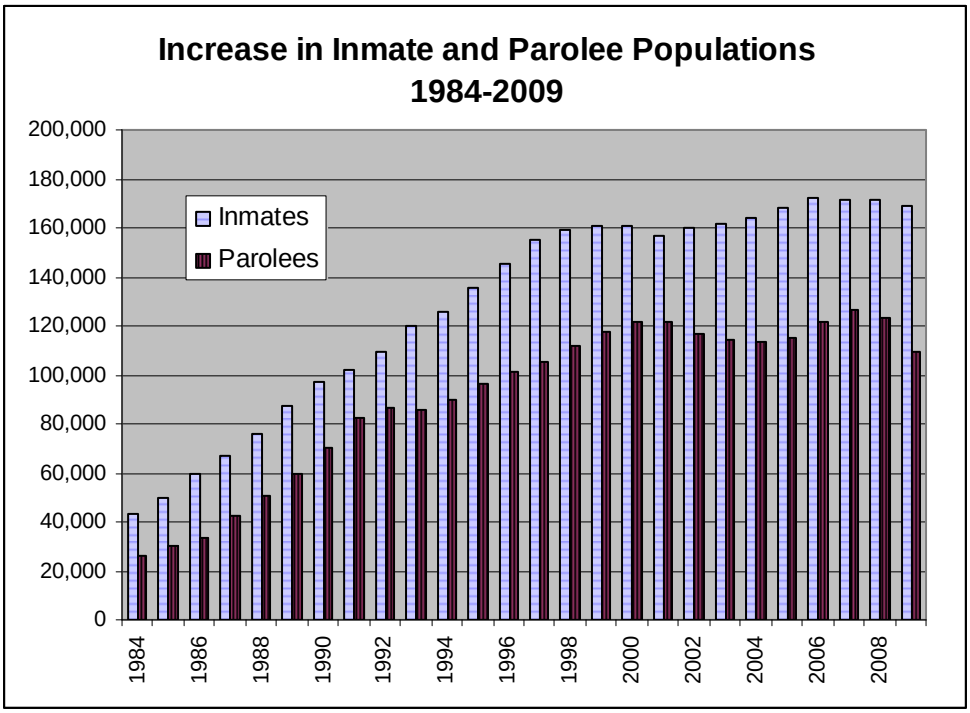
- Paul Golaszewski, Senior Fiscal and Policy Analyst, Legislative Analyst's Office
- David Lewis, Deputy Director, Fiscal Services, California Department of Corrections and Rehabilitation

California Corrections in a Historical Context – Trends in Crime and Caseloads

Violent and Property Crime Rates Have Declined Over Past 25 Years. According to the most recent annual *Crime in California* report released by the Attorney General's office, the violent crime rate in California declined 37 percent between 1983 and 2008, and the property crime rate declined by 46 percent over that period. As shown in the figure below, most of these declines began in the early 1990s. These crime rate trends largely mirror a nationwide trend with both property and violent crime rates peaking nationally in 1991 and declining steadily ever since according to U.S. Department of Justice data. The table below shows the change in property and violent crime rates in California over the past 25 years.

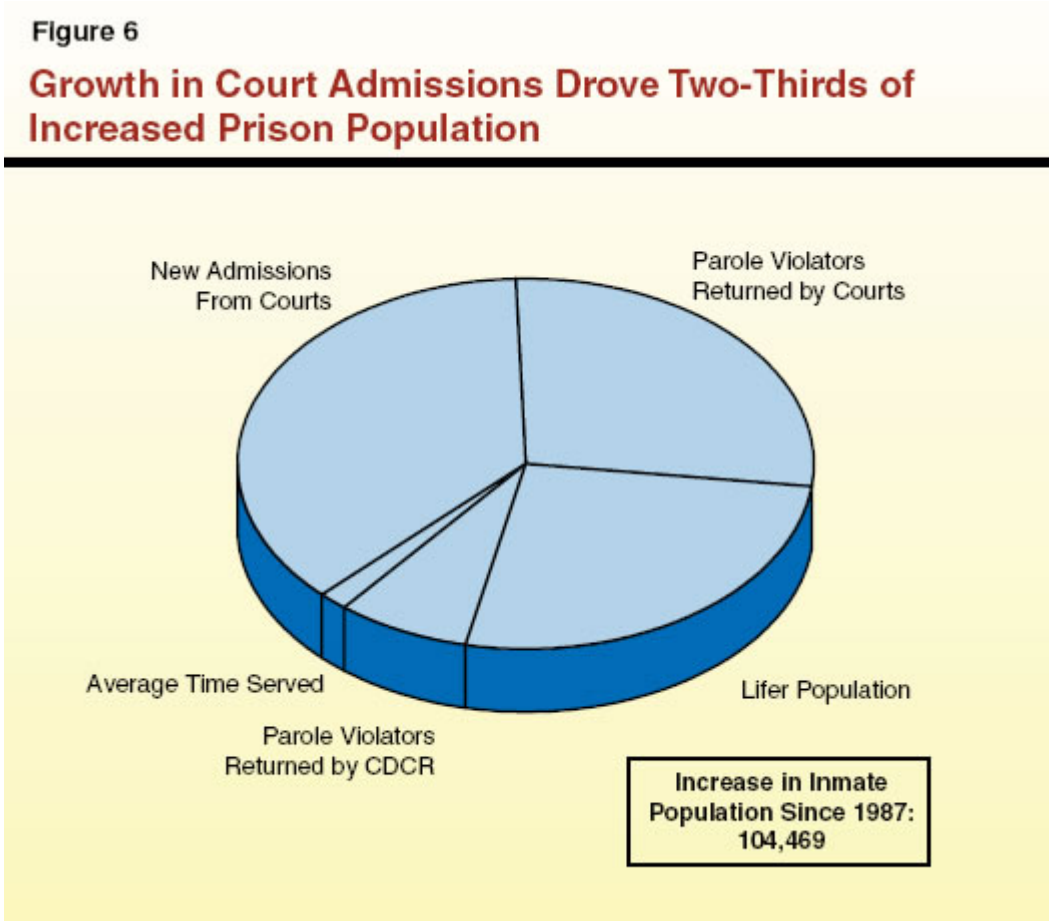


Adult Prison Population Grew Dramatically During 1980s and 1990s. As shown in the figure below, the prison population has increased by almost 300 percent in the 25 year period from 1984 to 2009 (from 43,000 to 169,000 inmates). Most of that significant increase occurred in the 1980s and 1990s with much slower growth occurring since the late 1990s. The parole population has grown at a similar pace over that period.



Interestingly, California's local corrections systems – jails and probation – also increased during this period, though not nearly at the same rate as the increase in the state prison and parole populations. The local jail and probation populations have increased by about 73 percent since 1984. According to the Department of Justice, there were about 83,000 jail inmates and 342,000 adult probationers in 2008.

Prison Population Growth Driven Primarily by Court Admissions and Lifer Population. In a recent report, *The 2009-10 Budget Analysis Series: Judicial and Criminal Justice,* the Legislative Analyst's Office (LAO) reviewed historical data to identify what factors most contributed to the increase in the prison population. Looking at the 20 year period between 1987 and 2007, the LAO estimated that about two–thirds of the total increase in the prison population since 1987 was attributable to the increase in court admissions, including both new admissions and parole violators returned to prison by the courts. The increase in the lifer population contributed to an additional 26 percent of the population growth, and the increase in parole violators returned to prison by CDCR and the average time served in prison combined contributed to only about 9 percent of the growth. The figure below is taken from the LAO's report and summarizes the share of the prison population increase that can be attributed to each of these explanatory factors.



The LAO further finds that changes in demographics and crime rates do not explain the increase in court admissions to prison. Between 1987 and 2007, California's population of ages 15 through 44—the age cohort with the highest risk for incarceration—grew by an average of less than 1 percent annually, which is a pace much slower than the growth in prison admissions. As discussed above, the state's crime rate actually decreased over the past two decades.

Instead, the LAO finds that arrest and prosecution data explain much of the increase in the prison population. Despite declining crime rates, the number of adult felony arrests has remained relatively stable over the past two decades. However, the number of felony charges filed, convictions achieved, and prison sentences ordered by the courts have significantly increased during the same time period. These outcomes suggest that law enforcement has increased the percent of felony crimes resulting in arrests. In addition, prosecutors have increased the proportion of (1) arrests resulting in prosecution, (2) charges resulting in a conviction, and (3) convictions resulting in a prison sentence. As a consequence, a felony arrest is almost twice as likely to result in a prison sentence than it was two decades ago. The table below illustrates these findings.

Proportion of Arrests Resulting in A Prison Term Has Increased

Adult Felony Outcomes	1987	2007	Percentage Change In Factor
Arrests	423,000	457,000	+8%
Charges filed	197,000	280,000	+42%
Convictions	154,000	231,000	+50%
Prison sentences[a]	33,000	68,000	+106%
Percent of Arrests Resulting in Prison	**8%**	**15%**	**+91%**

[a] Includes both new admissions and parole violators returned by the courts.

What Do All of These Trends Mean? According to the crime statistics collected by the Attorney General's office, Californians are generally safer than they were 25 years ago with both violent and property rates being markedly lower today. However, the causes of these trends remain hotly debated in academic circles. Some have argued, for example, that tougher sentencing laws have caused the lower crime rates. While this is probably partly true – there probably is some "incapacitation effect" of removing criminals from the community – other research finds that the incapacitation effect is limited, for example for certain types of offenses. Moreover, it is notable that crime rates dropped nationwide, including in states where the prison population has not increased. New York is frequently held up as an example of this. Between 1991 and 2006, New York's violent crime rate decreased by 66 percent, and its property crime rate dropped by 62 percent while the state's prison population is about the same size now as it was in the early 1990s, about 60,000 inmates. Other factors that research finds are probably important in explaining changes in crime rates are demographics and policing strategies.

The data above also demonstrates the connectedness of various stakeholders in the state's criminal justice system. Crime is local, and most criminal justice activities are operated at the local level. However, local law enforcement, prosecution, and corrections decisions can have a significant impact on the state corrections system, particularly with respect to the number of offenders sent to state prison. On the other hand, state sentencing law and many requirements are established at the state level, and the vast majority of offenders sent to state prison ultimately return to their local communities after completing their prison terms.

The LAO Framework for Evaluating Options

Three Phases of the Corrections System. In broad terms, there are three general phases of the state's correctional system: (1) the front-end community corrections system that includes the criminal courts, county probation, and local law enforcement; (2) state prisons; and (3) the parole system. While elements of these three phases are frequently run independently, some by local governments and others by the state, they are clearly interdependent. For example, many inmates sent to state prison are offenders who failed while on county probation. Prisons bear some responsibility for preparing inmates for release to parole supervision. And, those parolees who commit new crime have a direct impact on local law enforcement agencies and the courts.

Those looking for ways to address shortcomings in the state's correctional system can look at each of the three phases described above, but in doing so, it is important to remember that each of these phases are interrelated. Ultimately, improving the effectiveness of any one of these phases can have ancillary benefits for the other phases, but most importantly, addressing shortcomings in any of these phases has the potential to improve public safety.

Criteria for Evaluating Options. In its 2009 report, *The 2009-10 Budget Analysis Series: Judicial and Criminal Justice*, the LAO identifies a useful framework the Legislature can use in evaluating options for how best to improve corrections operations and outcomes, as well as reduce costs. This framework is outlined below. As with any type of budget action—whether in corrections or another state program—the Legislative Analyst's Office recommends that the Legislature carefully weigh the trade–offs inherent in various options. Each option carries different benefits, particularly in regard to the magnitude of state savings that can be achieved, as well as differing potential negative consequences or challenges to implementing the change. Below is a brief discussion of the five primary criteria the LAO thinks the Legislature should consider when evaluating various options:

- ***Budget Savings.*** What is the magnitude of savings that will be achieved? To what extent is the actual level of savings dependent on changes to department operations? How quickly will the savings level be achieved?

- ***Public Safety.*** How will the option affect public safety? Can any negative impacts to public safety be mitigated by the use of evidence–based correctional practices, such as risk assessments, community–based sanctions, and substance abuse and other treatment programs? Will the option help to reduce recidivism rates of offenders?

- ***Prison Overcrowding.*** To what extent will the option reduce prison overcrowding? To what extent does a particular population reduction option result in ancillary benefits, such as avoiding the need to build additional prison bed capacity? To what extent does a particular option facilitate improved prison operations for inmate health care services and other programs?

- ***Ease of Implementation.*** Does the option require only simple actions (like statutory changes) or something more complicated (like implementing a new program)? Will savings be delayed because of implementation requirements, such as to conduct reviews of inmates' case files or to lay off state workers?

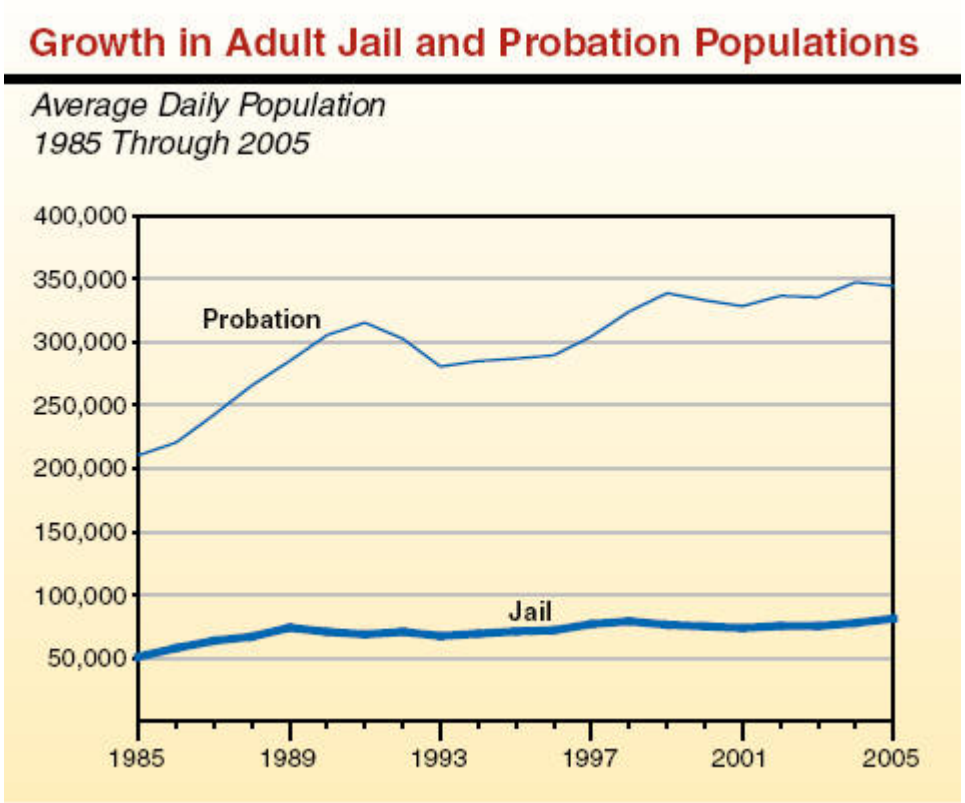
- ***Shift of Responsibilities to Local Governments.*** Will the option increase local costs to incarcerate more offenders in county jails or supervise offenders on county probation? What impact will the option have on jail overcrowding? Will the option affect local law enforcement or court–related workload?

No Perfect Options. There are rarely, if ever, "perfect" options that produce only positive benefits with no trade–offs. Nearly all conceivable options to improve operations and reduce costs have some trade-offs. For example, options to reduce recidivism rates might require upfront implementation costs that the state cannot currently afford. Alternatively, sentencing options designed to reduce the inmate population might involve a shift of responsibilities to local governments or place additional risks to public safety, depending on how they were implemented. In general, the LAO recommends that the Legislature review various options with an eye towards identifying those options that (1) best meet legislative policy goals, including achieving state savings and assuring public safety, and (2) mitigate the potential negative trade–offs.

Options for Improving Community Corrections and Reducing Prison Admissions

Overview of California's Community Corrections System. The "front end" of the corrections system in California is made up of local law enforcement, county probation, and the state criminal courts. There were about 1.5 million arrests in California in 2008. Just over two-thirds of those arrests were for misdemeanor crimes or juvenile status offenses, and about one-third were for felonies. About 435,000 of that total number were adult felony arrests. There were 228,000 adult felony convictions in 2008.

Roughly 80 percent of offenders convicted of felonies in California are managed at the local level, typically receiving sentences of probation, jail, fines, or some combination of these. Most convicted felons managed locally are placed on probation. The table below shows the change in the jail and probation populations in California.



Governor's Budget Options. The Governor's budget proposal includes a proposal that would significantly reduce the number of inmates sent to state prison each year. The Governor proposes to modify sentencing law by converting certain crimes that are "wobblers" – those that can be prosecuted as misdemeanors or felonies – to alternative sentencing structure that would make a felony conviction of the crime eligible for a maximum sentence of 366 days in county jail. The change would not apply to offenders with prior serious or violent felony convictions.

The Governor's budget proposal estimates budget year savings of $292 million and an inmate population reduction of about 12,700 inmates who would instead serve time in local jails. In addition, the Governor's budget includes a "trigger" proposal that would add additional wobbler crimes to those changed under this proposal if a specified amount of federal funding is not achieved. If the trigger cut were implemented, it would result in an additional $29 million in savings and a reduction of 2,300 additional inmates in state prison.

What Research Tells Us. According to a Pew Center study from 2009 *(Arming the Courts with Research)*, 60 to 80 percent of all state felony defendants are placed on probation, fined or jailed in their local communities. Although the United States has the highest incarceration rate in the world, there are nearly three times more offenders on probation than in state prisons. Recidivism rates among these felony defendants are at unprecedented levels. Almost 60 percent have been previously convicted and more than 40 percent of those on probation fail to complete probation successfully. The high recidivism rate among felons on probation pushes up state crime rates and is one of the principal contributors to our extraordinarily high incarceration rates. High recidivism rates also contribute to the rapidly escalating cost of state corrections, the second fastest growing expenditure item in state budgets over the past 20 years.

The Pew Center report went on to state that for many years, conventional wisdom has been that "nothing works" to change offender behavior—that once an offender has turned to crime little can be done to help turn his or her life around. Today, however, there is a voluminous body of solid research showing that certain "evidence-based" sentencing and corrections practices do work and can reduce crime rates as effectively as prisons at much lower cost. A comprehensive study by the Washington legislature *(Evidence- Based Public Policy Options to Reduce Future Prison Construction, Criminal Justice Costs, and Crime Rates),* for example, showed that greater use of these evidence-based practices would reduce Washington's crime rate by 8 percent while saving taxpayers over $2 billion in additional prison construction.

According to another Pew Center study from 2008 *(Putting Public Safety First)*, high failure rates, the continued rise in prison costs, the release each year of more than 700,000 persons from confinement, and the mounting economic downturn—are all trends that present policy makers and corrections executives with a rare opportunity, even an imperative, to reform probation and parole in ways that will keep communities safe and save scarce public funds. Decades of learning in the field and a growing research base has led to a consensus among many corrections professionals about what needs to be done to achieve better results. The report cites that this consensus is reflected in the following 13 strategies: 1) Define Success as Recidivism Reduction and Measure Performance, 2) Tailor Conditions of Supervision, 3) Focus Resources on Higher Risk Offenders, 4) Frontload Supervision Resources, 5) Implement Earned Discharge, 6) Supervise Offenders in Their Communities, 7) Engage Partners to Expand Intervention Capacity, 8) Assess Criminal Risk and Need Factors, 9) Balance Surveillance and Treatment in Case Plans, 10) Involve Offenders in the Supervision Process, 11) Engage Informal Social Controls, 12) Use Incentives and Rewards, and 13) Respond to Violations with Swift and Certain Sanctions.

The Little Hoover report cites that the Legislature enacted the *Community-Based Punishment Act of 1994*, which established a partnership between state and local governments to create alternative punishments at the local level for prison-bound non-violent offenders. However, the collaboration has never been funded.

What other states are doing.

- **Hawaii** - Launched in 2004, Hawaii's Opportunity Probation with Enforcement (HOPE) program aims to reduce crime and drug use among criminal offenders. HOPE identifies probationers who are likely to violate their conditions of community supervision; notifies them that detected violations will have consequences; conducts frequent and random drug tests; responds to detected violations (including failed drug tests and skipped probation meetings) with swift, certain and short terms of incarceration; responds to absconding probationers with warrant service and sanctions; and mandates drug treatment upon request or for those probationers who do not abstain from drug use while on the testing and sanctions regimen.

  According to a 2010 evaluation *(The Impact of Hawaii's HOPE Program on Drug Use, Crime and Recidivism)*, in a one-year, randomized controlled trial, HOPE probationers were 55 percent less likely to be arrested for a new crime, 72 percent less likely to use drugs, 61 percent less likely to skip appointments with their supervisory officer and 53 percent less likely to have their probation revoked. As a result, they also served or were sentenced to, on average, 48 percent fewer days of incarceration than the control group.

- **Texas** - According to a 2010 report by the Texas Public Policy Foundation *(Texas Criminal Justice Reform)*, in recent years, Texas has strengthened alternatives to incarceration for adults and juveniles, achieving significant reductions in crime while avoiding more than $2 billion in taxpayer costs that would have been incurred had Texas simply constructed more than 17,000 prison beds that a 2007 projection indicated would be needed. This included a measure in 2003, in which the Legislature required that all drug possession offenders—not dealers— with less than a gram of drugs be sentenced to probation instead of state jail time.

- **Maryland** - Maryland's correctional options program shows that low-risk, non-violent offenders sentenced to probation with graduated sanctions and services were 22 percent less likely to re-offend than comparable offenders sentenced to prison.

- **Florida** - A 2009 act by the Florida Legislature provided that courts may place an offender into a post-adjudicatory treatment-based drug court program if the offender is not violent and met other specific conditions. In addition, Florida created a prison diversion pilot program in two judicial circuits, which provided funding to divert up to 300 felony offenders from prison in Fiscal Year 2009-10.

  Drug courts are a proven alternative to incarceration for low level drug offenders. Drug courts offer intensive judicial oversight of offenders combined with mandatory drug testing and escalating sanctions for failure to comply. The average recidivism rate for those who complete drug court is between 4 percent and 29 percent, in contrast to 48 percent for those who do not participate in a drug court program. Other court diversion program options include Mental Health and Veteran's courts.

Alternative Options. The Governor's wobbler proposal is aimed at reducing state corrections costs given the state's fiscal problems. In addition to or instead of this approach, there are other options available to reduce the number of inmates that come to state prison, and in some cases, these approaches can actually result in improved corrections operations and public safety outcomes. For example, in 2009, the Legislature passed SB 678 (Leno) which required the state to provide a share of budget savings that result from counties reducing the number of probation failures sent to state prison. Counties would be required to reinvest this new revenue into bolstering evidence-based probation practices. The logic of this approach was to create a "win-win" for both the counties and state corrections systems by providing additional resources at the local level, requiring the use of evidence-based practices, and generating overall savings. The Legislature also approved the use of $45 million in one-time federal stimulus money to provide the seed money for this initiative.

Another approach in a similar vein to SB 678 is to expand drug and mental health courts. Research has consistently demonstrated that these types of collaborative courts can effectively merge court supervision with needed treatment services to reduce recidivism of offenders. Moreover, these courts provide these improved outcomes at a cost less than that of incarceration. Currently, state courts operate drug court programs for about 3,000 offenders annually. Meanwhile, there are over 10,000 inmates in prison for drug possession. Moreover, research finds that 56 percent of inmates are in high need of drug treatment, 42 percent are in high need of alcohol treatment, and about 20 percent have mental health problems.

In the past, people have also discussed various sentencing changes that could reduce the number of inmates sent to state prison. Like the Governor's wobbler proposal, these are typically focused primarily on reducing state costs. However, in some cases, such approaches are arguably also proposed to be somewhat more cost-effective or maintain traditional divisions between state and local responsibilities. For example, updating the threshold separating grand theft from petty theft for inflation has been considered by the Legislature in the past. The current threshold of $400 was established in 1982, and the impact of inflation is that people who would previously have been convicted of misdemeanors are now eligible for prison sentences. In addition, some have considered requiring that inmates who have less than a certain period of time served to remain in county jail rather than being sent to state prison. This could be a more cost-effective use of taxpayer money because the first couple of months inmates serve in state prison are served in expensive reception centers that provide a battery of health, mental health, and other assessments and screenings designed to determine the needs of the inmate during his prison term. These tests are not really necessary for inmates with no more than a few months to serve.

Finally, the Governor's wobbler proposal itself could be modified in various ways. For example, while the Governor proposes to redefine all wobbler crimes (including the trigger proposal), the Legislature could consider changing the definition of a subset of wobblers. For example, there are over 4,000 people in prison for a conviction of petty theft with a prior theft conviction. Another approach would be to change sentencing law for wobbler crimes to maintain them as wobblers, but make the presumption be that they are misdemeanors unless there are specific aggravating circumstances to charge them as felonies. Yet another approach would be to charge counties a share of the cost for sending offenders convicted of wobblers to state prison. This approach would require counties to share in the financial burden of housing these offenders.

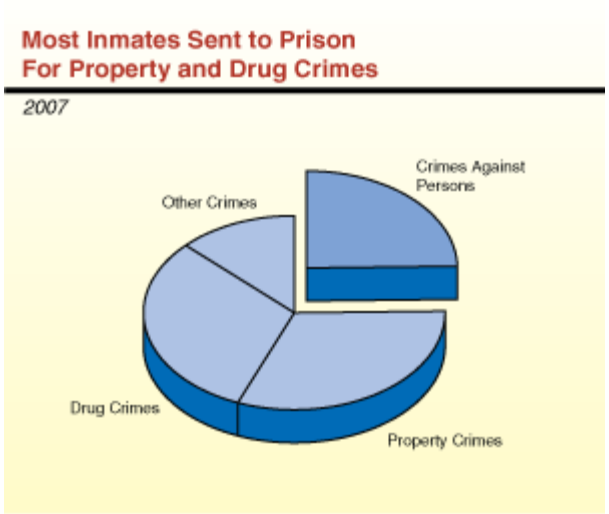
Selected Options for Improving Community Corrections and Reducing Prison Admissions
(Dollars in millions; prison population and savings figures estimated for 2010-11)

Option	Prison Pop. Impact	State Savings	Key Tradeoffs
Governor's wobbler sentencing changes*	-15,000	$321	• Large state savings • Shift costs and overcrowding to locals • Modest impact on public safety
Expand drug and mental health courts	-1000	$16	• Modest state savings in near term • Improves public safety • Minimal impact on locals • Significant effort to implement
Update grand theft threshold	-500	$12	• Small state savings • Small shift of population to locals • Minimal impact to public safety
Less than 3 months to serve stay in jail	-250	$6	• Small state savings • Minimal shift to locals • Minimal impact to public safety

** Includes proposed "trigger" expansion.*

Options for Improving Prison Operations and Outcomes

Overview of Prison System. At the end of 2009, there were about 169,000 state inmates. This total is down slightly from prior years. As shown below, about two-thirds of inmates are sent to state prison for drug and property crimes.



The prison population is predominantly comprised of male black and Hispanic inmates age 20 through 39. Over the past twenty years the percentage of inmates who are Hispanic has grown by 11 percent, and the percentage of inmates who are 50 or older has more than doubled.

Demographics of the Prison Population

2007

	Prison Population	California Adult Population
Total Population	**172,508**	**27,648,604**
Gender		
Male	93%	49%
Female	7	51
Ethnicity		
Black	29%	6%
Hispanic	39	31
White	27	48
Other	6	15
Age		
18-19	1%	4%
20-29	30	19
30-39	30	19

40-49	26	21
50-59	10	17
60 and older	3	21

Details may not total due to rounding.

Governor's Budget Options. The Governor's budget assumes an increase of $880 million in federal funds from the State Criminal Alien Assistance Program (SCAAP), a program where the federal government reimburses state and local governments for part of the costs associated with incarcerating illegal immigrants who have committed crimes. The state is currently projected to receive about $91 million for this program in 2010-11.

The Governor's budget includes a net reduction of $279 million for inmate health care services in state prisons. This net figure includes proposals for increased expenditure authority to implement the federal Receiver's Turnaround Plan of Action projects ($323 million), as well as to fully fund anticipated contract medical costs ($209 million). These costs are offset by an unallocated reduction of $811 million to the inmate health care budget to bring average expenditures in this program in line with those of the state of New York. Neither the administration nor the Receiver's office has identified a plan for how this magnitude of savings will be achieved, making the likelihood of achieving these savings unclear.

The Governor's budget also includes a trigger cut proposal to eliminate all remaining, non-court ordered prison and rehabilitation programs. This cut would save the state about $172 million. The proposal is not designed to improve corrections operations and, in fact, may have a long-term negative impact to public safety to the extent that these programs would otherwise reduce recidivism rates.

What Research Tells Us. According to a 2004 report from UCLA's School of Public Policy and Social Research *(Correctional Education as a Crime Control Program)*, several studies have shown that prison education programs also significantly reduce crime. According to the report, once correctional education participants are released, they have been shown to be 10 to 20 percent less likely to re-offend than the average released prisoner. The study compared the cost-effectiveness of two crime control methods - educating prisoners and expanding prisons. It found that Correctional education is almost twice as cost-effective as a crime control policy. Finding that an investment of $1 million in correctional education prevents about 600 crimes, while that same money invested in incarceration prevents 350 crimes. Further, the UCLA report found that correctional education may actually create long-run net savings. Inmates who participate in education programs are less likely to return to prison. For each re-incarceration prevented by education, states save about $20,000. $1 million invested in education would prevent 26 re-incarcerations, for net future savings of $600,000.

A 2008 report from the LAO cited that, in addition to benefiting public safety by reducing recidivism and improving prison management, inmate education could have such fiscal benefits as reduced costs to state courts, local criminal investigations, and jail operations. The LAO also cited indirect fiscal benefits such as reduced costs for assistance to crime victims, less reliance on public assistance from families of inmates, and greater income and

sales tax revenues paid by former inmates who successfully remain in the community. The LAO report also identified significant concerns with CDCR's education programs. These concerns were (1) insufficient capacity to enroll inmates in education programs, (2) low inmate attendance rates, (3) the lack of incentives for inmate participation and achievement, (4) poor case management, and (5) lack of program evaluation. The LAO recommended that the Legislature take several steps to improve adult prison education programs in the near term. In particular, they recommend that the state fund these programs based on attendance rather than enrollment, develop incentives for inmate participation in programs, and develop routine case management and program evaluation systems. In addition, the LAO recommend that after the state has improved the structure of its existing programs, it consider some alternatives to expand the capacity of correctional education programs.

The CDCR created the Expert Panel on Adult Offender Reentry and Recidivism Reduction Programs in response to authorization language placed in the Budget Act of 2006-07. The Legislature directed the CDCR to contract with correctional program experts to complete an assessment of California's adult prison and parole programs designed to reduce recidivism. Additionally, the CDCR tasked the Panel to provide it with recommendations for improving the programming in California's prison and parole system. The expert panel's report: *A Roadmap for Effective Offender Programming in California* provided an assessment of the state of correctional programming in California's adult prison and parole systems. The report also included recommendations intended to guide California in creating a model rehabilitation programming system. The expert panel's 11 key recommendations were:

1. Reduce overcrowding in prison facilities.

2. Enact legislation to expand positive reinforcements for offenders who complete rehabilitation programs and follow the rules. CDCR must improve on matching offender needs with program objectives.

3. Select and utilize a risk assessment tool to assess an offender's risk to reoffend. Risk assessments tools have been utilized for parolees, and should be expanded to assess all offenders.

4. Determine offender rehabilitation programming based on the results of assessment tools that identify and measure risks and needs. CDCR should develop and utilize a risk-needs matrix to assign offenders to programming.

5. Create and monitor a behavior management (or case) plan for each offender. Case plans are critical to assigning offenders to the right programs.

6. Select and deliver a core set of programs for offenders that cover major offender areas. These include: academic, vocational and financial; alcohol and drugs; anger management; criminal thinking; family; and sex offenses.

7. Develop systems and procedures to collect and utilize programming process and outcome measures. This will allow CDCR to determine the effectiveness of programs, reasons for outcomes, and ways to improve.

8. Continue to develop and strengthen formal partnerships with community stakeholders. This will improve coordination of transition services for offenders moving from prison to their home communities.

9. Modify community based programs to ensure they target the crime patterns of offenders, meet their basic needs upon return, and identify risk factors in their home community.

10. Engage the community to help reduce likelihood offenders will return to a life of crime. Critical thinking, positive relationships, and healthy behaviors are critical to offenders' success upon release.

11. Develop structured guidelines to respond to technical parole violations, based on risk and seriousness. Sanctions and incentives are important tools.

Nationally, many states are taking steps to implement evidence based prison policies. According to a 2009 National Conference of State Legislatures report *(Cutting Corrections Costs: Earned Time Polices for State Prisoners)*, other states are accelerating release of lower-risk inmates who complete education, vocational training, treatment and work programs or participate in other productive activities. At least 31 states provide incentives for program completion— called "earned time"—that reduce the costs of incarceration and help offenders succeed when they return to the community. Inmate prison terms are reduced from the date on which they might have been released had they not completed the specified programs. Earned time is distinguished from, and can be offered in addition to, "good time" credits, which are awarded to offenders who follow prison rules. This report offered the following evaluations from other states that offer some form of earned time credit:

- **New York** - New York's Department of Correctional Services reviewed the state's merit time program from 1997 through 2006. During that time, 24,000 inmates received six-month reductions in their minimum term, resulting in a savings of $369 million. Another $15 million in savings during a three-year period can be attributed to the need for less capital construction. The recidivism rate for the early-release group was lower (31 percent) than that for inmates serving the full term (39 percent) after three years.

- **Washington** - The Legislature modified the amount of earned time that could be granted to eligible inmates, increasing it from 33 percent to 50 percent of the total sentence. The law also specified which offenders would not be eligible for credit—offenders who have a current or prior conviction for a violent offense, a sex offense, a crime against a person, a domestic violence offense, a residential burglary, manufacture or delivery of methamphetamine, or delivery of a controlled substance to a minor. In addition to those exclusions, eligibility is further restricted to offenders in the Department of Corrections' two lowest risk categories. The three-year felony recidivism rate for offenders under the new 50 percent law was lower—by about 3.5 percent—than it was for offenders under the old law. This finding tells us that the 50 percent law has reduced new felony convictions in Washington. At the same time, the new law shortened the length of prison stay for the eligible offenders by an average of 63 days. It is important to note that Washington believes that as incarceration rates decrease due to this policy, property crimes may increase. However, even when accounting for this effect, Washington reports that this new earned time policy generates a net savings of about $7,200 per offender.

- **Kansas** – In 2007 Kansas adopted a 60-day earned credit program for the successful completion of one of four programs: substance abuse treatment; a general education diploma; a technical or vocational training program; or any program its secretary of corrections believes will reduce a given inmate's risk of violating the conditions governing his eventual release. Since reforms took effect, Kansas has seen a 35 percent decrease in crime among parolees who participated in reentry programs. Parole revocations are down too, by 45 percent.

Alternative Options. Last year, the Governor proposed an alternative custody proposal that would have saved the state an estimated $121 million. The specifics of this proposal were to provide early release for certain inmates and require intensive supervision by parole agents using Global Positioning Satellite (GPS) technology. While not adopted, this proposal would have generated significant state savings, and the impact to public safety by releasing inmates early would have been somewhat mitigated by the use of more intensive supervision techniques. It is worth noting that the effectiveness of such an approach could be further improved in a couple of ways. First, the selection criteria for alternative custody could be more focused on those inmates best suited to the program, for example those inmates who are found to be at low risk to reoffend and those that have completed in prison rehabilitation programs. Second, the intensive supervision could be coupled with requirements to participate in rehabilitation programs. Research consistently finds that intensive supervision can actually reduce rates of reoffending when coupled with effective treatment programs. These changes would likely reduce the amount of savings possible from alternative custody, but might provide a better balance with the potential public safety impacts.

Similarly, the state could reinstitute work and drug furlough programs which no longer exist for state inmates. These programs allow inmates to transition from state prison to the community by living in "halfway houses" during the end of their prison sentence, as well as require the inmates to maintain a job and/or participate in substance abuse treatment. These furlough programs tend to be less expensive than incarceration in state prison, and national research finds that they can reduce the rate of reoffending once released to the community.

One of the keys to improving prison (and parole) operations and outcomes is to improve the effectiveness with which programs are delivered. While many reports have focused on the high recidivism rate in California and cited the poor performance of CDCR programs as one of the culprits, the truth is that we do not really know how effective CDCR prison and parole programs are. This is because very few programs have been rigorously evaluated for the effectiveness on key community outcomes, such as recidivism and employment. Moreover, even those programs that are based on or similar to those programs shown in national research to be effective – such as inmate education and vocational programs, substance abuse treatment, and parolee employment programs – have not been regularly evaluated for the fidelity at adhering to the design requirements around instructor qualifications and training, participant selection criteria, and program duration. This means that the Legislature could be investing in the "right" programs without getting the expected outcomes. For example, numerous reports have highlighted the negative impact that lockdowns have had on the ability to get inmates to prison programs, even when those inmates played no role in the event causing the lockdown. Therefore, finding ways to improve how CDCR programs are operated on a day to day basis could significantly improve their effectiveness and reduce long-term costs without requiring much up-front investment. This could be achieved through

implementation of improved policies and practices, as well as use of outcome and fidelity assessments of programs such as are done in many other states.

Selected Options for Improving Prison Operations and Outcomes
(Dollars in millions; prison population and savings figures estimated for 2010-11)

Option	Prison Pop. Impact	State Savings	Key Tradeoffs
Governor's SCAAP increase assumption	0	$880	• No impact to public safety • Ability to implement unclear
Governor's inmate health care proposals (net savings)	0	$279	• Large state savings • No direct impact to public safety • Implementation details still needed
Governor's proposal to eliminate rehabilitation programs - trigger	0	$172	• Significant state savings in short-term, eroded over longer term • Harmful to public safety
Alternative custody	-6,300	$121	• Significant state savings • Moderate impact to public safety mitigated by risk assessment and intensive supervision
Reduce CDCR headquarters costs 10 percent	0	$40	• Modest state savings • No impact to public savings • Could affect department management and operations
Expand community-based female and furlough programs	-1000	$0	• Moderate state savings offset by costs to implement in near term • Reduce overcrowding • Potential improvement to public safety
Improve effectiveness of existing programs	-100	$0	• Minimal short-term savings • Improvement to public safety

Options for Improving Parole and Reentry and Reducing Recidivism

Overview of Parole System. Under state law, all inmates released from prison must serve a term on parole and are subject to return to prison through the state's administrative revocation process, as well as through conviction for a new crime. Under recent statutory changes, certain parolees – those found to be the lowest risk to reoffend based on their criminal history, a formal risk assessment, and consideration of other factors such as gang membership – are placed on banked caseloads and not subject to administrative revocation. Parolees are generally required to parole to the county in which they were prosecuted. Generally, the distribution of parolees across counties mirrors the distribution of the general population, though research has found that parolees tend be more highly concentrated in some neighborhoods than others. The table below shows the distribution of the parole population across counties.

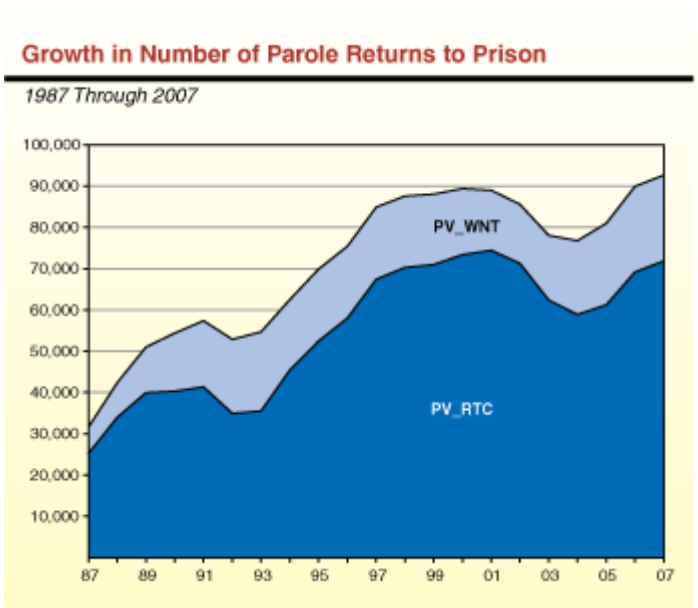
Three-Fourths of Parole Population Resides in Ten Counties

2006

County	Parolees	Percent
Los Angeles	35,376	30%
San Bernardino	8,815	8
San Diego	7,626	7
Orange	7,229	6
Riverside	7,193	6
Santa Clara	5,344	5
Fresno	4,743	4
Kern	4,106	4
Sacramento	3,603	3
Alameda	3,309	3
All other counties	29,453	25
Total California	**116,797**	**100%**

Detail may not total due to rounding.

Most parole violators (PVs) are returned to custody (PV-RTC) for violations of the conditions of their parole through the state's administrative return process, while others are convicted in courts for new crimes with new terms (PV-WNT). The total number of parole violations resulting in being returned to state prison increased three-fold from 1987 to 2007. The number of returns largely reflects the increase in the state prison and parole populations over that same period.



Governor's Budget Options. The Governor's budget includes two trigger proposals that would increase parole caseloads. The first of these proposed changes is to increase the general parolee caseload from 45 parolees per parole agent to 70 parolees per parole agent. This proposal would reverse a change implemented by the Legislature in the current year budget. The second change would be to increase the number of parolees who are on "banked" caseloads. Currently, only those parolees who are assessed as not being high risk to reoffend and who do not have prior serious or violent convictions are placed on banked caseloads. The Governor's proposal would add to the rolls of banked caseloads those parolees who have serious or violent offenses on their record but are assessed as low risk to reoffend. Combined, these two proposals are estimated to save the state $79 million.

The Governor's budget includes an April Finance Letter to pilot a parolee reentry court diversion program in San Diego County. This program is modeled after drug courts and would be designed to provide additional court supervision and substance abuse or mental health treatment services to 100 parolees who would otherwise be returned to state prison by the courts. This program is estimated to result in net savings of $483,000.

What Research Tells Us. The 2007 Little Hoover Report *(Solving California's Corrections Crisis)* cited that on any given day, 6 out of 10 admissions to California prisons are returning parolees. California's parole system is unlike any other in the nation. According to the report, at 70 percent, California's recidivism rate is one of the highest in the nation. The report noted that California is one of just two states that places every felony offender on parole and the only state where parole can last three years – in some cases longer than the actual prison term served.

The Commission found at the time that by using its limited resources to supervise all parolees, the system hinders the State's ability to closely supervise the most dangerous parolees and results in the return to prison of many low-level "technical" parole violators. By placing all offenders on parole and setting numerous conditions, the State has greatly increased the chances that many will violate parole. In 2005, 62,000 parolees were returned

to prison for parole violations and served, on average, a four-month prison term. Staff notes the last year Legislation was passed that created "non-revocable parole," which prevents certain low-level offenders from being returned to prison on violations of parole.

In this report, the Little Hoover Commission also recommended that the State should reallocate resources to assist communities in expanding community-based punishment options for offenders who violate the terms of post-release supervision. The report suggested that working with communities, the State should reallocate resources to establish a continuum of alternatives to prison, including electronic monitoring, day reporting centers, drug treatment, jail time and other community based sanctions.

Research shows that parolees must overcome significant barriers on their way to successfully completing parole. These barriers include: 1) High unemployment rates of between 70-80 percent after imprisonment, 2) High substance abuse rates of up to 85 percent, and 3) High illiteracy rates of about 50 percent.

One-in-ten parolees is homeless immediately upon parole, and between 60 and 90 percent of parolees lack the “survival skills” needed to succeed on parole after leaving prison. These include the ability to control anger, conduct business (such as exchanging money or balancing a checkbook), find a job, and follow directions.

The post-release employment experience of a parolee is frequently an important determinant of whether the individual will successfully complete parole. Research demonstrates a positive relationship between labor market conditions and crime rates, and evaluations of parolee employment programs show significant associations between program participation, employment, and reduced recidivism.

Additionally, substance abuse is an important factor that contributes to parole failure. 85 percent of all parolees have a history of chronic drug use, and frequently this leads to relapse and parole revocation. According to CDCR research, the percentage of parolees committing new criminal acts drops 72 percent after successful completion of substance abuse treatment. Proposition 36, enacted by California voters in 2000 (*The Substance Abuse and Crime Prevention Act of 2000*), changed state law so that certain adult parolees who use or possess illegal drugs may receive drug treatment and supervision in the community, rather than being sent back to state prison. Staff notes that the Governor's 2010 budget does not contain Proposition 36 funding.

Each of the four CDCR parole regions has a Substance Abuse Services Coordinating Agency (SASCA) that serves as an intermediary contractor to the local drug treatment provider community. The CDCR funds the SASCAs that in turn subcontract with local service providers. Staff notes that most of these contracts were cancelled and renegotiated due to the programming cuts included in the 2009 Budget Act.

What other states are doing.

- **Texas** - Graduated sanctions such as curfews and increased reporting have been enhanced, ensuring a swift but commensurate response to each rule violation. Parolees who repeatedly violate the rules or commit a misdemeanor are often sent to an Intermediate Sanctions Facility for approximately 90 days, in lieu of being revoked to prison. Some parolees at these facilities receive

drug treatment along with follow- up counseling upon release. Literacy, GED and workforce preparation programming are available at some facilities.

- **Georgia and Delaware** – Both of these states have changed the law so probation officers can impose sanctions such as a curfew and increased reporting in response to violations. A Georgia study found reductions of 70 percent or more in the average number of days that violators spent in local jails awaiting disposition of their violation cases.

- **Florida** - A 2010 report by Florida's Office of Program Policy Analysis *(Intermediate Sanctions for non-violent Offenders Could Produce Savings)* found that community-based substance abuse treatment has lower costs than incarceration and reduces recidivism. The report found that Florida could save over $607,000 for every 100 offenders diverted to six-month residential treatment in lieu of prison during the first year of supervision. As treating the substance abuse issues lowers the likelihood of recidivism, such programs can also reduce future correctional costs.

Alternative Options. An option that has been discussed in California in the past is parole realignment. Under this option, inmates being released from state prison would be supervised by county probation departments rather than by CDCR's parole division. The argument for this approach is that consolidation of supervision could provide better efficiencies through economies of scale, and would promote local governments taking a greater stake in the outcomes of parolees. Such an option would be a major shift of responsibility from the state to local governments, though most proposals assume additional funding would be provided to local governments from some source. For example, if the state were to provide half of the roughly $900 million budgeted for parole in 2010-11 to the counties, it could save $450 million. If alternative revenue sources were identified for the counties, it might be possible to offer them additional funding to enhance supervision and programs for these parolees.

Another approach is to focus on reducing the number of parolees who return to state prison for "technical" violations. The Legislature has already made some efforts in this direction by requiring the department to utilize a Parole Violations Decision Making Instrument (PVDMI), a impartial tool designed for parole agents and administrators to determine whether a parolee should be returned to prison or provided an alternative sanction based on the nature of the violation and the offenders criminal background. A further option would be to ban returns to state prison for technical violations altogether, potentially saving as much as $263 million annually. About 81 percent of administrative revocations in 2007 were for non-felony offenses (technical violations or misdemeanors).

Various stakeholders have expressed the view that SB 678 (described in more detail earlier in agenda) was an innovative approach to enhance public safety and reduce corrections costs. One option that might be worth considering is whether a similar approach could work for parole. This approach would mean providing a share of prison savings achieved through effectively reducing recidivism with parole and requiring parole to use that additional funding to implement more evidence-based practices. Such an approach could be much more cost-effective and actually improve public safety by incentivizing the reduction of recidivism by parolees. In some ways, this approach could be much more challenging than for probation

offenders because the state's prison and parole divisions are part of the same department. So, it is not clear that the fiscal incentives would work the same as people believe it will under SB 678.

Yet another approach would be to expand the availability of alternative sanctions. The research finds that use of alternative sanctions is a cost-effective correctional approach. The key, however, is to have a continuum of sanctions available, as well as clear rules about how and when sanctions will be applied, so that even less severe violations receive an appropriate sanction in a timely and consistent manner. Unfortunately, the availability of alternative sanctions is limited, as well as weighted to more intensive options, such as electronic monitoring and residential placement facilities. Frequently, this means that minor violations are allowed to occur because parole agents have few other appropriate options until the number or severity of violations increase to the point where parole agents view revocation as the most appropriate option. While the Legislature required the use of the PVDMI, it did not provide additional funding for alternative sanction programs. Doing so could result in better outcomes and state savings. In fact, one approach would be to combine the option to ban technical revocations and use a share of the savings to invest in alternative sanction programs. Such an approach could provide a much more cost-effective way to address technical violations.

Selected Options for Improving Parole and Reentry
(Dollars in millions; prison population and savings figures estimated for 2010-11)

Option	Prison Pop. Impact	State Savings	Key Tradeoffs
Governor's parole caseload increase proposals - trigger	0	$79	• Moderate state savings • Moderate impact to public safety
Governor's parolee reentry court proposal	100	$0.5	• Small state savings • Improve public safety •
Realign parole to county probation	0	$450	• Large state savings • Limited impact to public safety • Significant shift to local governments • Challenging to implement
Prohibit technical revocations	-6,300	$132	• Significant state savings • Modest impact to public safety • Easy to implement
"SB 678" for parole	-900	$15	• Modest state savings • Implementation costs • Benefits to public safety
Expand alternative sanction programs	-900	$10	• Modest state savings • Implementation costs • Modest impact to public safety

The Fiscal Analysis

Spending on Criminal Justice Statewide. As shown in the table below, the state spent roughly $32 billion in 2006-07 on criminal justice activities, according to data collected by the Attorney General's office. This was nearly double what was spent ten years earlier. About 63 percent of these expenditures are for local government activities, including police, sheriffs, jails, and probation. The fastest growing expenditure area was for state prisons and parole.

California Expenditures on Criminal Justice
(Dollars in billions)

	1996/97	2006/07	Percent Change
Police and sheriffs	$7.0	$13.5	94%
Prisons and parole	$4.1	$9.2	126%
Courts and judiciary	$3.1	$3.4	9%
Jails and Probation	$2.3	$4.7	107%
Other criminal justice	$0.8	$1.7	110%
Totals	***$17.2***	***$32.4***	***88%***

Share of General Fund Spent on CDCR Doubled in Twenty Years. In its 2009 analysis, the LAO found that General Fund spending on corrections increased by an average annual rate of 9 percent between 1987-88 and 2007-08. By comparison, total General Fund spending statewide grew at a slower average annual rate of 6 percent. As a consequence, spending on corrections now takes up about twice as much of the state budget than it did 20 years ago, increasing from 5 percent to 10 percent of total General Fund spending. The Governor's proposed budget for 2010-11 includes $8.8 billion for CDCR.

Corrections Spending Increases Driven by Prison Population and Other Factors. The growth in corrections expenditures is in effect a result of (1) having substantially more inmates and parolees in the state correctional system and (2) the increased costs to incarcerate and supervise those offenders. As shown in the figure below, the average cost to incarcerate an inmate has more than doubled over the past 20 years from about $20,000 in 1987–88 to about $46,000 in 2007–08, an average annual increase of about 4 percent. One of the main reasons for this is the growth in inmate health care costs, which have increased by over $1.5 billion since 2000 and have been largely due to the outcome of litigation in federal court over inmate health care. Increases in security–related expenses (primarily for correctional officer salaries and benefits) and other incarceration expenses (such as for transportation, reception and diagnosis, education programs, and administration) have also driven up the average incarceration cost.

Substantial Increase in Average Inmate and Parolee Costs

(Dollars in Millions)

	Average Costs		Average Annual Change
	1987-88	2007-08	
Inmates	$19,531	$46,068	+4%
Security	$10,208	$20,676	+4%
Health care	$2,005	$11,956	+9%
Other operations	$7,318	$13,435	+3%
Parolees	$3,690	$6,308	+3%

California Faces Large Budget Shortfalls. At the release of the Governor's budget in January, the administration identified a total budget gap of $19 billion between the current year and budget year. While the Legislature took steps in February to address a portion of that identified shortfall, the majority of that gap remains to be filled in the 2010-11 budget. Moreover, the budget gap is structural and not one-time in nature. In November (before release of the Governor's proposed budget), the Legislative Analyst's Office estimated ongoing budget shortfalls of about $20 billion annually based on its projections of state revenues and expenditures.

What California Can Learn from the Research and Experiences of Other States. As discussed in the sections above, national research on correctional programs identifies numerous programs and strategies that are effective at reducing crime and recidivism, as well as identifying which strategies are generally ineffective. The table below, reproduced from the Washington State Institute for Public Policy report *Evidence-Based Public Policy Options to Reduce Prison Construction, Criminal Justice Costs, and Crime Rates* (2006), provides a summary of the findings from research studies from around the country. Of particular note, the table identifies not only the estimated impacts of these programs on crime, but also includes a cost-benefit analysis that compares the estimated savings produced by an effective program and the costs to implement that program. As shown, various types of programs are shown to result in net savings as high as $13,700 for adult programs and strategies and even higher for juvenile and prevention programs.

Reducing Crime With Evidence-Based Options: What Works, and Benefits & Costs

Washington State Institute for Public Policy
Estimates as of October, 2006

Notes:
"n/e" means not estimated at this time.
Prevention program costs are partial program costs, pro-rated to match crime outcomes.

	Effect on Crime Outcomes	Benefits and Costs (Per Participant, Net Present Value, 2006 Dollars)			
	Percent change in crime outcomes, & the number of evidence-based studies on which the estimate is based (in parentheses)	Benefits to Crime Victims (of the reduction in crime)	Benefits to Taxpayers (of the reduction in crime)	Costs (marginal program cost, compared to the cost of alternative)	Benefits (total) Minus Costs (per participant)
	(1)	(2)	(3)	(4)	(5)
Programs for People in the Adult Offender System					
Vocational education in prison	-9.0% (4)	$8,114	$6,806	$1,182	$13,738
Intensive supervision: treatment-oriented programs	-16.7% (11)	$9,318	$9,369	$7,124	$11,563
General education in prison (basic education or post-secondary)	-7.0% (17)	$6,325	$5,306	$962	$10,669
Cognitive-behavioral therapy in prison or community	-6.3% (25)	$5,658	$4,746	$105	$10,299
Drug treatment in community	-9.3% (6)	$5,133	$5,495	$574	$10,054
Correctional industries in prison	-5.9% (4)	$5,360	$4,496	$417	$9,439
Drug treatment in prison (therapeutic communities or outpatient)	-5.7% (20)	$5,133	$4,306	$1,604	$7,835
Adult drug courts	-8.0% (57)	$4,395	$4,705	$4,333	$4,767
Employment and job training in the community	-4.3% (16)	$2,373	$2,386	$400	$4,359
Electronic monitoring to offset jail time	0% (9)	$0	$0	-$870	$870
Sex offender treatment in prison with aftercare	-7.0% (6)	$6,442	$2,885	$12,585	-$3,258
Intensive supervision: surveillance-oriented programs	0% (23)	$0	$0	$3,747	-$3,747
Washington's Dangerously Mentally Ill Offender program	-20.0% (1)	$18,020	$15,116	n/e	n/e
Drug treatment in jail	-4.5% (9)	$2,481	$2,656	n/e	n/e
Adult boot camps	0% (22)	$0	$0	n/e	n/e
Domestic violence education/cognitive-behavioral treatment	0% (9)	$0	$0	n/e	n/e
Jail diversion for mentally ill offenders	0% (11)	$0	$0	n/e	n/e
Life Skills education programs for adults	0% (4)	$0	$0	n/e	n/e
Programs for Youth in the Juvenile Offender System					
Multidimensional Treatment Foster Care (v. regular group care)	-22.0% (3)	$51,828	$32,915	$6,945	$77,798
Adolescent Diversion Project (for lower risk offenders)	-19.9% (6)	$24,328	$18,208	$1,913	$40,623
Family Integrated Transitions	-13.0% (1)	$30,708	$19,502	$9,665	$40,545
Functional Family Therapy on probation	-15.9% (7)	$19,529	$14,617	$2,325	$31,821
Multisystemic Therapy	-10.5% (10)	$12,855	$9,622	$4,264	$18,213
Aggression Replacement Training	-7.3% (4)	$8,897	$6,659	$897	$14,660
Teen courts	-11.1% (5)	$5,907	$4,238	$936	$9,208
Juvenile boot camp to offset institution time	0% (14)	$0	$0	-$8,077	$8,077
Juvenile sex offender treatment	-10.2% (5)	$32,515	$8,377	$33,064	$7,829
Restorative justice for low-risk offenders	-8.7% (21)	$4,628	$3,320	$880	$7,067
Interagency coordination programs	-2.5% (15)	$3,084	$2,308	$205	$5,186
Juvenile drug courts	-3.5% (15)	$4,232	$3,167	$2,777	$4,622
Regular surveillance-oriented parole (v. no parole supervision)	0% (2)	$0	$0	$1,201	-$1,201
Juvenile intensive probation supervision programs	0% (3)	$0	$0	$1,598	-$1,598
Juvenile wilderness challenge	0% (9)	$0	$0	$3,085	-$3,085
Juvenile intensive parole supervision	0% (10)	$0	$0	$6,460	-$6,460
Scared Straight	+6.8% (10)	-$8,355	-$6,253	$58	-$14,667
Counseling/psychotherapy for juvenile offenders	-18.9% (6)	$23,126	$17,309	n/e	n/e
Juvenile education programs	-17.5% (3)	$41,181	$26,153	n/e	n/e
Other family-based therapy programs	-12.2% (12)	$15,006	$11,231	n/e	n/e
Team Child	-10.9% (2)	$5,759	$4,131	n/e	n/e
Juvenile behavior modification	-8.2% (4)	$19,271	$12,238	n/e	n/e
Life skills education programs for juvenile offenders	-2.7% (3)	$6,441	$4,091	n/e	n/e
Diversion progs. with services (v. regular juvenile court)	-2.7% (20)	$1,441	$1,034	n/e	n/e
Juvenile cognitive-behavioral treatment	-2.5% (8)	$3,123	$2,337	n/e	n/e
Court supervision vs. simple release without services	0% (8)	$0	$0	n/e	n/e
Diversion programs with services (v. simple release)	0% (7)	$0	$0	n/e	n/e
Juvenile intensive probation (as alternative to incarceration)	0% (5)	$0	$0	n/e	n/e
Guided Group Interaction	0% (4)	$0	$0	n/e	n/e
Prevention Programs (crime reduction effects only)					
Nurse Family Partnership-Mothers	-56.2% (1)	$11,531	$8,161	$5,409	$14,283
Nurse Family Partnership-Children	-16.4% (1)	$8,632	$4,922	$733	$12,822
Pre-K education for low income 3 & 4 year olds	-14.2% (8)	$8,145	$4,644	$593	$12,196
Seattle Social Development Project	-18.6% (1)	$1,605	$4,341	n/e	n/e
High school graduation	-10.4% (1)	$1,738	$2,851	n/e	n/e
Guiding Good Choices	-9.1% (1)	$570	$2,092	n/e	n/e
Parent-Child Interaction Therapy	-3.7% (1)	$268	$784	n/e	n/e

Program types in need of additional research & development before we can conclude they do or do not reduce crime outcomes:

Programs needing more research for people in the adult offender system		Comment
Case management in the community for drug offenders	0% (13)	Findings are mixed for this broad grouping of programs.
COSA (Faith-based supervision of sex offenders)	-22.3% (1)	Too few evaluations to date.
Day fines (compared to standard probation)	0% (1)	Too few evaluations to date.
Domestic violence courts	0% (2)	Too few evaluations to date.
Faith-based programs	0% (5)	Too few evaluations to date.
Intensive supervision of sex offenders in the community	0% (4)	Findings are mixed for this broad grouping of programs.
Medical treatment of sex offenders	-21.4% (1)	Too few evaluations to date.
Mixed treatment of sex offenders in the community	0% (2)	Too few evaluations to date.
Regular parole supervision vs. no parole supervision	0% (1)	Too few evaluations to date.
Restorative justice programs for lower risk adult offenders	0% (6)	Findings are mixed for this broad grouping of programs.
Therapeutic community programs for mentally ill offenders	-20.8% (2)	Too few evaluations to date.
Work release programs (from prison)	-4.3% (4)	Too few recent evaluations.
Programs needing more research for youth in the juvenile offender system		
Dialectical Behavior Therapy	0% (1)	Too few evaluations to date.
Increased drug testing (on parole) vs. minimal drug testing	0% (1)	Too few evaluations to date.
Juvenile curfews	0% (1)	Too few evaluations to date.
Juvenile day reporting	0% (2)	Too few evaluations to date.
Juvenile jobs programs	0% (3)	Too few recent evaluations.
Juvenile therapeutic communities	0% (1)	Too few evaluations to date.
Mentoring in juvenile justice	0% (1)	Too few evaluations to date.

More generally, there are several widely accepted criteria for operating effective correctional programs. These criteria are described here.

- ***Program Model.*** Programs should be modeled on widely accepted principles of effective treatment and, ideally, research demonstrating that the approach is effective at achieving specific goals. Additionally, it is important that programs be evaluated to ensure that program continue to operate in accordance with that program design after implementation.
- ***Risk Principle.*** Treatment should be targeted towards inmates identified as most likely to reoffend based on their risk factors—for example, those inmates who display high levels of antisocial or criminal thinking, low literacy rates, or severe mental illness. Focusing treatment resources on these inmates will achieve greater net benefits compared to inmates who are low–risk to reoffend even in the absence of treatment programs, thereby generating greater "bang for the buck."
- ***Needs Principle.*** Programs should be specifically designed to address those offender needs which are directly linked to their criminal behavior, such as antisocial attitudes, substance abuse, and illiteracy. Programs that attempt to address multiple areas of need tend to be more effective at reducing recidivism rates than those programs that target only one area of need.
- ***Responsivity Principle.*** Treatment approaches should be matched to the characteristics of the target population. For example, research has shown that male and female inmates respond differently to some types of treatment programs. Important characteristics to consider include gender, motivation to change, and learning styles.
- ***Dosage.*** The amount of intervention should be sufficient to achieve the intended goals of the program, considering the duration, frequency, and intensity of treatment services. Generally, higher–dosage programs are more effective than low–dosage interventions.
- ***Trained Staff.*** Staff should have proper qualifications, experience, and training to provide the treatment services effectively.
- ***Positive Reinforcement.*** Behavioral research has found that the use of positive reinforcements—such as increased privileges and verbal encouragement—can significantly increase the effectiveness of treatment, particularly when provided at a higher ratio than negative reinforcements or punishments.
- ***Post–Treatment Services.*** Some services should continue after completion of intervention to reduce the likelihood of relapse and reoffending. Continuing services is particularly important for inmates transitioning to parole.
- ***Evaluation.*** Program outcomes and staff performance should be regularly evaluated to ensure the effectiveness of the intervention and identify areas for improvement.

Final Comments. Numerous reports have reported that California's criminal justice and state corrections systems are operating less effectively than they could be. Often this means that public safety is not as well protected as it could be. It also means that state and local resources could be used in more cost-effective ways, potentially achieving greater "bang for the buck" – greater public safety for dollars currently invested.

While national research shows that various programs and strategies work, are cost-effective, and could be implemented in California, the state's fiscal shortfalls make it difficult to justify new expenditures, even on effective criminal justice programs. Additional expenditures on corrections and criminal justice necessarily mean fewer dollars spent on other state programs and priorities, including schools, universities, roads, parks, and health services. And, while many programs that are cost-effective in the longer-term, many require up front investments and costs to implement. However, while the state budget condition may not allow for additional *net* costs in the short-term (even if programs have a longer-term fiscal benefit), that does not mean that nothing can be done or implemented. Instead, today's fiscal constraints suggest that lawmakers and criminal justice agencies need to be more creative in finding ways to address problems and implement smarter approaches. This can be done in three ways.

- ***Use existing resources more efficiently.*** Agencies should seek to identify which of their current efforts are effective and which are not. When agencies determine that they are operating programs ineffectively, they should either fix the deficiencies in the program or move the funding to a more effective approach. While simple in concept, this requires quality evaluation of programs, operations, and outcomes.

- ***Find offsetting savings.*** Policymakers and agency administrators can also seek to find and "score" offsetting savings associated with new or improved programs and strategies. The CDCR's proposal to implement a pilot reentry court program is a good example of this. The department proposes to fund the reentry court pilot with the projected prison savings associated with the program. The key challenge with this approach is estimating realistic savings levels that can be achieved in the near term when implementing new programs.

- ***Find alternative revenue sources.*** To the extent that more effective programs or strategies require short-term or ongoing costs, lawmakers and administrators can also seek to find new ways to pay for the programs besides state or local General Funds. One example of this was the Legislature's use of federal Byrne/JAG stimulus dollars to fund SB 678, reentry courts, and local substance abuse treatment programs. Unfortunately, this was one-time funding. However, just as current expenditures should be examined for whether they are being used as efficiently as the could be, so should decisions about how non-General Fund revenues are used be evaluated to ensure that they are being spent on the most effective approaches to improve public safety. To the degree that these funding sources are used to support less effective efforts, decision-makers could instead direct their use to more effective programs and strategies.

Attachment A

Panelists

Dianne Boudreaux is a Parole Agent I working out of the Inglewood Complex in Parole Region III. She is currently carrying a regular caseload, including mentally ill and high control cases. In the past, she has been a Second Striker Agent and prior to sex offenders going on GPS, had sex offenders on her regular caseload. Ms Boudreaux started her state employment with the California Youth Authority in 1995 as a teacher at Stark Correctional Facility in Chino. In 2000, she went to the Academy in Stockton and became a Youth Correctional Counselor. She worked on General Population Units and on the Sex Offender Unit. In 2002 she went to the Parole Agent Academy in Galt.

Dr. Carolyn Eggleston is currently the Director of the Center for the Study of Correctional Education at California State University, San Bernardino and a Professor of Special Education. She has spent her career in correctional education and community reentry, as both a practitioner and researcher. Dr. Eggleston spent almost 20 years working in corrections as a diagnostician, teacher, school principal, and supervisor. Her doctoral dissertation reviewed the first special education program in an adult reformatory, Elmira, during the late 19th century. She has written about special needs juveniles and adults, historical issues in corrections, history or the female prisoner, and education and reentry issues for inmates. Dr. Eggleston has served the International Correctional Education Association in many capacities, including, Editor and Publisher of the Journal of Correctional Education, Vice President, and President. She is a member of the European Prison Education Association.

Cindy Greer is an academic teacher at Valley State Prison for Women in Chowchilla, CA. For the past three years she has taught the Adult High School program. She has taught for CDCR for over 15 years and her assignments have included all levels of academic programs from 0 - 12.9 reading level and a vocational placement class. Besides teaching, she is an active member/activist with SEIU Local 1000.

Barry Krisberg, Ph.D. is a Distinguished Senior Fellow and Lecturer in Residence at the University of California Berkeley School of Law. Prior to joining Berkeley Law, he was the President of the National Council on Crime and Delinquency from 1983 to 2009. He is known nationally for his research and expertise on justice issues and is called upon as a resource for professionals, foundations, and the media. Dr. Krisberg has held several educational posts. He was a faculty member in the School of Criminology at the University of California at Berkeley. He was also an adjunct professor with the Hubert Humphrey Institute of Public Affairs at the University of Minnesota and the Department of Psychiatry at the University of Hawaii. He is also a Visiting Scholar at the John Jay College of Criminal Justice. Dr. Krisberg was appointed by the legislature to serve on the California Blue Ribbon Commission on Inmate Population Management. He is past president and fellow of the Western Society of Criminology and was the Chair of the California Attorney General's Research Advisory Committee. He also served on a CDCR Expert Panel on Reducing Offender Recidivism. Dr. Krisberg was appointed by the California Attorney General to lead a panel of experts to investigate the conditions in the California youth prisons. He has been named in a consent decree to help develop remedial plans and to monitor many of the mandated reforms in the California Division of Juvenile Justice.

Pastor Raymond E. Lankford is the Executive Director and co-founder of Healthy Oakland, a free-to-low cost clinic, the Save A Life Wellness Center, which has become the First African-American Faith Based State Licensed Community Clinic in the State of California; a Family Resource Center, Public Health Institute, Non-violence Institute, the Healthy Oakland "Ex-Offender Program, and all male programs were integrated under the Urban Male Health Center in 2005 in West Oakland. A non-profit, parent organization, Healthy Communities, Inc., was started in 2003. The cities that are providing programming underneath the parent organization are: Healthy Oakland, Healthy San Francisco, Healthy Berkeley, Healthy Silicon Valley, Healthy Richmond, Healthy Vallejo, Healthy Stockton and Healthy Philadelphia in Pennsylvania. Pastor Lankford has received numerous awards, including KQED-TV's (PBS affiliate in San Francisco) Black History Local Hero, the "Martin Luther King, Jr.'s Community Service Award", the City of Oakland Humanitarian Award, as well as being recognized as a Person Who Has Helped Oakland Youth at the Mayor's Peace Conference for Youth Violence Prevention. He is an adjunct professor at University of California-Davis' extension program to provide faith-based consultation services with family focus practice in foster care and child welfare services. He is the former co-chair of the Bay Area Action Council Network for Re-Entry through Regional Congregations and Neighborhood Organizations (RCNO) and also chairs the Beat 6 Faith-Based Coalition Against Violence for West Oakland.

Maurice Lee is the Senior Vice President for the Western Region for WestCare California. This region encompasses California, Nevada, Arizona, and Guam. He has over twenty years experience providing substance abuse treatment services, which includes fourteen years as an administrator in substance abuse treatment programs within the criminal justice system. During his tenure with WestCare he has provided oversight for all of the California operations to include the case management of the Region I SASCA aftercare service. He has additionally directed teams of qualified substance abuse counselors in the implementation, and development of quality in-prison therapeutic community programs in Texas and California (Solano, Jamestown, Avenal, Pleasant Valley, Baseline Camp). He has worked equally with community-based treatment programs including federally funded SAMHSA and ACYF programs and programs serving the transitioning criminal justice population. This experience includes supervision of over 600 employees, hiring and evaluation of staff, developing and monitoring program budgets, assurance of program compliance with contract requirements, clinical supervision and review of participant files, program evaluation, capacity building and assurance of compliance with agency policies and procedures. Mr. Lee is a Licensed Chemical Dependency Counselor Level III. He is Level I FACT Certified and holds numerous other chemical dependency licenses and certifications, including certification on an international reciprocity level through ICRC.

Jerry Powers has been the Chief Probation Officer for Stanislaus County since 2002. During that time he has been active at the state level in advocating for probation and corrections reform. He has provided expertise to the legislature and policy makers on criminal justice system improvement, as well as to the State and Federal Courts. He has served two terms as the President of the Chief Probation Officers of California and currently serves as the legislative chair for the association. In 2007, he was recognized by his peers as the Chief Probation Officer of the Year. He was appointed by Governor Schwarzenegger to both the California Sex Offender Management Board and the California Council on Criminal Justice where he currently serves as the Vice Chair. After graduating from high school he attended college at the University of California at San

Diego where he received his degree in Psychology. Prior to graduating Jerry began his career in the Probation field with the San Diego County Probation Department. He has spent 26 years in the probation field. He spent his first 16 years in San Diego County and held a variety of assignments ranging from adult and juvenile institutions to school based assignments and community supervision.

Jan Scully is the District Attorney in Sacramento County. She was first elected District Attorney in November 1994. In this capacity, she has focused on the rights of victims. She established an office policy requiring notice to victims before a felony case is resolved. She has also served as the chair of the California District Attorney Association's Victim Rights Committee. She has also been very interested in getting citizens involved in the criminal justice system. In 1995, she established a Citizens Cabinet, a group of community leaders who advised Jan on matters of policies and programs. In 2001, she established the District Attorney Multi-Cultural Community Council, with community leaders from the area's diverse ethnic, racial, and cultural communities, to help bridge the gap between their communities and the criminal justice system. In 2002, she started the Citizens Academy, a 10-week program for community members who wish to learn more about the District Attorney's Office and the criminal justice system. In 2005 District Attorney Scully was the first woman elected to serve as President of the California District Attorneys Association and in 2006 was President of the Institute for the Advancement of Criminal Justice. She chairs the California Council of Criminal Justice, Sacramento County Domestic Violence Coordinating Council, and serves on a number of other criminal justice, public safety and community advisory boards. She is a Vice President of the National District Attorneys Association and has served as a board member since 2005.

Susan Turner is a Professor in the Department of Criminology, Law and Society at the University of California, Irvine. She also serves as Director of the Center for Evidence-Based Corrections, and is an appointee of the President of the University of California to the California Rehabilitation Oversight Board (C-ROB). She received her M.A. and Ph.D. in Social Psychology from the University of North Carolina, Chapel Hill. She led a variety of research projects while she was a Senior Behavioral Scientist at RAND, including studies on racial disparity, field experiments of private sector alternatives for serious juvenile offenders, work release, day fines and a 14-site evaluation of intensive supervision probation. Dr. Turner's areas of expertise include the design and implementation of randomized field experiments and research collaborations with state and local justice agencies. At UCI, she is currently assisting the California Department of Corrections in the development and testing of a risk assessment tool as well as an evaluation of a parole violation decision making instrument designed to provide an orderly decision making process for response to violations of parole. Dr. Turner is a member of the American Society of Criminology, the American Probation and Parole Association, a Fellow of the Academy of Experimental Criminology, and past Chair of the Division of Corrections and Sentencing, American Society of Criminology.

Judge Roger K. Warren (Ret.) serves as Scholar-in-Residence with the California Administrative Office of the Courts (AOC), where he oversees the AOC's community corrections activities. He is President Emeritus of the National Center for State Courts (NCSC) where he served as President from 1996 until 2004. He currently serves as Director of the NCSC's national sentencing reform project and as principal consultant to the NCSC partnership with Pew Charitable Trusts' Public Safety Performance Project. He is also Chair of the Board of Directors of Justice at Stake, Inc. Judge Warren is the

author of several works on evidence-based sentencing, including *Evidence-Based Sentencing: the Application of Principles of Evidence–Based Practice to State Sentencing Practice and Policy.* He is the principal author of the NCSC model judicial education curriculum on evidence-based sentencing and has conducted evidence-based practice training programs for judges and other criminal justice professionals in 20 states and various associations. Previously, Judge Warren served on the trial courts in Sacramento, California for twenty years, serving as the Presiding Judge of the Superior Court in 1991 and 1992. He created Sacramento's pre-trial release program, and was the Founder and First Chair of the Sacramento Probation Oversight Committee, the Sacramento Intermediate Punishments Committee, and the Sacramento Criminal Justice Cabinet. He also served on the National Advisory Board to the National Institute of Corrections Project on the Use of Intermediate Sanctions. He is the recipient of numerous awards including from the American Judges Association, National Judicial College, Justice Management Institute, National Conference of Court Public Information Officers, and National Association of State Judicial Educators. During his tenure with the California courts, Judge Warren received the California Jurist of the Year award in 1995, and Sacramento Judge of the Year awards in the years 1987, 1993 and 1994. He graduated from Williams College and following a Fulbright Fellowship to Iran received a MA Degree in Political Science and JD degree from the University of Chicago where he served as an editor of the University of Chicago Law Review.

Jeanne Woodford has extensive experience in Corrections and Rehabilitation. Ms. Woodford began her career at San Quentin State Prison in 1978 following graduation from Sonoma State University with a Bachelors degree in Criminal Justice. Ms. Woodford promoted through the ranks and was appointed Warden of San Quentin State Prison by Governor Davis in 1999. She remained Warden of San Quentin until called upon by Governor Schwarzenegger in 2004 to serve as the Director of the California Department of Corrections. Her mission was to bring reform and rehabilitation to the California Department of Corrections. She was appointed to the position of Undersecretary of the California Department of Corrections and Rehabilitation, the largest correctional system in the United States in July of 2005. Jeanne Woodford retired as the Chief of the San Francisco Adult Probation Department on May 30, 2008 completing 30 years of work at the state and county level of government in the field of criminal justice.

Options to Improve Community Corrections and Reduce Prison Admissions **Attachment B**

(Dollars in Millions)

Savings Options	2010-11 Prison Pop	Parole Pop	Investment	Net Savings	Full Implementation Prison Pop	Parole Pop	Investment	Net Savings
Governor's wobbler sentencing changes	-12,663	0	$0	$292	-15,096	0	$0	$348
Governor's wobbler sentencing changes - trigger	-2,337	0	$0	$29	-14,904	0	$0	$372
Petty theft w/ prior to misdemeanor	-2,100	0	$0	$50	-4,200	0	$0	$101
Receiving stolen prop to misdemeanor	-1,650	0	$0	$40	-3,300	0	$0	$79
Make wobbler presumption misdemeanor	-1,500	0	$0	$38	-3,000	0	$0	$75
Update grand theft threshold	-500	0	$0	$12	-1,000	0	$0	$24
Less than 6 months to serve stay in jail	-2,100	0	$0	$52	-4,300	0	$0	$103
Less than 3 months to serve stay in jail	-250	0	$0	$6	-500	0	$0	$12
Expand drug and mental health courts	-1,000	0	$8	$16	-3,000	0	$24	$48
Legalize marijuana	-675	0	$0	$16	-1,350	0	$0	$32

* Governor's Budget Proposals

Options to Improve Prison Operations and Outcomes
(Dollars in Millions)

Savings Options	2010-11 Prison Pop	Parole Pop	Investment	Net Savings	Full Implementation Prison Pop	Parole Pop	Investment	Net Savings
Governor's SCAAP increase assumption	0	0	$0	$880				
Governor's inmate health care proposals	0	0	$523	$279	0	0	$523	$279
Eliminate remaining rehab programs - trigger	0	0	$0	$172	0	0	$0	$172
Alternative custody - broad authority	-6,300	6,300	$0	$121	-6,300	6,300	$0	$121
Alternative custody - limited authority	-1,000	1,000	$0	$21	-1,000	1,000	$0	$21
Reduce CDCR headquarters costs 10 percent	0	0	$0	$40	0	0	$0	$40
Expand community-based female and furlough programs	-1,000	0	$24	$0	-2,000	0	$48	$12
Improve effectiveness of programs - fidelity assessments	-100	100	$2	$0	-500	500	$4	$7
Eliminate Three Strikes for non-s/v	-2,500	2,500	$10	$43	-10,000	0	$0	$240
Eliminate death penalty	0	0	$0	$137	0	0	$0	$137
Reduce time served for parole violators	-3,100	3,100	$0	$66	-6,300	6,300	$0	$132
Change medical guarding policies to not require two correctional officers per inmate	0	0	$0	$24	0	0	$0	$24

* Governor's Budget Proposals

Options to Improve Reentry and Parole and Reduce Recidivism
(Dollars in Millions)

Savings Options	2010-11 Prison Pop	Parole Pop	Investment	Net Savings	Full Implementation Prison Pop	Parole Pop	Investment	Net Savings
Governor's proposal to increase parole caseloads - trigger	0	0	$0	$65	0	0	$0	$65
Governor's proposal to bank low-risk serious, violent parolees - trigger	0	0	$0	$14	0	0	$0	$14
Governor's parolee reentry court proposal	-100	100	$2	$1	-100	100	$2	$1
Realign parole to probation	0	-100,000	$450	$450	0	-100,000	$450	$450
Prohibit technical violations	-6,300	6,300	$0	$132	-12,500	12,500	$0	$263
Expand alternatives to revocation	-900	900	$10	$10	-1,900	1,900	$20	$20
Earned discharge	0	-5,000	$0	$15	0	-10,000	$0	$30
"SB 678" for parole	-900	900	$5	$15	-1,700	1,700	$10	$30
Reduce use of GPS	0	0	$0	$25	0	0	$0	$25

* Governor's Budget Proposals

Attachment C

Joint Hearing on CDCR: Options for Improved Operations and Outcomes
List of Research, Reports, and Resources

Following is a list of reports and resources regarding public safety policy (some of which are highlighted in this agenda). The list includes links to national websites and reports, California specific reports, and examples from other states. These links highlight the vast amount of existing research available to California to use in addressing our state's public safety policies, specifically as they relate to the costs of incarceration and the effectiveness of prison and community programs aimed at reducing recidivism.

To summarize what many reports on California's prisons have found, the 2007 Expert Panel Report on Adult Offender and Recidivism Reduction Programming citied its agreement with a 2007 Little Hoover Commission report that California doesn't need additional reports on correctional reform measures. The Expert Panel advised that what California needs to do is implement some of the proposals that have already been presented to it. In addition, the Expert Panel cited that a review of 15 reports concerning California's adult prisons revealed that all of the reports recommended essentially the same ten things (listed below). It is worth noting that while California has made progress in some of these areas, the state has arguably taken steps backwards in others:

1. Stop sending non-violent, non-serious offenders to prison (particularly for technical parole violations).
2. Use a standardized risk and needs assessment tool to match resources with needs and determine appropriate placements for evidenced-based rehabilitation programs.
3. Develop and implement more and better work, education, and substance abuse treatment programs for prisoners and parolees.
4. Reform California's determinate sentencing system to reward prisoners for participating in rehabilitation programs and allow the system to retain prisoners who represent a continued risk to public safety.
5. Move low risk prisoners to community-based facilities toward the later part of their sentences to foster successful reintegration and save more expensive prison-based resources.
6. Create a sentencing policy commission or some other administrative body that is authorized to design new sentencing statutes into a workable system that balances uniformity of sentencing with flexibility of individualization.
7. Reform California's parole system so that non-serious parole violators are handled in community based intermediate facilities and more violent parole violators are prosecuted for new crimes.
8. Create viable partnerships between state and local corrections agencies that would expand sentencing options, enhance rehabilitation services, and strengthen local reentry systems.
9. Evaluate all programs and require that existing and newly funded programs are based on solid research evidence.
10. Promote public awareness so that taxpayers know what they are getting for their public safety investment and become smarter and more engaged about California's prison system.

National Corrections Research Websites

- **National Institute for Corrections** – www.nicic.org
- **Urban Institute** – www.urban.org
  - Multisite Evaluation of Serious Violent Offender Initiative (2009) - http://www.urban.org/uploadedpdf/412075_evaluation_svori.pdf
  - Can Reentry Programs Be Cost-Beneificial (speech) - http://www.urban.org/uploadedpdf/901332_reentry_programs.pdf
  - Halfway Houses (congressional testimony) (2010) - http://www.urban.org/UploadedPDF/901322_lavigne_testimony_halfwayhome.pdf
  - Reducing Recidivism at the Local Level (congressional testimony) (2009) - http://www.urban.org/UploadedPDF/901296_reducing_recidivism.pdf
  - Role of Education During Incarceration and in Community (2009) - http://www.urban.org/uploadedpdf/411963_classroom_community.pdf
  - Role of US Parole in… (congressional testimony) (2009) - http://www.urban.org/UploadedPDF/901288_JannettaCongressionalTestimony.pdf
  - Employment After Release (2008) - http://www.urban.org/UploadedPDF/411778_employment_after_prison.pdf
  - Jail Administrator's Toolkit for Reentry (2008) - http://www.urban.org/UploadedPDF/411661_toolkit_for_reentry.pdf

- **Vera Institute of Justice** – www.vera.org
  - Fiscal Crisis in Corrections (2009) - http://www.pewcenteronthestates.org/uploadedFiles/Vera_state_budgets.pdf?n=5515

- **National Conference of State Legislatures** – www.ncsl.org
  - Cutting Corrections Costs: Earned Time Policies (2009) - http://www.pewcenteronthestates.org/uploadedFiles/Earned_time_report_%20NCSL.pdf?n=6022

- **National Council on Crime and Delinquency** - http://www.nccd-crc.org/
  - Task Force on California Prison Crowding (2006) – http://nccdcrc.issuelab.org/research/listing/task_force_on_california_prison_crowdig
  - Prison in Crisis: A State of Emergency in California (Radio Documentary) (2008) - http://nccd-crc.issuelab.org/research/listing/prisons_in_crisis_a_state_of_emergency_in_california

- **National Institute of Justice** – http://www.ojp.usdoj.gov/nij/

- **Pew Center on Public Safety Performance** - http://www.pewcenteronthestates.org/initiatives_detail.aspx?initiativeID=31336
  - Impact of Hawaii's Hope Program (2010) - http://www.pewcenteronthestates.org/uploadedFiles/Vera_state_budgets.pdf?n=5515
  - Maximum Impact: Targeting Supervision on Highest Risk (2009) - http://www.pewcenteronthestates.org/uploadedFiles/Maximum_Impact_web.pdf
  - Evidence-Based Sentencing (2009) - http://www.pewcenteronthestates.org/uploadedFiles/Final_EBS_Brief.pdf

- Putting Safety First: Strategies for Successful Parole and Reentry (2008) - http://www.pewcenteronthestates.org/uploadedFiles/13_strategies.pdf
- State-Local Fiscal Relationships (2008) - http://www.pewcenteronthestates.org/uploadedFiles/State Local%20Fiscal%20Partnerships%20July%202008(1).pdf
- Steps to Strengthen Performance (2008) - http://www.pewcenteronthestates.org/uploadedFiles/State-Local%20Fiscal%20Partnerships%20July%202008(1).pdf
- Impact of Incarceration on Crime (2008) - http://www.pewcenteronthestates.org/uploadedFiles/State-Local%20Fiscal%20Partnerships%20July%202008(1).pdf
- Changing Directions in Texas (2008) - http://www.pewcenteronthestates.org/uploadedFiles/Whitmire%20Madden%20QA.pdf
- Smart Responses to Parole Violations (2007) - http://www.pewtrusts.org/uploadedFiles/wwwpewtrustsorg/Reports/sentencing_and_corrections/Condition-Violators-Briefing.pdf
- What Works in Corrections: Interview with Joan Petersilia (2007) - http://www.pewtrusts.org/uploadedFiles/wwwpewtrustsorg/Reports/sentencing_and_corrections/Condition-Violators-Briefing.pdf
- You Get What You Measure: COMPSTAT (2007) - http://www.pewtrusts.org/uploadedFiles/wwwpewtrustsorg/Reports/sentencing_and_corrections/Condition-Violators-Briefing.pdf

California Specific Research Reports and Websites

- **Center for Evidence-Based Corrections (UC Irvine)** – http://ucicorrections.seweb.uci.edu
  - Understanding California Corrections (2006) - http://ucicorrections.seweb.uci.edu/pdf/cprcsummary.pdf
  - Expert Panel Report (2007) - http://ucicorrections.seweb.uci.edu/pdf/Expert_Panel_Report.pdf
  - Meeting the Challenges of Rehabilitation in California's Prison and Parole System (2007) - http://ucicorrections.seweb.uci.edu/files/Rehabilitation%20Strike%20Team%20Report.pdf
  - California Department of Corrections and Rehabilitation Recidivism (2007) - http://ucicorrections.seweb.uci.edu/files/CDCR%20Recidivism%20Reduction%20Program%20Inventory.pdf
  - Implementation and Early Outcomes for the San Diego High Risk Sex Offender (HRSO) GPS Pilot Program (2007) - http://ucicorrections.seweb.uci.edu/files/HRSO_GPS_Pilot_Program.pdf
  - Parole Violations and Revocations in CA (2008) - http://ucicorrections.seweb.uci.edu/files/Parole%20Violations%20and%20Revocations%20in%20California.pdf
  - CPAP Assessment of CDCR Recidivism-Reduction Programs (2008) - http://ucicorrections.seweb.uci.edu/files/CPAP%20Assessment%20of%20CDCR.pdf

- **Little Hoover Commission** – www.lhc.ca.gov
  - Solving California's Corrections Crisis (2007) - http://www.lhc.ca.gov/studies/185/Report185.pdf

- Reconstructing Government: A Review of the Governor's Plan Reforming California's Youth & Adult Correctional Agency (2005) - http://www.lhc.ca.gov/studies/179/report179.pdf
- Breaking Barriers for Women on Parole (2004) - http://www.lhc.ca.gov/studies/177/report177.pdf
- Back to the Community: Safe and Sound Parole Policies (2003) - http://www.lhc.ca.gov/studies/172/report172.pdf
- Beyond Bars: Correctional Reforms to Lower Prison Costs and Reduce Crime (1998) - http://www.lhc.ca.gov/studies/144/report144.pdf
- Putting Violence Behind Bars: Redefining the Role of California's Prisons (1994) - http://www.lhc.ca.gov/studies/124/report124.pdf

- **California Research Bureau**
  - Community Correction Punishments: An Alternative to Incarceration for Nonviolent Offenders (1996) - http://www.library.ca.gov/CRB/96/08/index.html
  - Community Treatment and Supervision of Sex Offenders: How It's Done Across the Country and in CA (2004) - http://www.library.ca.gov/crb/04/12/04-012.pdf
  - Adult Parole and Probation in California (2003) - http://www.library.ca.gov/crb/03/09/03-009.pdf
  - Children of Incarcerated Parents (2000) - http://www.library.ca.gov/crb/00/notes/v7n2.pdf
  - California State Prisoners with Children (2003) - http://www.library.ca.gov/crb/03/14/03-014.pdf
  - Mentally Ill Offenders in California's Criminal Justice System (1999) - http://www.library.ca.gov/crb/99/02/99002.pdf
  - Probation for Adult and Juvenile Offenders: Options for Improved Accountability (1998) - http://www.library.ca.gov/crb/98/14/98014.pdf

- **Legislative Analysts Office** – www.lao.ca.gov
  - Criminal Justice Primer (2007) - http://www.lao.ca.gov/2007/cj_primer/cj_primer_013107.pdf
  - Achieving Better Outcomes for Adult Probation (2009) - http://www.lao.ca.gov/2009/crim/Probation/probation_052909.pdf
  - Reforming Education to Improve Public Safety (2008) – http://www.lao.ca.gov/2008/crim/inmate_education/inmate_education_021208.pdf
  - Enhancing Public Safety by Improving Parolee Employment (2007) - http://www.lao.ca.gov/analysis_2007/crim_justice/crimjust_anl07.pdf#page=102

- **UCLA School of Public Policy and Social Research**
  - Correctional Education as a Crime Control Program (2004) - http://www.ceanational.org/PDFs/ed-as-crime-control.pdf

- **Other California Reports**
  - Governor's Plan to Reorganize the Youth and Adult Correctional Agency (2005) - http://www.gov.ca.gov/pdf/press/press_release/GRP2.pdf
  - Blue Ribbon Commission on Inmate Population Management (1990) - http://www.ncjrs.gov/App/publications/Abstract.aspx?id=123706

Other States Research and Reports

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