

PUBLIC SAFETY

The Budget includes the following changes related to California’s correctional system and public safety.

DEPARTMENT OF CORRECTIONS AND REHABILITATION

The California Department of Corrections and Rehabilitation incarcerates the most serious and violent felons, supervises them when they are released on parole, and provides rehabilitation programs to help them reintegrate into the community. The Department provides safe and secure detention facilities and necessary support services to inmates, including food, clothing, academic and vocational training, as well as health care services.

The Budget includes \$10.6 billion (\$10.3 billion General Fund and \$248 million other funds) for the operations of the Department in 2016-17. Including capital outlay, General Fund spending for the Department represents 8.5 percent of total General Fund spending, compared to a peak of 11.4 percent in 2011-12.

CONTINUED INVESTMENTS TO SUPPORT INMATE REHABILITATION AND REENTRY

The Budget includes a total of \$431 million General Fund to support inmate rehabilitative programs. This is an increase of approximately \$100 million compared to the Budget Act of 2015. These resources will expand, enhance, and create programming opportunities for state prison inmates. Specifically, these investments will allow the

Department to better serve long-term offenders, expand community reentry programs, expand cognitive behavioral therapy programs to all institutions, including in-prison substance use disorder treatment, and increase other rehabilitative programming and career technical education opportunities for inmates. The Budget also includes \$3 million for custody staffing to enable the Department to offer more rehabilitative programs on third watch to alleviate program space constraints on second watch, and encourage inmates with jobs to participate in programs and educational opportunities by making them available on third watch.

These program investments provide the Department an opportunity to operationalize its rehabilitative vision, which includes continuing to refine, enhance, and implement programs that address individual criminogenic needs, reduce recidivism, and transition offenders into contributing members of society.

To measure the success of programs, the Department will evaluate in-custody and community programs for effectiveness, compliance with national best practices, and cost benefits. To this end, the Budget includes \$4.5 million General Fund to allow the Department to further develop an information technology solution to improve its ability to track specific outcomes. These outcomes will help the Department track an offender's rehabilitative life cycle and begin implementing performance-based contracting for rehabilitative services, which help reduce recidivism. In addition, the Department is partnering with the Pew-MacArthur Results First Initiative to engage in a large-scale evaluation of the programs offered to inmates and parolees to identify which programs are cost-effective and successful, and to prioritize and expand effective evidence-based programs based on this analysis. Together, these efforts will inform the future of rehabilitative programs and services to support state inmates and parolees.

IN-PRISON REHABILITATIVE PROGRAMS AND EDUCATION

The Division of Rehabilitative Programs continues to focus on reentry services for offenders who are within four years of release and have a moderate-to-high risk to reoffend and a moderate-to-high criminogenic need for services. The Budget includes the following adjustments for these programs:

- Cognitive Behavioral Therapy—The Budget includes \$2.2 million General Fund to expand cognitive behavioral programming to all institutions. Cognitive behavioral therapy programming includes the major areas of substance use disorder treatment, criminal thinking, anger management and family relations.

- Substance Use Disorder Treatment—The Budget includes \$18.9 million General Fund to continue the expansion of substance use disorder treatment programs to the remaining 11 institutions currently without a program and expand the current number of slots at prison-based reentry hubs.
- Innovative Programming Grants—The Budget includes \$8.6 million General Fund for innovative programming grants that focus on offender responsibility and restorative justice principles. Of this amount, \$5.5 million is one-time to focus on programs that have proven successful in serving long-term or life-term inmates.
- Arts in Corrections—The Budget includes \$4 million General Fund to expand the Arts in Corrections program to all institutions through a partnership with the California Arts Council.
- eReader Community College Content—The Budget includes \$3 million Proposition 98 General Fund to provide inmates enrolled in community colleges with access to textbook content.
- Internet Protocol Television Integration—The Budget includes \$3.7 million General Fund to develop content and enable the Department to create the necessary infrastructure at each prison to support a television network to deliver rehabilitative programming to more inmates.
- Career Technical Education—The Budget includes \$2.3 million General Fund to add 12 career technical education programs statewide to reduce the current waiting lists at institutions that have available classroom space to support these programs. The Budget also includes \$4.1 million General Fund (\$10.6 million in 2017-18 and \$4.2 million ongoing) to provide secured internet access at all institutions to allow inmates participating in career technical education courses to complete classroom coursework, real-time shop exercises, and certification exams. This technology upgrade will be implemented over a two-year period and will improve the Department's ability to provide offenders with a marketable trade that improves opportunities for employment upon release.

EXPANSION OF PROGRAMS AND SERVICES FOR LIFER POPULATION

In recent years, the number of long-term offenders being released after serving lengthy periods of incarceration has steadily increased. The Board of Parole Hearings indicates that approximately 80 percent of life-term offenders released to parole require or request transitional housing as part of their parole plans. Furthermore, the needs of offenders incarcerated for long terms are unique and better served by programs tailored

to their needs. The Budget includes the following investments specifically targeted to long-term offenders:

- Parolee Service Center Beds—The Budget includes \$3.1 million General Fund to add 136 parolee service center beds on a statewide basis. Parolee service centers provide residential and support services that focus on employment, job search and placement training, substance use disorder education, stress management, victim awareness, computer supported literacy and life skills.
- In-Prison Long-Term Offender Program—The Budget includes \$3.4 million General Fund, of which \$2.1 million is one-time, to add a Long-Term Offender Program at a male level III or IV facility, increasing the number of slots by approximately 1,700. This voluntary in-prison reentry program is designed specifically for long-term offenders, providing substance use disorder treatment, criminal thinking, anger management, family relations, victim impact, denial management and employment readiness.
- Offender Mentor Certification Program—The Budget includes \$423,000 General Fund for the Offender Mentor Certification Program. Long-term and life-term inmates who complete this voluntary 10-month program are trained and certified to become mentors for alcohol and drug counseling. Upon completion, inmates are assigned as mentors and obtain 4,000 hours of work experience in substance use disorder treatment programs. Once those hours are fulfilled, inmates are eligible to obtain a substance use disorder counseling certification that can be used to gain employment upon release. This augmentation will enable the Department to train an additional 64 inmates annually.
- Pre-Employment Transitions Program—The Budget includes \$3.1 million General Fund to expand the Transitions Program to all institutions to offer employment preparation, teaching job-readiness, job search and prerequisite skills needed for the current job market. Participants learn about community resources and programs to help with transition and are linked to One-Stop Career Centers and social service agencies in their counties of residence. The Department will discontinue the use of contractors for this program and will hire teachers to serve approximately 23,000 inmates annually.
- Extended Family Visits—The Budget includes statutory changes to allow life-term inmates to be eligible for extended family visits.

The Department will also begin efforts to develop a program that provides six-month transitional housing in locations closest to the communities in which life-term inmates will be released. Offenders serving long terms in prison are often unprepared for reentering society due to changes in technology and day-to-day living advances. Transitional housing will assist these offenders to successfully reenter society. Additionally, the Department has taken steps to allow offenders placed in transitional housing immediate access to community leave passes, phones and visitation, and to place these parolees in an appropriate service or treatment program based on their needs assessment.

COMMUNITY REENTRY PROGRAM

The Budget includes \$32.1 million General Fund to continue the community reentry program. Reentry programs link offenders to a range of community-based, rehabilitative services that assist with substance use disorders, mental health care, medical care, employment, education, housing, family reunification, and social support. The program is voluntary and allows eligible male inmates committed to state prison to serve the end of their sentences in the community in lieu of confinement in state prison. To date, the Department has contracts to house 340 inmates in community reentry facilities. The Budget includes resources for a total of 680 beds in 2016-17 and increases the eligibility criteria from 120 days prior to release to up to one year. The Budget also includes one-time incentive payments to local governments to aid in the siting of community-based transitional housing for previously incarcerated offenders as discussed in the Statewide Issues and Various Departments Chapter and one-time funding for community infrastructure grants discussed in the Health and Human Services Chapter.

WORKFORCE DEVELOPMENT

The Budget includes \$4 million General Fund for the Department to increase leadership training efforts and evaluate its current workforce to create a succession management plan. The Department will focus on promoting and developing programs that support workforce excellence and employee wellness, and will also consider a partnership with the National Institute of Corrections to develop and implement training modules or programs focused on correctional peace officer recruitment, retention and mentorship.

LOCAL CRIMINAL JUSTICE FACILITY CONSTRUCTION

The state has made significant investments to support the local criminal justice system by addressing local infrastructure needs. Specifically, the state has provided \$2.2 billion in lease revenue authority for local jail construction over the last several years—with the most recent rounds of funding focused on treatment and programming space and better beds, rather than increased capacity. The Budget continues the state’s commitment to assist counties in more appropriately serving offenders housed in county jails to improve the state’s overall criminal justice system, and includes a total of \$270 million in lease revenue authority to address remaining gaps at the local level. Of this amount, \$20 million is set aside for Napa County to replace its jail as a result of damage caused by the 2014 earthquake. The remaining \$250 million will be awarded on a competitive basis to counties that never received an award or previously received only a partial award from the state for replacing or renovating county jails to improve custodial housing, reentry, rehabilitative programming, mental health services, or treatment space.

Consistent with the most recent round of funding authorized by Chapter 37, Statutes of 2014 (SB 863), there is a 10-percent county match requirement, but the match may be reduced to 5 percent for small counties. Counties that previously applied and submitted recent documentation to support the need for improved adult local criminal justice facility housing with an emphasis on expanded program and treatment space will not be required to resubmit such documentation.

Any locked facility constructed or renovated with state funding awarded under this latest round of funding is required to include space to provide onsite, in-person visitation capable of meeting or surpassing the minimum number of weekly visits required by state regulations for persons detained in the facility. Any county applying for financing authority must also include a description of efforts to address sexual abuse in its adult local criminal justice facility constructed or renovated through this program.

PROPOSITION 47

Proposition 47 requires misdemeanor rather than felony sentencing for certain property and drug crimes, and permits inmates previously sentenced for these reclassified crimes to petition for resentencing. Based on spring projections, Proposition 47 is expected to reduce the inmate population by 5,247 in 2015-16.

Proposition 47 requires that state savings resulting from the proposition be transferred into a new fund, the Safe Neighborhoods and Schools Fund. The new fund will be used to reduce truancy and support drop-out prevention programs in K-12 schools, increase victim services grants, and support mental health and substance use disorder treatment services. The first transfer of state savings to the Safe Neighborhoods and Schools Fund will occur in 2016-17. The Department of Finance calculates net savings of \$39.4 million when comparing 2015-16 to 2013-14. This calculation assumes savings from a reduction in the state's adult inmate population, trial court workload associated with fewer felony filings and more misdemeanor filings, and the number of offenders resentenced and released from the Department of State Hospitals, and increased costs due to a temporary increase in the parole population and trial court resentencing workload. Ongoing savings are expected to be approximately \$62.6 million.

The Budget includes an additional discretionary one-time investment of \$28 million General Fund for grants to support drop-out and truancy prevention programs (\$18 million) and grants to support mental health and substance use disorder treatment and diversion programs (\$10 million). This increases the total allocation related to Proposition 47 to \$67.4 million as displayed in Figure SAF-01.

Figure SAF-01
Proposition 47 2016-17 Allocation

Department	Purpose	Finance Calculation per Proposition 47		Supplemental Allocation	Total Allocation
		Percentage	2016-17 ^{1/}	2016-17	2016-17
Board of State and Community Corrections	Mental Health Treatment	65%	\$25,642,000	\$10,000,000	\$35,642,000
	Substance Use Disorder Treatment				
State Department of Education	Diversion Programs	25%	\$9,862,000	\$18,000,000	\$27,862,000
	Improve Outcomes for K-12 Students				
	Reduce Truancy				
California Victim Compensation and Government Claims Board	Support Trauma Recovery Centers that Serve Crime Victims	10%	\$3,945,000	-	\$3,945,000
Total		100%	\$39,449,000	\$28,000,000	\$67,449,000

^{1/} 2016-17 calculation is based on estimated 2015-16 savings.

PUBLIC SAFETY

In addition to the funding made available through Proposition 47, the state has made significant investments in prevention programs and transitional services to support offenders in the criminal justice system, which are crucial to offenders' success in the community. Specifically, the state has expanded substance use disorder treatment, which includes intensive outpatient services and can include residential treatment. The state is also pre-enrolling state inmates into Medi-Cal prior to release, which makes them immediately eligible for these services upon release. The Department is estimated to have approximately 42,600 offenders on active parole in 2016-17 and approximately 85 percent of them will be Medi-Cal eligible. Additionally, the state has made other investments to support the criminal justice population through Mentally Ill Offender Crime Reduction Grants, Collaborative Court Programs, Community Recidivism Reduction Grants, Law Enforcement Assisted Diversion, local Workforce Investment Boards that serve the reentry population, and Social Innovation Bonds that promote recidivism reduction and housing for former felons.