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# OIG | OFFICE *of the* INSPECTOR GENERAL

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Independent Prison Oversight

December 2021

## ***Blueprint Monitoring Twelfth Report***

The OIG's Monitoring of the Delivery of the Reforms Identified by the California Department of Corrections and Rehabilitation in Its Report Titled *The Future of California Corrections: A Blueprint to Save Billions of Dollars, End Federal Court Oversight, and Improve the Prison System and Its Update*

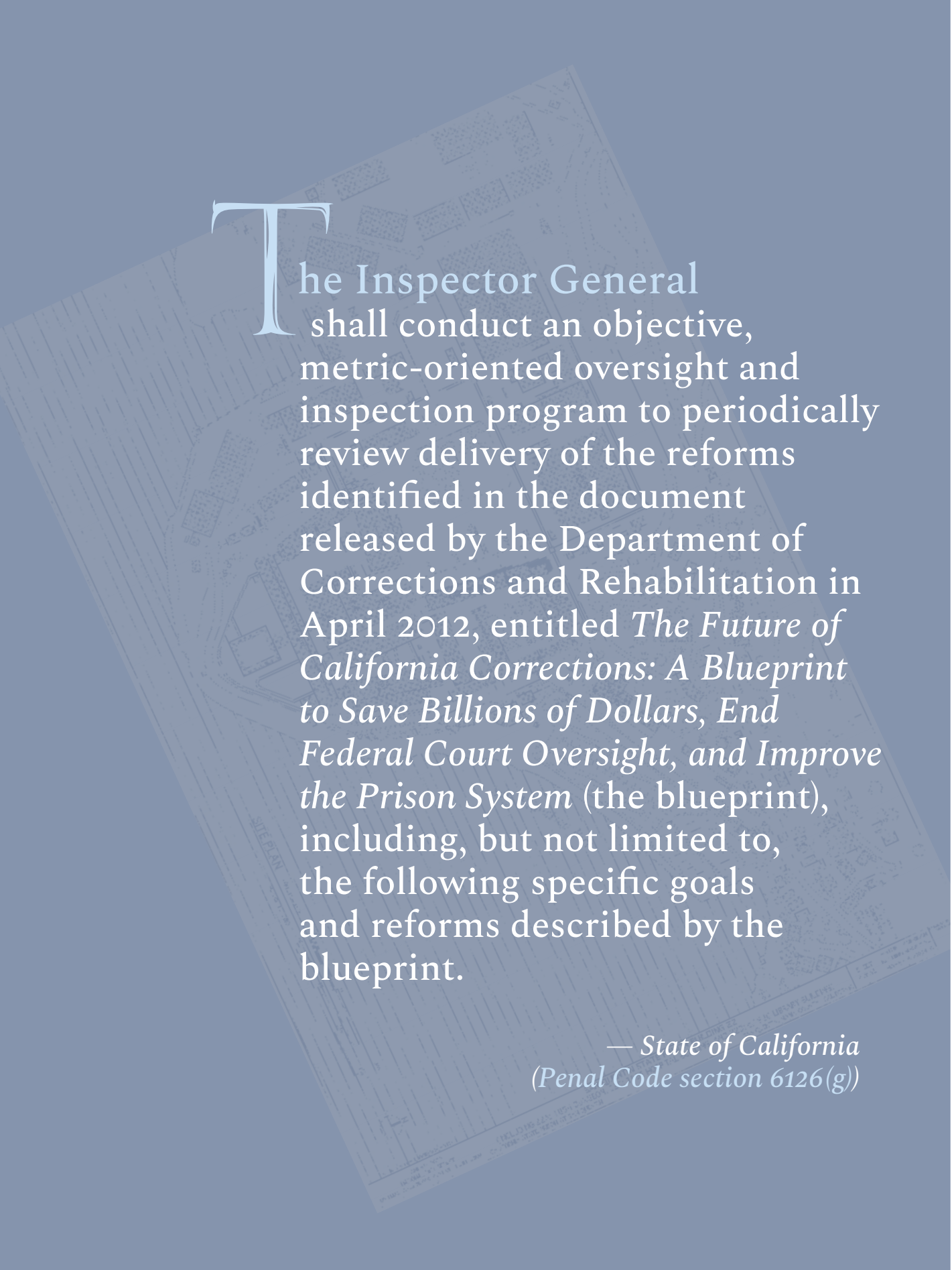
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The Inspector General shall conduct an objective, metric-oriented oversight and inspection program to periodically review delivery of the reforms identified in the document released by the Department of Corrections and Rehabilitation in April 2012, entitled *The Future of California Corrections: A Blueprint to Save Billions of Dollars, End Federal Court Oversight, and Improve the Prison System* (the blueprint), including, but not limited to, the following specific goals and reforms described by the blueprint.

— State of California  
(Penal Code section 6126(g))

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# Contents

<b>Illustrations</b>	<b>iv</b>
<b>Summary</b>	<b>1</b>
<b>Introduction</b>	<b>5</b>
<b>Rehabilitative Programs</b>	<b>7</b>
In Prison: Assess Needs	8
Rehabilitation Program Report	9
Case Management Plan	11
OIG Fieldwork Review	12
Academic Education	13
Career Technical Education	16
Transitions	17
Integrated Substance Use Disorder Treatment	17
Sex Offender Treatment Program	19
California Identification Card Program	20
<b>Standardized Staffing for Education Programs</b>	<b>23</b>
Academic Education	24
Career Technical Education	25
<b>Classification and Housing</b>	<b>29</b>
Housing Plan: Global Benchmarks	30
Contract Capacity	31
Proposition 57	31
Milestone Credits	33
Nondesignated Program Facilities	34
Security Threat Group Regulations and the Step-Down Program	35
<b>Recommendations</b>	<b>37</b>
<b>Appendices</b>	<b>39</b>
Appendix A. Rehabilitative Case Plan: Example	39
Appendix B. Statewide Programming Totals	40
Appendix B. Statewide Programming Totals: Exhibit	41
Appendix C. Status of <i>Blueprint</i> Recommendations, 2020	43

## Illustrations

### Tables

Terms Used in This Report	v
1. CSRA and COMPAS Assessments	9
2. OIG Fieldwork Summary of Program Staff by Type	13
3. Summary of Academic Education Programs/ Enhanced Outpatient Program (EOP)	15
4. Summary of Career Technical Education Programs	16
5. Summary of Transitions	17
6. Summary of Integrated Substance Use Disorder Treatment Programs	19
7. Program Vacancies in Academic Education and Career Technical Education Over Three Reporting Periods	24
8. Vacancy Rates for Academic Education Instructors Across Institutions	24
9. Academic Education Positions for the California Health Care Facility and Deuel Vocational Institute	25
10. Instructor Vacancy Rates for Career Technical Education Instructors Across Institutions	26
11. Career Technical Education Positions at Institutions With an Instructor Vacancy Rate Over 40 Percent	27
12. Custody Designations	29
13. Sample of Milestone Completion Credit Schedule Changes	34

### Graphics

The OIG's Mandate	i
The Road Map to Rehabilitation	7
Historic site plan of San Quentin State Prison, reproduced courtesy of the <a href="#">U.S. Department of the Interior</a> , sourced from the Library of Congress, Washington, D.C.	i
The Noun Project: <a href="#">Iconography</a>	7

## Terms Used in This Report

<p><b>Ashker Settlement Agreement</b></p>	<p>On January 26, 2016, the U.S. District Court granted final approval of the settlement agreement for <i>Todd Ashker, et al., v. Governor of the State of California, et al.</i>, Northern District of California, Case No. 4:09-cv-05796-CW (<i>Ashker v. Brown</i>). The agreement involved changes to policies and practices for placing, housing, managing, and retaining inmates who have been validated as prison gang members and associates, along with conditions in each of the department's four security housing unit (SHU) institutions. The agreement was also significant because it allowed the department to address housing challenges, as the movement of step-down program (SDP) inmates from SHU to general-population housing freed up (former) SHU beds to lesser security levels.</p>
<p><b>California Logic Model</b></p>	<p>In 2007, an Expert Panel on Adult Offender and Recidivism Reduction Programs issued a report recommending the department implement the California Logic Model. The model consists of eight components for delivering effective rehabilitation by applying evidence-based principles.</p>
<p><b>California Static Risk Assessment (CSRA)</b></p>	<p>A validated risk-assessment tool that considers an inmate's past criminal history and characteristics, such as age and gender. The tool is used to predict the individual's risk to reoffend. Based on the score, the California Static Risk Assessment (CSRA) assigns the inmate a classification category: low, moderate, or high risk.</p>
<p><b>Core Correctional Offender Management Profiling for Alternative Sanctions (COMPAS)</b></p>	<p>A validated, automated, needs-assessment tool used to identify criminogenic needs of offenders and parolees based on their responses to interview questions. Criminogenic need categories can include any of the following: substance abuse, anger management, employment problems, criminal personality, and family support. COMPAS results assist in identifying an inmate's criminal risk factors and assessing whether the inmate has a low, medium, or high need for certain types of offender rehabilitative programming.</p>
<p><b>Division of Rehabilitative Programs Television (DRP-TV)</b></p>	<p>A secure, multichannel, streaming network that delivers 24/7 rehabilitative television programming to all departmental institutions. Each channel is designed to broaden an offender's rehabilitative development during their incarceration. The DRP-TV programming includes the following channels: Education, Employment, Freedom, and Wellness.*</p>
<p><b>eLearning</b></p>	<p>A voluntary credit-earning program designed to extend learning outside the traditional classroom environment via the Division of Rehabilitative Programs (DRP) television.</p>
<p><b>Housing (or Security) Levels</b></p>	<p>The department's institutions provide four levels of housing, as follows:</p> <ul style="list-style-type: none"> <li>• Level I facilities and camps primarily consist of open dormitories with a low-security perimeter. Inmates typically have a placement score from zero through 18.</li> <li>• Level II facilities primarily consist of open dormitories with a secure perimeter, which may include armed coverage. Inmates typically have a placement score from 19 through 35.</li> <li>• Level III facilities primarily have a secure perimeter with armed coverage and housing units or cellblock housing with cells that are not adjacent to exterior walls. Inmates typically have a placement score from 36 to 59.</li> <li>• Level IV facilities have a secure perimeter with internal and external armed coverage and housing units or cellblock housing with cells that are not adjacent to exterior walls. Inmates typically have a placement score above 60.</li> <li>• Lower-level housing may be considered as Levels I and II, with higher-level housing as Levels III and IV. It is possible for an inmate to be housed in a facility that does not correspond with his placement score, based on an override by departmental officials, due to an administrative determinant.</li> </ul>

\* Division of Rehabilitative Programs – Television," California Department of Corrections and Rehabilitation (accessed December 16, 2021, <https://www.cdcr.ca.gov/rehabilitation/drp-tv/>).

(Table continued on next page.)

## Terms Used in This Report (continued)

<p>Nondesignated Programming Facilities (NDPFs)</p>	<p>Nondesignated programming facilities (NDPFs) do not identify inmates as sensitive needs yard or general population. The department is slowly transitioning its lower-level housing facilities (I and II) into NDPFs, as inmates in these facilities are deemed “programming” inmates. The focus of the NDPF is to offer an environment that provides greater rehabilitative opportunities for inmates demonstrating positive programming efforts.</p>
<p>Proposition 57</p>	<p>In November 2016, California passed Proposition 57, the California Parole for Non-Violent Criminals and Juvenile Court Trial Requirements Initiative, requiring the department to adopt regulations implementing new parole and sentence-credit provisions to enhance public safety, and authorizing the department to award sentence credits for rehabilitation, good behavior, or educational achievements.</p>
<p>Security Threat Group (STG)</p>	<p>Within the department, the overarching term “security threat group” now replaces the individual terms “prison gang,” “disruptive group,” and “street gang.”</p>
<p>Sensitive Needs Yard (SNY)</p>	<p>Sensitive needs yards are facilities at several male institutions designated primarily to safely house inmates who are victims of assault, are gang dropouts, or have significant enemy or other safety concerns.</p>
<p>Security Housing Unit (SHU)</p>	<p>A specialized housing unit where inmates have restrictions placed on their movements, privileges, and workgroup status. Inmates in SHU are released to general population if they complete their SHU terms without committing additional acts of misconduct.</p>
<p>Step-Down Program (SDP)</p>	<p>This program provides inmates with increased incentives that promote positive behavior and encourage individuals to stop participating in STG activities, with the ultimate goal to be released from the SHU to general population.</p>



## Summary

California Penal Code section 6126 mandates that the Office of the Inspector General (the OIG) periodically review the delivery of the reforms identified by the California Department of Corrections and Rehabilitation (the department) in its 2012 report titled *The Future of California Corrections: A Blueprint to Save Billions of Dollars, End Federal Court Oversight, and Improve the Prison System (the Blueprint)*.<sup>1</sup> In January 2016, the department issued *An Update to the Future of California Corrections (the Update)*, which provides a summary of the goals identified in the initial *Blueprint* and the progress made, along with the department's vision for future rehabilitative programming as well as safety and security.

Of the five key *Blueprint* components the OIG monitors, the department previously achieved a 100 percent adherence rate for maintaining custody staffing patterns that matched budgeted levels and for implementing its offender classification score system. This report evaluates the remaining *Blueprint* components—adhering to the standardized staffing model for education programs and increasing the total number of offenders served in rehabilitative programs—and evaluates the changes made following the *Update* in rehabilitative program expansion, specialized housing, gang management, and population management.

This report presents our twelfth review of the *Blueprint*; our findings are based on information collected in March 2021, except for departmental population figures, which extend through June 30, 2021. The OIG sent staff to each of the department's 35 adult institutions, where they reviewed and reconciled departmental documents<sup>2</sup> and observed departmental programs in operation. These on-site visits occurred during the department's ongoing response to the pandemic of the novel coronavirus disease (COVID-19) that began in mid-March 2020. Effective March 18, 2020, the department suspended all Division of Rehabilitative Programs (DRP) treatment programming, including the new integrated substance use disorder treatment program. As of June 30, 2021, most institutions had resumed limited in-person programming.

Since January 2020, the department has experienced serious challenges implementing the new substance use disorder treatment model. The department suspended the entire program in March 2020 due to the COVID-19 pandemic, reducing effective capacity to zero, and suspended the proposed process to “ramp-up” the program to full budgeted capacity at each institution.<sup>3</sup>

1. View the online version of the department's original report [here](#).
2. A review of departmental documents and records includes, in part, rehabilitative roster sign-in sheets, a listing of education employees, and a listing of incarcerated persons' activity groups.
3. Memorandum from the Director of the Division of Rehabilitative Programs to CDCR and CCHCS Extended Executive Staff, Institution Wardens, and Institution Executive Staff, dated March 23, 2020.

Regarding the department's standardized staffing for education and career technical education, the OIG found that 87 percent of academic education programs, 77 percent of career technical education programs, and 87 percent of transitions programs were operational. Since our 2020 report on monitoring the department's *Blueprint*, our eleventh, the vacancy rate has increased three percentage points for positions in academic education and two percentage points for positions in career technical education, and has decreased five percentage points for positions in transitions programs.

In our past *Blueprint* monitoring reports, we found the department was not able to meet its initial 2012 goal of ensuring that at least 70 percent of incarcerated persons in its target population, prior to their release, receive rehabilitative programming consistent with their criminogenic needs. The department was to provide rehabilitative programming in a comprehensive manner to the target population and to design a methodology capable of tracking the efficacy of the programs it had provided once incarcerated persons reentered society. The department demonstrated that only 52 percent of incarcerated persons in its target population met this objective during fiscal year 2015–16, the last fiscal year the department tracked this benchmark. Subsequently, the department developed a new counting rule, which would track program information for all incarcerated persons rather than focus on a target population. Minimum participation in a program is now defined as the number of incarcerated persons who have been enrolled in a program for a minimum of 30 calendar days, with associated in-classroom time (or in-cell packet time during COVID-19 restrictions). The department's Division of Rehabilitative Programs now uses five measures to actively monitor access to programming for rehabilitation, academics, and career technical education, and to address any operational issues involving the delivery of rehabilitative programming.

The *Update* issued by the department in January 2016 identified new goals and detailed the department's focus on modifying custody regulations to create additional programming opportunities for incarcerated persons with lower supervision needs. The passage of Proposition 57 in November 2016 established a parole consideration process for persons incarcerated for nonviolent offenses and gave incarcerated persons an opportunity to earn additional credits for good behavior and to participate in rehabilitative, educational, and career training programs. Between July 2020 and June 2021, the department released 17,804 incarcerated persons due to earned credits authorized by Proposition 57 that advanced their release dates. According to the department, these individuals, excluding those released from fire camps, earned an estimated average of 173.6 days of additional credit.

As part of its rehabilitative efforts, the department implemented a rehabilitative case plan in September 2016; in March 2020, the department began its next phase of case management enhancements

through implementation of the Rehabilitative Case Plan Study, which was designed to enhance the use and delivery of rehabilitative services. As of June 2021, 232 incarcerated persons have completed the department's sex offender treatment program, an increase of 13 incarcerated persons from February 2020. The department also expanded its Offender Mentor Certification Program from three to four sessions per year and continues to ensure incarcerated persons have the opportunity to obtain a State-issued ID card prior to release.

The department continues to expand its nondesignated programming facilities (NDPFs). During the reporting, NDPFs were located at 33 of its 35 institutions, comprised a population of approximately 30,500, and included all minimum support facilities and enhanced outpatient program (EOP) housing units.<sup>4</sup> These facilities are designed to provide rehabilitative environments for incarcerated persons who have demonstrated positive programming efforts and a desire to refrain from violent behaviors.

By July 2021, only seven step-down program (SDP) participants and two SDP facilitators remained; our 2020 monitoring report on the *Blueprint* noted 13 SDP participants and two SDP facilitators. However, the department is in the process of expanding its Offender Mentor Certification Program and plans to use SDP facilitators to assist with this program.

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4. The department converted to NDPF housing units for all of its enhanced outpatient programs (EOP) in January 2018 and minimum support facilities in May through June 2018.

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## Introduction

In July 2012, the Legislature tasked the Office of the Inspector General (the OIG) with monitoring the California Department of Corrections and Rehabilitation's (the department) adherence to *The Future of California Corrections: A Blueprint to Save Billions of Dollars, End Federal Court Oversight, and Improve the Prison System* (the *Blueprint*). California Penal Code section 6126 mandates that the OIG periodically review the delivery of the reforms identified in the *Blueprint*, including, but not limited to, the following:

1. The establishment of and adherence to the standardized staffing model at each institution;
2. The establishment of and adherence to the new incarcerated person classification score system;
3. The implementation of and adherence to the comprehensive housing plan described in the *Blueprint*;
4. Whether the department has increased the percentage of incarcerated persons served in rehabilitative programs to 70 percent of the department's target population prior to the incarcerated persons' release; and
5. The establishment of and adherence to the new prison gang management system, including changes to the department's current policies for identifying prison-based gang members and associates, and the use and conditions associated with security housing units.<sup>5</sup>

In January 2016, the department issued *An Update to the Future of California Corrections* (the *Update*), which included a summary of progress made toward goals identified in the *Blueprint* and new goals identified, as well as the department's vision for future rehabilitative programming and future safety and security. The *Update* included a goal to modify the target for rehabilitation to a minimum program participation level. Whereas the *Blueprint*'s benchmark specified that the department serve 70 percent of its target population in rehabilitative programs prior to release, the *Update*, along with the department's new metric for a minimum participation level, did not identify an objective benchmark or standard for the department to achieve. In addition, the *Update* included an expansion of programs to address in-prison substance abuse treatment and long-term offenders; other new items included several pilot programs for access to community college courses and in-prison sex-offender treatment.<sup>6</sup>

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5. [California Penal Code section 6126](#), California State Legislature (accessed November 30, 2021).

6. *An Update to the Future of California Corrections*, California Department of Corrections and Rehabilitation, January 2016, p. 9.

To assess and monitor these reforms, the OIG obtained and reviewed budgeted capacity and operational capacity, collected and evaluated data, interviewed numerous departmental staff, and compared the assessment results with goals identified in the *Update*. This report presents the results from our twelfth review of the department's implementation of its *Blueprint* and our sixth review of its *Update* and is based on information collected in March 2021, with the exception of departmental population figures, which extend through June 30, 2021. We have organized this report into three sections that represent the key areas the OIG continues to monitor: rehabilitative programs, standardized staffing of rehabilitative programs, and classification and housing.

The rehabilitative programs section outlines the department's current processes for determining how incarcerated individuals should be prioritized for program placement as well as describes the department's program delivery models. It also provides details about the department's various rehabilitative efforts, including its Cognitive Behavioral Interventions for Sex Offenders (CBI-SO) program, Offender Mentor Certification Program, and California Identification Card (CAL-ID) program.

The section on standardized staffing of education programs provides additional information about the department's rehabilitative staffing levels at each of its adult institutions.

The classification and housing section provides additional information about the department's population management efforts following the *Update* and the passage of Proposition 57. It also provides details about the status of the department's step-down program (SDP) following the *Ashker* settlement agreement.<sup>7</sup>

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7. [Todd Ashker, et al., v. Governor of the State of California, et al., Settlement Agreement, C 09-05796 CW](#), Civil Rights Litigation Clearinghouse (accessed November 1, 2021).

## Rehabilitative Programs

The department provides rehabilitative programs to adults during their incarceration and upon their release. In-prison programming includes academic education, career technical education, transitions (workforce readiness and financial literacy), substance use disorder treatment, and cognitive behavioral intervention (CBI) treatment, among others. Upon release, the department provides formerly incarcerated individuals with substance use disorder treatment, education programs, and employment services. The illustration below depicts the rehabilitative process an individual may travel from incarceration to release.

### The Road Map to Rehabilitation

#### The Step-by-Step Process

Offender enters prison

#### STEP 1: Offender Enters Reception Area

**Overview** Offenders received are provided orientation regarding key policies and procedures (PREA, ADA, Medical, MH, etc.) and various assessments, including their risk to reoffend and criminogenic needs: California Static Risk Assessment (CSRA), Correctional Offender Management Profiling for Alternative Sanctions (COMPAS), Test of Adult Basic Education (TABE®) Reading, Division of Adult Institutions (DAI) Security Assessments, Healthcare Evaluations.

#### STEP 2: Begin Classification Process

**Overview** Following reception and once at their home institution, an offender meets with their correctional counselor and goes through the classification committee process where they are placed on appropriate programming lists, including educational, treatment, and jobs/work assignments. Rehabilitative placements should be driven from CSRA, COMPAS, and TABE® Reading along with an offender's discussion of needs/wants and case file information.

#### STEP 3: Programming: Day 30–Up to 60 Months Left to Serve

**Overview** Offenders may be placed in various programming aimed to focus on gaining any necessary educational achievements along with

any voluntary programs: Education, Innovative Grant / Offender Activity Groups, Library Services, Recreation Programs.

#### STEP 4: Programming: 48–60 Months Left to Serve

**Overview** Offenders may be placed in various programming aimed to address criminogenic needs, obtain a higher education level, or both: Career Technical Education (CTE), College Programming.

#### STEP 5: Programming: 12–24 Months Left to Serve

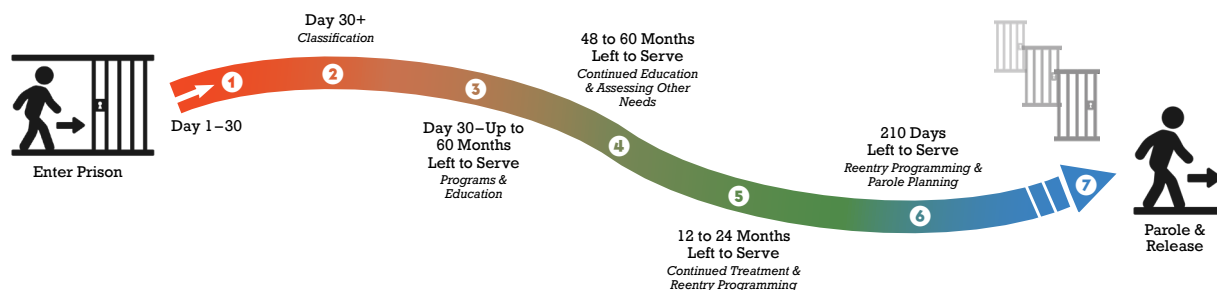
**Overview** Offender may continue receiving treatment and educational programming in prison or may elect, if eligible, to participate in community-based reentry programs: Custody to Community Transitional Reentry Program (CCTRP) and Male Community Reentry Program (MCRP) are community-based programs reentry programs. Transitions Reentry Program, CAL-ID Program, Cognitive Behavioral Interventions (CBI) are in-prison programs.

#### STEP 6: Programming: 210 Days Left to Serve

**Overview** Offenders may also enroll in community-based programs designed to help them successfully reenter the community from prison and participate in Parole Planning.

#### STEP 7: Parole / Back Into the Community

**Overview** Parolee successfully rejoins society. The Division of Rehabilitative Programs (DRP) works closely with the Division of Adult Parole Operations (DAPO) to provide comprehensive postrelease rehabilitative programs and services located in communities throughout the State of California delivered through residential, outpatient, and drop-in centers: Day Reporting Centers (DRC), Community-Based Coalition (CBC), Parolee Service Center (PSC), Transitional Housing Program (THP), Specialized Treatment for Optimized Programming (STOP).



From [The Roadmap to Rehabilitation](#), courtesy of the Division of Rehabilitative Programs, the California Department of Corrections and Rehabilitation.

## In Prison: Assess Needs

The department uses concepts identified in the California Logic Model<sup>8</sup> to assess its population for rehabilitative programs. The model determines program placement by calculating an incarcerated individual's risk to reoffend and combining that calculation with an assessment of that person's criminogenic needs. The department uses the California Static Risk Assessment (CSRA) to determine risk to reoffend and the Core Correctional Offender Management Profiling for Alternative Sanctions (COMPAS) assessment tool to identify criminogenic needs.<sup>9</sup> In addition to assessing these risks and needs factors, the department prioritizes placement according to incarcerated persons' dates of release, focusing on those who are within five years of their earliest possible release date. The department explains that the classification process also considers the individual's needs, interests, and desires, and that this process may supersede any assessment-based prioritization.

To improve access to rehabilitative programs prior to release, the department in December 2017 redefined eligibility criteria, program waiting-list placement, and assignment prioritization. The department stated it was also working with the Center for Evidence-Based Corrections<sup>10</sup> at the University of California, Irvine, to develop a new program-fidelity monitoring tool that will ultimately strengthen the delivery of in-prison programming services. Developing this program-monitoring tool for in-prison programming marked a positive step for the department in assessing its rehabilitation programs. In addition, the department began meeting quarterly with reentry programming contract providers to work collaboratively and improve the delivery of services.

Table 1 displays the data for CSRA and COMPAS assessments as of June 30, 2021. The total incarcerated population numbered 98,472, of whom 95,677 individuals (97 percent) had received a CSRA risk assessment. Of that group, 39,299 individuals (41 percent) had a moderate or high risk to reoffend. Some incarcerated individuals are excluded from

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8. The eight basic components of the California Logic Model: assess high risk; assess needs; develop behavior management plans; deliver programs; measure progress; prepare for reentry; reintegrate; and follow up.

9. Inclusion in the target population does not necessarily trigger the placement of incarcerated persons into specific programs. COMPAS assessment results are used for placement into cognitive behavioral intervention programs and transitions programs, but for placing incarcerated persons into other programs, the department uses individual case factors, such as results derived from individuals' taking the Tests of Adult Basic Education (TABE®), to ensure the individuals are placed into the appropriate academic program level. Visit <https://tabetest.com> to learn more about the origin of these tests.

10. University of California, Irvine, administers a project titled "DRP Program Performance Process Development" in conjunction with the department. Visit <http://ucicorrections.seweb.uci.edu/current-projects/> to learn more about the center and its work. See additional information at <http://ucicorrections.seweb.uci.edu/publications/> and <https://news.uci.edu/2014/10/27/uci-corrections-policy-center-receives-2-million-to-continue-work/>.



receiving a COMPAS assessment, such as those with the designations of enhanced outpatient program (EOP) level of care or higher, those serving life without parole, and condemned incarcerated individuals. Among the total population of 98,472 incarcerated individuals, 84,856 (86 percent) were eligible to receive a COMPAS assessment, all of whom were classified (an improvement from prior reporting periods in which there were many incarcerated individuals still awaiting classification). Of the eligible and classified incarcerated individuals, 82,248 (97 percent) had received a COMPAS assessment.

**Table 1. CSRA and COMPAS Assessments**

Total Incarcerated Population	98,472*	Relation to Cohort	
		Percent of Total	Specific Cohort
Incarcerated persons with a CSRA risk assessment	95,677	97%	Total incarcerated population
Incarcerated persons with a moderate or high CSRA score	39,299	41%	Incarcerated persons with CSRA
Incarcerated persons eligible to receive a COMPAS assessment <sup>†</sup>	84,856	86%	Total incarcerated population
Incarcerated persons located at reception centers who are currently unclassified and do not have a qualifying COMPAS assessment	0	0	Incarcerated persons eligible to receive a COMPAS assessment
Incarcerated persons eligible to receive a COMPAS assessment who have been classified	84,856	100%	Incarcerated persons eligible for a COMPAS assessment
Eligible and classified incarcerated persons who received a COMPAS assessment	82,248	97%	Incarcerated persons eligible to receive a COMPAS assessment

\* The California Department of Corrections and Rehabilitation weekly population report as of June 30, 2021, [published on its website](#), provided the figure for the Total Incarcerated Population. All other figures were provided to us by the department.

<sup>†</sup> The Division of Rehabilitative Programs excludes incarcerated persons on temporary release, such as those under supervision as community rehabilitative program placements or those housed within the Department of State Hospitals.

## Rehabilitation Program Report

Rehabilitation programs are available at all institutions. The department’s current metric for assessing program participation is to count the number of incarcerated persons participating in rehabilitative programming at “minimal participation,” which is defined as having been enrolled in a program for a minimum of 30 calendar days. This counting rule also requires that there be associated in-classroom education time (or packet education<sup>11</sup> time during COVID-19 restrictions).

11. During COVID-19, in-classroom education time was replaced with in-cell education, in the form of paper packets containing instructional material appropriate for the student’s current academic level.

The department has taken actions to implement the OIG's 2018 recommendation that metrics for minimal participation include an attendance participation rate. According to the department, its Division of Rehabilitative Programs uses minimal participation as an operational measure to indicate whether there is significant turnover in programs that may need further review. In the 2020-21 fiscal year, the department's minimum participation rules required either in-classroom hours or packet education hours in addition to enrollment. Further, via the Automated Reentry Management System (ARMS), providers were able to capture individual participation attendance, curriculum advancement, and case notes. The department assesses completion as the appropriate measure of success.

The department states these measures provide a multilevel review of those incarcerated persons participating in academic and treatment programming. Division of Rehabilitative Programs staff note that any percentage measure assigned to program completion, such as a targeted benchmark of 50 percent of individuals completing a program, may give the impression that the same percentage will show appropriate outcomes. The Division of Rehabilitative Programs believes that definitive outcome-based research on partial completion of programs is necessary before accurate conclusions can be reached about whether partial completion of programming shows proportionate outcomes.

The department's Division of Rehabilitative Programs is using five other measures to actively monitor access to programming for rehabilitation, academic education, and career technical education, and to address any operational issues involving the delivery of rehabilitative programming.

The division is also working collaboratively with other internal divisions to ensure uniform application of these rules throughout the department when referencing rehabilitative data. The department's internal "Rehabilitation Program Report," effective July 1, 2017, outlines budgeted capacity, operational capacity, and active enrollments. The five measures follow:

- **Budgeted Capacity:** The maximum number of available daily program slots based on budgeted staff positions. Budgeted capacity assists in determining the status of rehabilitative programs implemented within institutions statewide, consistent with budgeted staff positions.
- **Active/Operational Capacity:** The maximum number of available daily program slots based on facility and space limitations along with staff vacancies. This information is compared to the budgeted capacity to identify operational impacts on the ideal budgeted capacity.
- **Enrollment (Assignment):** The number of offenders who have an assignment status of "Assigned" in the Strategic Offender Management System (SOMS) who are enrolled in a program.

This information allows the department to review active or operationally available capacity in an effort to ensure it is filling all available classroom seats or program slots.

- **Completions:** The exit code in SOMS that indicates offenders have completed the course curricula, the required hours of participation in SOMS, and any testing, as applicable.
- **Attendance Rate:** The number of actual classroom hours that offenders attended (excluding absences due to institutional reasons, excused absences, and unexcused absences), divided by the maximum number of hours offered. This formula creates a percentage rate of offender “in-classroom” time.

## Case Management Plan

According to the *Blueprint*, a critical component for successful rehabilitation and reducing recidivism is an effective case management system. The department developed the SOMS case plan module to address this need. The department’s project team used risks and needs assessments, time left to serve, and program profiles to develop an individual case plan that follows an incarcerated person throughout his or her incarceration. Case management plans help ensure that the department assigns incarcerated individuals to appropriate programs based on their overall risk potential and criminogenic needs. Such plans also help staff determine the type, frequency, and timing of programming an incarcerated person should receive to effectively reduce the likelihood of reoffending. The individual’s case plan should also transfer with the incarcerated person upon release to parole or county supervision since it helps identify the most effective follow-up programming.

The department implemented the SOMS rehabilitative case plan in September 2016, a sample of which is shown in Appendix A. This individualized plan outlines the addressed needs and the department’s recommended plans for future programming, providing an incarceration timeline and rehabilitative program recommendations for the individual. Correctional counselors and other in-prison program staff use the plan to help determine an incarcerated individual’s assessed needs for possible program placement into various rehabilitative programs prior to the individual’s initial classification committee’s actions. The rehabilitative case plan also lists the certificates, diplomas, and milestones the individual has earned or reached.

In addition, the department created a program overview report containing the same information found in the plan, excluding the incarceration timeline, allowing an incarcerated person to obtain a copy upon release to parole or county supervision.

Since implementation of the SOMS case plan management module, the department has continued to strategically improve case management

resources and responsibilities. In October 2018, to improve caseload management and enhance delivery of rehabilitative services, the department revised correctional counselor caseload ratios and increased the minimum period of time these correctional counselors are available to meet with individuals each week.

In January 2019, the department trained correctional counselors to maintain and further develop case management functions and to increase communication with incarcerated individuals and resource providers. The department also reiterated guidelines regarding documentation of rehabilitation as well as job and vocational interests to ensure effective coordination and collaboration in the future.

In March 2020, the department began the next phase of case management enhancements through implementation of the Rehabilitative Case Plan Study (RCPS). The RCPS is composed of a variety of tools and resources for sharing, retaining, and delivering information, including, but not limited to, informational videos and posters, course summaries, self-assessment guides, and information documented by the classification committee.

The RCPS remains a valuable tool for correctional counselors and classification committees in assessing rehabilitative needs for incarcerated persons. The RCPS establishes a continuum of rehabilitative support and guidance throughout the individual's term. Through increased interaction, correctional counselors assist individuals in setting present and future goals, which they document in the individual's file and provide to the individual for future reference. This new case management strategy allows for heightened interaction between counseling staff and incarcerated persons and will assist in the department's mission to successfully reintegrate formerly incarcerated persons into our communities.

## OIG Fieldwork Review

The OIG obtained rehabilitative programming figures for fiscal year 2020–21 from the department's Division of Rehabilitative Programs and performed fieldwork to determine the operational status of each institution's various programs. To make this determination, the OIG reviewed authorized rehabilitation staff position figures per institution, visited institutions to conduct spot checks of classrooms, reviewed monthly attendance reports, and discussed any discrepancies with rehabilitative program managers at the institutions. The OIG deems a program fully operational only when all three of the following elements are in place: an assigned classroom, a corresponding instructor, and data charting monthly attendance.

The following section discusses the current status of each of the various programs identified from the Division of Rehabilitative Program's

data for fiscal year 2020–21. Appendix B provides a statewide summary of rehabilitative programs at each institution. It identifies programs the department has authorized and the operational status of each as determined at the time of the OIG site visits.

Table 2 shows program staffing levels as determined from the fieldwork our staff completed at all the department’s institutions. This year’s figures for academic and career technical education have declined from those of last year, while the figures for transitions have increased. We determined there was an operational program for 87 percent of the proposed academic education staff (three percentage point decrease), for 77 percent of the proposed career technical education staff (two percentage point decrease), and for 87 percent of the proposed transitions staff (five percentage point increase).

**Table 2. OIG Fieldwork Summary of Program Staff by Type**

Programming Types	Program Staff						Differences	
	As of 2/2020–3/2020 *			As of March 2021 *			Active	Final
	Proposed Staff	Number of Persons	Percent of Total	Proposed Staff	Number of Persons	Percent of Total	Number of Persons	Percentage Point Difference
Academic Education	561	506	90%	568	492	87%	-21	-3%
Career Technical Education	317	251	79%	317	243	77%	-8	-2%
Transitions	57	47	82%	54	47	87%	-3	5%

\* The department’s figures for the budgeted (or proposed) staff did not remain constant between FY2019–20 and FY2020–21.

Note: The department provided the figures for the Proposed Staff categories.

Source: OIG site visit reviews during March 2021 identified the figures for the Number of Persons categories.

## Academic Education

As part of the department’s Division of Rehabilitative Programs, the Office of Correctional Education (OCE) offers various academic and education programs at each of California’s adult institutions.

The department’s goal is to provide incarcerated persons with education and career training as part of its broader effort to increase public safety and reduce recidivism. All education programs offered are eligible for milestone completion credits, and many are eligible for educational merit credits, both of which reduce an individual’s sentence.

In March 2020, due to COVID-19 restrictions, correctional education programs moved to an in-cell distance-learning format. In the

fall of 2020, the department implemented a phased reopening for rehabilitation programs. Most institutions have reinstated limited in-person education. Institutions are continuously monitoring and evaluating COVID-19 outbreaks and will reinstate precautionary measures as needed.

Under normal circumstances, academic education models are as follows:

- **Traditional Education:** Incarcerated persons without a United States-recognized and verified high school diploma, high school diploma equivalency, or certificate of completion, will be placed on a waiting list by the unit classification committee. Incarcerated persons are to be assigned to adult basic education (ABE) I, II, III courses, general education diploma (GED) courses, or high school diploma courses, based on their most current reading grade level.<sup>12</sup> Classes are provided five days per week, two hours per day, for a total of 10 hours per week.
- **Postsecondary and Continuing Education (College/eLearning):** Incarcerated persons with a verified high school diploma or high school diploma equivalency may request to be enrolled and placed on a waiting list by the unit classification committee or by an instructor for college courses. College courses are offered in person and through distance learning; incarcerated persons primarily participate during third watch<sup>13</sup> and outside of assigned work and rehabilitative program hours. Courses provided through eLearning are designed to extend learning outside the traditional classroom environment via the Division of Rehabilitative Programs' television system. Classes are provided five days per week, two hours per day, for a total of 10 hours total per week.
- **Alternative Education:** Incarcerated persons who are unable to participate in traditional education classes and who also do not have a verified high school diploma, high school diploma equivalency, or certificate of completion, and those with developmental disabilities, may enroll in alternative education courses. These courses include the same subjects offered in Traditional Education, such as adult basic education I, II, III courses, or high school diploma courses. Classes are provided two hours per week, with eight hours of independent study, for a total of 10 hours per week.

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12. The department-provided applicable reading scores: 0.0 – 3.9 for ABE I; 4.0 – 6.9 for ABE II; 7.0 and 8.9 for ABE III; and 9.0 and above for GED.

13. The department's custody staff, including those in the ranks of captain, lieutenant, correctional counselor, sergeant, and officer, are assigned daily to three eight-hour shifts, called watches. First-watch staff are on duty from 2200 to 0600 hours, second-watch staff from 0600 to 1400 hours, and third-watch staff from 1400 to 2200 hours.

- Enhanced Outpatient Program (EOP):** Incarcerated persons classified as EOP, who do not have a verified high school diploma, high school diploma equivalency, or certificate of completion, may take EOP courses to earn a high school diploma equivalency or a high school diploma. These courses include the same subjects offered in Traditional Education, such as adult basic education or adult secondary education classes. The department provides reasonable accommodations to incarcerated persons with disabilities.<sup>14</sup>

The department budgeted a total of 568 academic positions for these delivery models during fiscal year 2020–21. At the conclusion of our fieldwork, we found that 492 of the 568 academic positions were fully operational, which is a 87 percent compliance rate. This percentage decreased by three points since our 2020 report reviewing the *Blueprint*. The primary reason academic courses were not operational was due to position vacancies or instructors on extended leave. We provided further information regarding statewide vacancies in the Standardized Staffing section of this report. Table 3 summarizes our fieldwork review of the department’s academic education programs and EOP.

**Table 3. Summary of Academic Education Programs/Enhanced Outpatient Program (EOP)**

Academic Education	Budgeted Staff	Active Program Staff	Staff Vacancy Rate	Budgeted Student Capacity	Actual Student Capacity	Student Capacity Rate
Traditional Education	413	354	14%	22,086	18,838	85%
Alternative Education	26	19	27%	3,240	2,058	64%
Enhanced Outpatient	25	20	20%	675	540	80%
Postsecondary Continuing Education	104	99	5%	18,900	18,678	99%
<b>Totals</b>	<b>568</b>	<b>492</b>	<b>13%</b>	<b>44,901</b>	<b>40,114</b>	<b>89%</b>

Source: The California Department of Corrections and Rehabilitation provided the figures for the Budgeted Staff and the Budgeted Student Capacity categories as of November 2020. OIG site visit reviews during March 2021 identified the figures for the Active Program Staff and the Actual Student Capacity categories.

14. Incarcerated persons assigned to the Enhanced Outpatient Program (EOP) include those with acute onset of a serious mental disorder or significant decompensation because of a serious mental disorder, who are unable to function in the prison general population. EOP-designated incarcerated persons receive student support services, including specialized classes, due to developmental, learning, and physical disabilities. If an Interdisciplinary Treatment Team determines an EOP-designated incarcerated person would be better served with EOP peers in small groups of two to eight incarcerated persons, the incarcerated person may be referred to an EOP instructor.

## Career Technical Education

The department assesses an incarcerated person’s criminogenic needs based on a needs assessment tool called the Core Correctional Offender Management Profiling for Alternative Sanctions (COMPAS). Based on the recommendation of an educational administrator, individuals assessed with a medium-to-high need for employment are placed on a waiting list for a career technical education (CTE) class of their choice and one alternate CTE class. Individuals with a medium-to-high need for employment, who also have six months to four years remaining on their sentence, or have a Board of Parole Hearing scheduled, receive priority for assignment, dependent on class availability. The most widely available CTE classes offered include Computer and Related Technologies, Building Maintenance, Electronics, and Welding. CTE classes are held five days per week, 6.5 hours per day, for approximately six to 18 months, depending on the course.<sup>15</sup>

The department identified a total of 317 career technical education positions budgeted during fiscal year 2020–21. The OIG found 243 of the 317 positions were filled and fully operational, which is a vacancy rate of 23 percent. This is an increase of two percentage points in nonoperational CTE programs since our 2020 monitoring report on the *Blueprint*.

During our review, we found no instructor vacancies in the CTE courses of industrial painting, machine shop, roofing, or sheet metal work. However, carpentry, cosmetology, electrical works, electronics and small engine repair courses all had instructor vacancy rates higher than 30 percent statewide. In addition, seven of the eight computer coding classes were vacant (87 percent), which the department noted was due to COVID-19 restrictions. We provide further information regarding statewide vacancies in the section on standardized staffing in this report. Table 4 summarizes our fieldwork review of the department’s CTE programs.

**Table 4. Summary of Career Technical Education Programs**

Program	Budgeted Staff	Active Program Staff	Staff Vacancy Rate	Budgeted Student Capacity	Actual Student Capacity	Student Capacity Rate
Career Technical Education	317	243	23%	10,719	8,460	79%

Source: The California Department of Corrections and Rehabilitation provided the figures for the Budgeted Staff and the Budgeted Student Capacity categories as of November 2020. OIG site visit reviews during March 2021 identified the figures for the Active Program Staff and the Actual Student Capacity categories.

15. *DRP’s Reference Guide*, Division of Rehabilitative Programs, California Department of Corrections and Rehabilitation, Feb. 2020, pp. 6–7.



## Transitions

The department designates transitions classes to provide incarcerated persons with skills to aid them in their successful reentry into society. The department offers this program primarily to incarcerated persons who are within two years of release or a parole consideration hearing.<sup>16</sup> The program teaches job readiness, job search skills, and financial literacy, and provides students with community resources that may assist as they transition back into the community.

The OIG found that 47 of the 54 positions were filled and fully operational, which is a compliance rate of 87 percent. This was an increase of five percentage points from our 2020 monitoring report on the *Blueprint*. Table 5 summarizes our fieldwork review of the department's transitions classes.

**Table 5. Summary of Transitions**

Program	Budgeted Staff	Active Program Staff	Staff Vacancy Rate	Budgeted Student Capacity	Actual Student Capacity	Student Capacity Rate
Transitions	54	47	18%	2,916	2,526	87%

Source: The California Department of Corrections and Rehabilitation provided the figures for the Budgeted Student Capacity and Annual Student Capacity as of November 2020. OIG site visit reviews during March 2021 identified the figures for the Active Program Staff and the Actual Student Capacity categories.

## Integrated Substance Use Disorder Treatment

In January 2020, the department began implementation of its new integrated substance use disorder treatment (ISUDT) program. The department describes the ISUDT program as a comprehensive and evidence-based cross-divisional cognitive behavioral intervention (CBI) program that will identify individuals at risk for harm related to substance use disorders and provide treatment that reduces risk of overdose or other complications. Treatment may include behavioral interventions or medication-assisted treatment, as clinically indicated.

In March 2020, the ISUDT program ceased due to COVID-19 restrictions, and the enrollment and completion rates fell to zero. In September 2020, the department began to re-introduce these programs as permitted by COVID-19 restrictions.

16. *DRP's Reference Guide*, February 2020, p. 7.

### **Cognitive Behavioral Intervention Programs**

The Division of Rehabilitative Programs also replaced its cognitive behavioral treatment program with a new curriculum, now referred to as cognitive behavioral interventions, or CBI. This new program is evidence-based treatment to assist incarcerated individuals to understand their own behavior and learn strategies to address their own thoughts and emotions. CBI focuses on helping individuals deal with a specific problem identified through clinical assessments.

According to the department, during treatment in CBI, participants learn how to identify and change destructive or disturbing thought patterns that have a negative influence on behavior. This treatment program acts as an overarching entity with pathways to other treatments, which include ISUDT (both intensive outpatient and outpatient) and life skills programs.

The department will assign individuals into one of three program types, based on their clinically assessed need or medical referral: CBI-Intensive Outpatient (ISI), CBI-Outpatient (ISO), or CBI-Life Skills (CBI 2). The goal of CBI programming is to eliminate criminal behavior patterns and substance use, abuse, and dependency. The lengths of these programs follow:

- **CBI – Intensive Outpatient (ISI):** Five days per week, two hours per day, for approximately 12 months
- **CBI – Outpatient (ISO):** Three days per week, two hours per day, for approximately 12 months
- **CBI – Life Skills (CBI 2):** Three days per week, two hours per day, for approximately seven months

Each course is to consist of three classes per day with 12 individuals assigned to each class. For every 80 hours of participation, incarcerated persons will receive a two-week sentence reduction through milestone completion credits, and one additional week's reduction upon successfully completing the program.<sup>17</sup>

The enrollment process requires medical assessments and collaboration with health care staff. Incarcerated persons in these new programs must first complete a medical assessment, and health care staff must enter the results, along with medication-assisted treatment data, into the department's Strategic Offender Management System (SOMS); then the Division of Rehabilitative Programs Correctional Counselor III, or designee, must review this information to place program participants on the appropriate wait list—ISI, ISO, or CBI 2—in SOMS.<sup>18</sup> Finally,

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17. DRP's *Reference Guide*, February 2020, p. 3.

18. According to the department, this process is to be automated in the near future.

coordination between the Correctional Counselor III and the incarcerated persons' assignment office will allow for activation of a class, typically after 12 assignment positions are filled.

In March 2021, OIG staff reviewed the institutions' documents and performed site visits to determine whether the department had started the implementation of the CBI programs as COVID-19 restrictions eased. Table 6 presents the numbers of individuals who completed the programs despite the pandemic.

**Table 6. Summary of Integrated Substance Use Disorder Treatment Programs**

Contract Treatment Program	FY 2020–21 Completions
Cognitive Behavioral Interventions: Intensive Outpatient (ISI)	2
Cognitive Behavioral Interventions: Outpatient (ISO)	0
Cognitive Behavioral Interventions: Life Skills (CBI 2)	120

Source: The California Department of Corrections and Rehabilitation provided the figures for completion in each treatment program.

## Sex Offender Treatment Program

The Cognitive Behavioral Interventions for Sex Offenders (CBI-SO) program is designed for incarcerated persons who are required to register as a sex offender pursuant to California Penal Code section 290, are within 13 months of their scheduled release date, and are mandated to participate in community-based treatment programs upon release. The program is located at the California Substance Abuse Treatment Facility and State Prison, Corcoran (SATF), and provides programming for a maximum of 80 incarcerated persons at a time. The department is researching the feasibility of expanding the program to additional institutions.

Facilitators deliver group treatment up to three hours each day, five days per week, with an average duration of eight months. During the first months of treatment, participants undergo a comprehensive psychosocial assessment that includes two measures to assess the likelihood of recidivism for both sexual and general offenses. All departmental staff administering the assessments are certified in the application of State-

authorized risk assessment tools used for evaluating sex offenders.<sup>19</sup> Due to COVID-19 restrictions, as of June 30, 2021, only one group of seven individuals was participating in the program.

## California Identification Card Program

The *Blueprint* indicated that the California Identification Card program (CAL-ID) would be implemented by the department in partnership with the Prison Industry Authority to assist eligible incarcerated persons in obtaining State-issued identification cards to satisfy federal requirements for employment documentation.

On July 1, 2015, the department entered into an interagency agreement with the Department of Motor Vehicles (DMV) to fulfill this task. The agreement expanded the CAL-ID program to all 35 adult institutions. These facilities work directly with the department and the DMV to facilitate the application, approval, and distribution of identification cards to the incarcerated persons they house.

The Division of Rehabilitative Programs has implemented the Automated Reentry Management System (ARMS) to provide real-time data to perform program quality reviews. These ARMS reports provide operational information that aims to give staff the necessary information to provide timely reentry identification services, including providing CAL-ID. The Division of Rehabilitative Programs tracks the status of CAL-ID applications and identification cards. If an incarcerated person is transferred to another institution prior to receiving his or her identification card, departmental staff will update the incarcerated person's CAL-ID status in the ARMS and inform staff at the receiving institution of the status. The Division of Rehabilitative Programs staff at the transferring and receiving institutions work in collaboration to ensure the identification card is appropriately handled and given to the incarcerated person upon release.

If an incarcerated person has been released to parole prior to the institution's receiving the incarcerated person's identification card, a parole services associate forwards the identification card to the respective parole unit. Upon receipt of the identification card, the parole office staff confirms with the institution its receipt of the card and its issuance of the card to the parolee. These services also include forwarding identification cards to probation units for individuals on probation.

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19. California Penal Code section 290.09(b)(1): "The sex offender management professionals certified by the California Sex Offender Management Board in accordance with section 9003 who provide sex offender management programs for any probation department or the Department of Corrections and Rehabilitation shall assess each registered sex offender on formal probation or parole using the [state-authorized risk assessment tools for sex offenders] SARATSO dynamic tool, when a dynamic risk factor changes, and shall do a final dynamic assessment within six months of the offender's release from supervision."

The department continues to look into the feasibility of the DMV's providing cameras and software inside institutions to use to photograph individuals who have been incarcerated for more than 10 years. Although these conversations have taken longer than initially anticipated, they continue to occur among the department, the Governor's Office, and the DMV. This will potentially increase the number of participants eligible to receive CAL-IDs, since State-issued identification cards must include a photo that is not more than 10 years old.

The CAL-ID program eligibility screening period for incarcerated persons ranges from zero to 13 months prior to release. The department is currently working with the DMV to incorporate technological upgrades for the expedited processing of applications. The DMV is in the process of creating a platform for a virtual field office, to allow electronic submission of documents.

The department reported that between July 1, 2020, and June 30, 2021, it sent 15,863 applications to the DMV for processing (indicating that the individuals were both interested in and eligible to receive identification cards). The DMV approved and issued 12,196 identification cards (77 percent of applications); 8,726 individuals (72 percent of approved applications) were released with an identification card, while the remaining 2,996 were released without one; 474 identification cards were held at the institutions to be released to formerly incarcerated persons at their reporting parole or probation office.

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## Standardized Staffing for Education Programs

To address issues of population growth and overcrowding, the department established a standardized budget methodology to provide ratio-driven staffing adjustments as the incarcerated person population fluctuated. In the *Blueprint*, the department identified the planned staffing patterns for each site.

The OIG has conducted reviews of the operational status of the department's rehabilitative education and career technical education programs in each *Blueprint* review.<sup>20</sup> To determine the operational status of these rehabilitative programs, we first acquired the final rehabilitation authorized position counts per institution from the department. Our office recognized an operational program only if we determined the course as having an active instructor, an assigned classroom, and data showing attendance. Table 7 provides our past three reviews of the department's instructor vacancy rates, according to the operational status for academic education and career technical education programs.

According to the California State Auditor's January 2019 report on the department's in-prison rehabilitation programs,<sup>21</sup> the department's deputy director of rehabilitation programs believes that an appropriate level of vacancies for rehabilitative programming would be less than 10 percent of budgeted positions. As shown in Table 7 on the next page, the vacancy rate in academic positions increased by three percentage points since our previous review. The vacancy rate for career technical education positions increased from 21 percent to 23 percent. The department continues to have a combined total of over 100 total vacancies in academic education and career technical education positions.

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20. The OIG has issued 11 reports on the department's implementation of the *Blueprint* since April 2013. In September 2015, the OIG included its statewide summary of the department's rehabilitation programs and staffing levels in the California Rehabilitation Oversight Board annual report.

21. *California Department of Corrections and Rehabilitation: Several Poor Administrative Practices Have Hindered Reductions in Recidivism and Denied Inmates Access to In-Prison Rehabilitation Programs*, California State Auditor, January 2019, accessed November 30, 2021.

**Table 7. Program Vacancies in Academic Education and Career Technical Education Over Three Reporting Periods**

Type of Programming	Review Period	Budgeted Instructors	Active Instructors	Number of Vacant Positions	Vacancy Rate
Academic Education	March 2021	568	492	76	13%
	Feb 2020 to Mar 2020	561	506	55	10%
	Jan 2019 to Feb 2019	572	526	46	8%
Career Technical Education	March 2021	317	243	74	23%
	Feb 2020 to Mar 2020	317	251	66	21%
	Jan 2019 to Feb 2019	304	249	55	18%

Source: The California Department of Corrections and Rehabilitation provided the figures as of November 2020 for the Budgeted Instructors category. OIG site visit reviews identified the amounts for the Active Instructors category.

## Academic Education

As shown in Table 8, our review of vacancy rates for academic education positions showed 16 of 35 institutions (45 percent) had a vacancy rate at 10 percent or below, a decrease of three institutions at that rate since our previous reporting period. Eight of the 16 institutions had zero vacancies among academic instructors.

**Table 8. Vacancy Rates for Academic Education Instructors Across Institutions**

Type of Programming	Vacancy Rate	Number of Institutions*	Percent of Total Institutions
Academic Education	0 to 10%	16	45%
	11% to 20%	10	29%
	21% to 30%	4	11%
	31% to 40%	2	6%
	41% to 50%	3	9%
<b>Total Among All Institutions</b>		<b>35</b>	<b>100%</b>

\*The positions for Folsom State Prison and Folsom Women's Facility were combined for calculation of vacancy rates by institution.

Source: OIG site visit reviews during March 2021 identified the vacancy rate by type of programming.



As shown in Table 9, California Health Care Facility (CHCF) and Deuel Vocational Institution (DVI) held the two highest academic instructor vacancy figures, each with a 50 percent vacancy rate. California City Correctional Facility (CAC) held the next highest academic instructor vacancy rate at 43 percent. This figure for DVI is explained by the institution's being in the process of deactivating with a set date of September 30, 2021.<sup>22</sup> CHCF expected to fill multiple vacancies shortly after our visit.

**Table 9. Academic Education Positions for the California Health Care Facility and Deuel Vocational Institution**

Institution	Education Programs	Proposed Staff	Active Staff as of March 2021	Difference	Vacancy Rate
CHCF	Traditional Education	3	2	1	50%
	Alternative Education	1	0	1	
	Enhanced Outpatient Program (EOP)	1	0	1	
	Postsecondary Continuing Education	1	1	0	
DVI	Traditional Education	3	2	1	50%
	Alternative Education	2	0	2	
	Enhanced Outpatient Program (EOP)	N/A	N/A	N/A	
	Postsecondary Continuing Education	1	1	0	
CAC	Traditional	6	3	3	43%
	Alternative	N/A	N/A	N/A	
	EOP	N/A	N/A	N/A	
	Postsecondary	1	1	0	

Source: OIG site visit reviews during March 2021 identified the figures for the Active Staff category to determine the vacancy rate by type of programming.

## Career Technical Education

As shown in Table 10 on the next page, our review of instructor vacancy rates statewide for career technical education showed that 27 of the 35 institutions (77 percent) had a vacancy rate over 10 percent, which

22. The department deactivated DVI as of September 30, 2021 (see <https://www.cdcr.ca.gov/prison-closures/>).

represents a decrease from the prior year, when 25 institutions had vacancy rates over 10 percent.

Three institutions had an instructor vacancy rate exceeding 50 percent, as described on the next page (see Table 11, page 27).

**Table 10. Vacancy Rates for Career Technical Education Instructors Across Institutions**

Type of Programming	Vacancy Rate	Number of Institutions*	Percent of Total Institutions
Career Technical Education	0 to 10%	13	37%
	11% to 20%	8	23%
	21% to 30%	2	6%
	31% to 40%	6	17%
	41% to 50%	4	11%
	51% to 60%	1	3%
	61% to 70%	1	3%
	<b>Total Among All Institutions</b>		35

\*The positions for Folsom State Prison and Folsom Women's Facility were combined for calculation of vacancy rates by institution.

Source: OIG site visit reviews during March 2021 identified the vacancy rate by type of programming.

Among the institutions we visited in March 2021 with vacancy rates greater than 50 percent, we found the following:

- California Healthcare Facility had one career technical education course in Computer and Related Technologies. The instructor for this course was on an extended leave of absence, which left the course not operating. The institution noted the instructor was due to be back the week following our on-site visit.
- Deuel Vocational Institution (deactivated as of September 30, 2021) had the largest vacancy rate of career technical instructors, with only two of the six career technical education courses operational (67 percent). Building maintenance and heating, ventilation, and air conditioning (HVAC) courses were vacant due to retirements. The construction course became vacant on June 12, 2020. The electrical course has remained vacant since our last report.

- At California State Prison, Los Angeles County, we found three of the seven career technical education courses (43 percent) were not operating due to instructor vacancies and absences. One electrical course was due to be operational, pending the start date of a recently hired instructor. The instructor position for electronics courses has been advertised multiple times, but the institution has not received any candidates eligible for hiring. The institution is currently advertising again to fill the remaining vacant positions in masonry and plumbing courses.

**Table 11. Career Technical Education Positions at Institutions With an Instructor Vacancy Rate Over 40 Percent**

Institution	Proposed Staff	Active Staff as of March 2021	Difference	Vacancy Rate
CHCF	1	0	1	100%
DVI*	6	2	4	67%
LAC	7	3	4	57%

\*Deuel Vocational Institution was deactivated as of September 30, 2021.

Source: The department the figures for the proposed staff category, and OIG site visits identified the active staff category. OIG site visit reviews during March 2021 identified the vacancy rate by type of programming.

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## Classification and Housing

Since the *Blueprint* was issued in 2012, the department has updated its comprehensive housing plan and incorporated various components identified in the report. Those components included construction, renovations, conversions, activations, closures, changes to the incarcerated person classification score system, changes in housing and population density levels, and changes to contract beds.

In January 2016, the department's *Update* detailed its shifting of focus to incarcerated persons' custody designations. The *Update* reported that the department was revising existing regulations related to custody designations. Table 12 details the security levels that help determine programming opportunities. Those incarcerated persons with lower security level designations have reduced levels of supervision and are allowed more programming opportunities.<sup>23</sup>

**Table 12. Custody Designations**

Security Level	Classification Score
I	0–18 points
II	19–35 points
III	36–59 points
IV	60 points and above

Source: The California Department of Corrections and Rehabilitation. The security level and classification score are defined in Title 15, *California Code of Regulations*, section 3375.1.

In November 2016, California passed Proposition 57, a ballot initiative titled California Parole for Non-Violent Criminals and Juvenile Court Trial Requirements.<sup>24</sup> Proposition 57 required the department to implement regulations on new parole and sentence-credit provisions to enhance public safety, and authorized the department to award sentence credits for rehabilitation, good behavior, or educational achievements.<sup>25</sup> The department projected a reduction of approximately

23. *Update*, January 2016, p. 36.

24. "[California Proposition 57 \(2016\)](#)," Ballotpedia, accessed November 30, 2021.

25. "[Proposition 57: The Public Safety and Rehabilitation Act of 2016 Frequently Asked Questions](#)," California Department of Corrections and Rehabilitation, accessed November 30, 2021.

10,600 incarcerated persons by 2021–22 as a result of these changes.<sup>26</sup> The department reported that, between July 2020 and June 2021, a total of 17,804 incarcerated persons were released due to their advanced release date authorized by Proposition 57. According to the department, the incarcerated persons who were released, excluding those released from fire camps, had earned an estimated average of 173.6 days of additional credit. We will continue to monitor the department’s progress in its reduction of the population of incarcerated persons due to Proposition 57, and we will report our findings in future monitoring reports concerning the *Blueprint*.

## Housing Plan: Global Benchmarks

The *Blueprint* noted the department was under a federal court order<sup>27</sup> to reduce overall prison overcrowding to 137.5 percent of design capacity.<sup>28</sup> The department met the court-ordered prison population cap of 137.5 percent, as required, by February 28, 2016.<sup>29</sup>

The department’s *Update* noted the court reaffirmed that the department was to remain under the jurisdiction of the court for as long as necessary to continue compliance with this benchmark.<sup>30</sup> In 2016, the department activated 2,376 infill beds at Mule Creek State Prison and Richard J. Donovan Correctional Facility.<sup>31</sup> According to the department’s September 2021 Status Report to the three-judge court panel, the department has been in full compliance with the court’s population reduction order for over seven years.<sup>32</sup> As of June 30, 2021, departmental figures showed an in-State prison population of 93,612 incarcerated persons in 34 adult institutions with a design capacity of 85,083, equaling

26. *California State Budget, 2019–20*, p. 82.

27. *Brown v. Plata*, 563 U.S. 493 (2011), is a decision by the Supreme Court of the United States holding that a court-ordered mandated population limit was necessary to remedy a violation of prisoners’ Eighth Amendment constitutional rights. The court ordered California to reduce its prison population to 137.5 percent of design capacity.

28. *The Future of California Corrections: A Blueprint to Save Billions of Dollars, End Federal Court Oversight, and Improve the Prison System*, California Department of Corrections and Rehabilitation, 2012, p. 49.

29. [California’s Prison Crowding Reduction Plans and Credit Laws Information Letter](#), March 16, 2016, p. 1, Prison Law Office, accessed November 30, 2021.

30. *Update*, January 2016, p. 7.

31. *Coleman v. Brown, Plata v. Brown, Defendants’ August 2017 Status Report* in Response to February 10, 2014 Order, Case Nos 2:90-cv-00520 KJM-DB & C01-1351 JST, California State Association of Counties, accessed November 30, 2021.

32. “[Three-Judge Court Monthly Update](#),” California Department of Corrections and Rehabilitation, accessed November 30, 2021.

110 percent of design capacity.<sup>33</sup> As of July 1, 2021, the department updated the design capacity to 84,710.<sup>34</sup>

## Contract Capacity

In September 2013, the passage of California Senate Bill 105 authorized the department to increase its level of contracted beds both in and out of State. The bill provided an immediate measure to avoid early release of incarcerated persons and allowed the State to comply with the three-judge panel's court order. The bill authorized activating a private prison, California City Correctional Facility, in Kern County. This facility is the first leased facility the department has operated, and as of June 30, 2021, it housed 2,088 incarcerated persons. As of May 31, 2021, the department had closed all of its modified community correctional facilities.<sup>35</sup>

## Proposition 57

In early 2017, the department promulgated emergency regulations implementing Proposition 57. Those regulations were approved by the California Office of Administrative Law on April 13, 2017, and adopted on May 1, 2018. The new law enacts the following three key items:

- Gives incarcerated persons the opportunity to earn additional credits for good behavior and participation in rehabilitative, educational, and career training programs;
- Increases the number of nonviolent incarcerated persons eligible for parole consideration and allows parole consideration after nonviolent incarcerated persons serve the full term for their primary criminal offense; and
- Provides juvenile court judges authority over whether juveniles should be sentenced as adults for specified offenses.

As a result of these emergency regulations, a new credit titled Good Conduct Credit was implemented on May 1, 2017, and other credit-earning programs, such as Milestone Completion, Rehabilitative

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33. The three-judge panel's February 10, 2014, court order included 34 California Department of Corrections and Rehabilitation institutions. California City Correctional Facility was classified as a private prison (leased facility), and its incarcerated person population is not included in the count of the rate of overcrowding at the department's institutions.

34. "[Three-Judge Court Monthly Update](#)," California Department of Corrections and Rehabilitation, accessed November 30, 2021.

35. Modified community correctional facilities (MCCF) were public and private facilities the department employed in addition to its 35 adult prisons to reduce overcrowding.

Achievement, and Educational Merit,<sup>36</sup> were implemented on August 1, 2017. On October 24, 2019, the Office of Administrative Law approved regulatory action that allows incarcerated persons to earn credits that advance release and parole dates and increases the number of credits incarcerated persons may earn in several categories, including education merit credits. All incarcerated persons, with the exceptions of condemned incarcerated persons and those sentenced to life without the possibility of parole, are eligible to earn credit.

According to the department, the earning of credits may advance an incarcerated person's release date if the individual is serving a determinate term or may advance an incarcerated person's initial parole suitability consideration hearing if the individual is serving an indeterminate term. In the month of July 2021, 1,517 incarcerated persons across the adult prison population earned credit authorized by Proposition 57 toward their advanced release dates. According to the department, these incarcerated persons, excluding those released from fire camps, earned an estimated average of 158.7 days of additional credit. Due to COVID-19 restrictions, however, access to these credits may not be currently available at every institution.

The department also implemented a new nonviolent individual parole consideration process on July 1, 2017. According to departmental figures, from July 1, 2017, through May 31, 2021, the department made 26,207 referrals to the Parole Board. As of June 30, 2021, the Parole Board reviewed 26,881 referrals on their merits, with 4,166 incarcerated persons approved for release and 19,554 denied release. In addition, 2,155 referrals were closed because the individuals were, upon further review, found not to be eligible for parole consideration. According to the department, the remaining referrals are pending review.

In December 2018, the Office of Administrative Law approved two emergency regulation packages as outlined in the department's May 2019 update to the three-judge panel's court order. The first item amended the nonviolent individual parole process to distinguish between incarcerated persons who were determinately sentenced and those who were indeterminately sentenced. A parole consideration process was implemented for indeterminately sentenced incarcerated persons. In addition, credit-earning opportunities were expanded for incarcerated persons who achieved a high school diploma or equivalent or who completed 52 hours of programming under the rehabilitative achievement credit program. The credit-earning package also reduced the minimum amount of time an incarcerated person must serve following a sudden award of substantial credit.

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36. Effective May 1, 2019, educational merit credits of 180 calendar days are awarded for a high school diploma or high school diploma equivalency approved by the California Department of Education; for completion of the Offender Mentor Certification Program; for an associate in arts or science degree, a bachelor of arts or science degree, and a postgraduate degree.



Effective May 2021, the department made changes under emergency regulations, which increased the rate of earning good conduct credits. Persons incarcerated for violent offenses began earning good conduct credits at a rate of 33.3 percent (one day of credit for every two days served), and persons incarcerated for nonviolent, second- and third-strike offenses began earning good conduct credits at a rate of 50 percent (one day of credit for every one day served). In response, later in May 2021, a group of District Attorneys filed a lawsuit in Sacramento County Superior Court requesting the department stop giving additional credit. As of the publication of this report, the lawsuit remains pending.<sup>37</sup>

## Milestone Credits

As an incarcerated person progresses through various rehabilitative program components, he or she earns milestone credits, which are awarded upon final program completion. These credits can reduce an incarcerated person's sentence. Following Proposition 57, the department initiated several changes to enhance and expand these milestone credits.

To improve the benefits of milestone credits, effective August 1, 2017, the milestone credit-earning eligibility categories were expanded, and credit-earning capacities were increased. Credit-earning categories were modified to enable credit-earning by persons incarcerated for violent offenses, individuals serving indeterminate sentences, and incarcerated persons serving life term sentences.<sup>38</sup> Incarcerated persons can earn up to 12 weeks of credit in 12 consecutive months. Incarcerated persons housed at fire camps became eligible for greater credit-earning capacity, up to day-for-day credit.

Table 13 on the next page presents a sample of the various milestone credit changes, which includes the entire Milestone Completion Credit Schedule from the department's Proposition 57 revised regulations.

In addition, the department created an education merit credit, allowing incarcerated persons who earned a high school diploma or equivalency, a college degree, or a mentor certification while incarcerated to receive 180 days of credit. The department applies this credit retroactively.

The new rehabilitative achievement credit allows incarcerated persons who participate in approved self-help programs to earn an additional four weeks of credit per calendar year. The department has determined that for every 52 hours of program participation, one week can be earned. However, any milestone and rehabilitative achievement credit lost because of any disciplinary action will not be restored.

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37. *District Attorney of Sacramento County v. CDCR*, Sac. Superior Ct. No. 2021-00301253-CU-MC.

38. Condemned individuals and those sentenced to life without the possibility of parole remain ineligible for credit-earning programs.

**Table 13. Sample of Milestone Completion Credit Schedule Changes**

Milestone Type	Course Title	Course Description	Course Value Before Aug. 1, 2017	Course Value Effective July 1, 2018
Academic	High School	English 1st course	4 weeks	3 weeks
	College	Each 3 semester or 4–5 quarter units completed	3 weeks	2 weeks
Core Programs	Anger Management	Controlling Anger	N/A	1 week
Career Technical Education	Auto Mechanics	Basic Auto	2 weeks	7 weeks
	Carpentry	Level I	2 weeks	5 weeks
	Computer and Related Technology	Computer Literacy Core	1 week	4 weeks
General	Firefighting	State Fire Marshal-approved Firefighter I Training	2 weeks	7 weeks

Source: CDCR—Proposition 57 Revised Regulations, Milestone Completion Credit Schedule, as of July 2018.

## Nondesignated Program Facilities

In May 2018, the department began converting facilities to nondesignated program facilities (NDPFs), which house incarcerated persons together regardless of their designation as either Sensitive Needs Yard (SNY) or General Population (GP). According to the department, the change to NDPFs allows for greater access to lower-level housing and commensurate privileges, along with various rehabilitative programs, including educational, vocational, and religious programs. The department has a goal of maintaining higher-level III and IV SNYs. This allows all lower-level incarcerated persons who refrain from violence and demonstrate positive behavior access to enhanced credit-earning opportunities at NDPF locations. Incarcerated persons recommended for transfer to an NDPF are not required to waive their SNY designation or display a willingness to attend rehabilitative programming before transfer. If an incarcerated person refuses a transfer to an NDPF, the incarcerated person is subject to the department's disciplinary process and may be placed into a higher-level housing designation.

NDPFs are located at 33 of the department's 35 institutions and comprise a population of approximately 30,537 incarcerated persons. These NDPFs include all minimum-support facilities and EOP housing units. The department is making ongoing population and program need assessments through its bed-planning processes. This ensures housing and program availability are aligned with population needs.

## Security Threat Group Regulations and the Step-Down Program

The *Blueprint* identified several measures recommended as a result of a 2007 study performed by California State University, Sacramento, titled *Security Threat Group Identification and Management*. The *Blueprint* stated the department could begin carefully implementing the study's recommended measures, such as offering graduated housing, a step-down program (SDP), support and education for disengaging from gangs, a weighted point system for gang validation, specific use of segregated housing, and social-value programs<sup>39</sup> in preparation for incarcerated persons' return to a general population or SNY facility.<sup>40</sup>

The SDP was implemented in October 2012 at each of the four Security Housing Unit (SHU) institutions: California Correctional Institution; California State Prison, Sacramento; California State Prison, Corcoran; and Pelican Bay State Prison. It was designed to increase incentives, with the objective of promoting positive behavior and stopping participation in security threat group (STG) activities, and with the ultimate goal of releasing incarcerated persons from the SHU.

In December 2015, more than 1,300 incarcerated persons were enrolled in the SDP. However, as a result of the January 2016 settlement agreement reached in *Ashker v. Brown*, the department expedited its review of SDP participants to determine their eligibility for release from the SHU and to receive a transfer to a general population facility. This resulted in a substantial decrease of SDP participants.

As of this report, SDP participants are located at only two institutions: California State Prison, Corcoran, and Pelican Bay State Prison. As of June 2021, six SDP participants were housed at California State Prison, Corcoran, in the SHU, and one SDP participant was in the SHU at Pelican Bay State Prison.

The Division of Rehabilitative Programs continues to look for additional opportunities to make use of its two remaining facilitators. SDP facilitators organize and facilitate evidence-based rehabilitative programs. The division is currently in the process of expanding its Offender Mentor Certification Program and anticipates the SDP facilitators assisting with this program.

The OIG will continue to report on the status of SDP participants and consult with the department with a shared interest in achieving the goals set out in both the department's *Blueprint* and the *Ashker* settlement agreement.

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39. These are rehabilitative programs designed to assist incarcerated persons in acquiring the social values and behaviors that will aid them as they reintegrate into society.

40. *Blueprint*, May 2012, pp. 18–19.

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## Recommendations


The Office of the Inspector General recommends the department take the following actions:

- ✓ The department should resolve hiring challenges for some Career Technical Education (CTE) programs to address their high vacancy rates in instructor positions. There are specific CTE programs, such as those in carpentry, electrical works, and small engine repair, with high vacancy rates in instructor positions statewide. There are also six institutions with overall CTE instructor position vacancy rates above 40 percent.

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# Appendices

## Appendix A. Rehabilitative Case Plan: Example



Logout

Name: [REDACTED]

CDC#: [REDACTED]

PID #: [REDACTED]

CPED: [REDACTED]

Curr. Loc.: [REDACTED]

Control Date: [REDACTED]

Control Date Type: EPRD

Area/Bed: [REDACTED]

Housing PGM: Non-Designated Program Facility (PF)

Job Title: CLK / Clerk

Custody: Medium (A) (C4)

Security Level: Level 1 (10)

WK/PV Group: A1 / A

DOB: [REDACTED]

Ethnicity: [REDACTED]

TABE (Read): 12.9

DDP: Adequate Cognitive Functioning (NCF)

Mental Health: CCCMS-Correction Clinical Case Mgt System (B)

DPPV: None

Date: 5/15/2020

Risk (CSRA Score): 1 (L)

TABE Reading Score: 12.9      TABE Math: 08.9

Verified GED: Y      Verified HS Diploma: N

**Needs (from COMPAS)**

Assessment Date: 02/26/2014      Version: Core Men's v.4 Needs Assessment

Substance Abuse: 50 - Medium      Educational Problems: 50 - Medium

Criminal Personality: 100 - High      Employment Problems: 50 - Medium

Anger: 100 - High      Support from Family of Origin: 0 - Low

### Recommended Rehabilitative Programs Timeline

**Color Legend**

Current (Green)      Future Recommended Program (Black)      Current Recommended Program (Orange)      After CPED (Grey)

Program Name	Program Start Date	Program End Date	2020	2021	2022	2023	2024	2025	2026	2027
College (Correspondence)	05/15/2020	03/20/2023								
Voc Career Core	05/15/2020	05/10/2021								
Transitions	03/20/2021	04/24/2021								

### Current and Completed Rehabilitative Programs Timeline

**Color Legend**

Current (Green)      Current or Completed Program (Blue)      Before Start of Term (Grey)

Program Name	Program Start Date	Program End Date	2013	2014	2015	2016	2017	2018	2019	2020

### Certificates and Diplomas

Date Completed	Certificate or Diploma Name	Program Name
05/30/2012	GED	

### Milestones

Date Completed	Milestone Name (MCC)	Milestone Credit Value in weeks
03/14/2019	TPC Training System Industrial safety and Health	03

Source: The California Department of Corrections and Rehabilitation Strategic Offender Management System, Rehabilitative Case Plan, for an inmate housed at the Correctional Training Facility.

## Appendix B. Statewide Programming Totals

The information displayed on the following page identifies the statewide operational status of the rehabilitation programs in fiscal year 2020–21, in summary format for each type of rehabilitation program, including academic education, career technical education, and transitions programs, as well as the contract treatment programs for integrated substance use disorder treatment and cognitive behavioral interventions. The OIG performed fieldwork to assess these programs' operational status at each institution.

The first set of columns lists figures for proposed instructor positions and budgeted student capacity, as identified by the department. For the contract treatment programs, the first set displays the budgeted student capacity for each program as well as its budgeted annual capacity. The next set of columns displays the results from the OIG's fieldwork, identifying the number of programs or program slots that were fully operational when the fieldwork was performed. These columns also display the projected annual capacity for the contract programs based on existing enrollment figures. The third set of columns identifies the differences between the number of courses that were supposed to be operational and the corresponding student capacity, and the number of courses the OIG found to be operational and the actual number of students served.

The OIG conducted its fieldwork in March 2021. Therefore, the numbers presented herein may have changed since the date we published this report.



## Appendix B. Statewide Programming Totals: Exhibit

### STATEWIDE SUMMARY TOTALS – REHABILITATION PROGRAMS

Types of Programming	CDCR Figures FY 2020–21	OIG Fieldwork March 2021– April 2020	CDCR Figures FY 2020–21	OIG Fieldwork March 2021– April 2021	Differences (Actuals – Proposed)	
<b>Academic Education</b>	<b>Proposed Staff</b>	<b>Actual Program Staff</b>	<b>Budgeted Capacity</b>	<b>Actual Student Capacity</b>	<b>Differences</b>	<b>Differences</b>
Traditional Education (TE)	413	354	22,086	18,838	-59	-3,248
Postsecondary Continuing Education (PSCE)	104	99	18,900	18,678	-5	-222
Alternative Education	26	19	3,240	2,058	-7	-1,182
DDP	14	9	N/A	N/A	-5	N/A
DPP	6	5	N/A	N/A	-1	N/A
EOP	25	20	675	540	-5	-135
ESSA	7	6	189	162	-1	-27
Peer Literacy Mentorship Program (PLMP)	35	35	700	700	0	0
Testing Coordinator	75	67	N/A	N/A	-8	N/A
Physical Education	48	45	N/A	N/A	-3	N/A
<b>TOTALS</b>	<b>753</b>	<b>659</b>	<b>45,790</b>	<b>40,976</b>	<b>-94</b>	<b>-4,814</b>
<b>Career Technical Education</b>	<b>Proposed Staff</b>	<b>Actual Program Staff</b>	<b>Budgeted Capacity</b>	<b>Actual Student Capacity</b>	<b>Differences</b>	<b>Differences</b>
Auto Body	15	13	405	351	-2	-54
Auto Mechanics	18	15	486	405	-3	-81
Building Maintenance	28	21	756	567	-7	-189
Carpentry	15	10	405	270	-5	-135
Construction 101–CORE	7	6	189	162	-1	-27
Computer & Related Technology	80	70	4,320	3762	-10	-558
Computer AutoCAD	0	0	0	0	0	0
Computer Coding	8	1	216	54	-7	-162
Cosmetology/Manicure	3	2	81	54	-1	-27
Electrical Works	20	12	540	324	-8	-216
Electronics	30	19	810	513	-11	-297
HVAC	17	13	459	351	-4	-108
Landscaping	0	0	0	0	0	0
Machine Shop	4	4	108	108	0	0
Masonry	15	11	405	297	-4	-108
Painting (Industrial)	4	4	108	108	0	0
Plumbing	16	12	432	324	-4	-108
Roofing	1	1	27	27	0	0
Sheet Metal	2	2	54	54	0	0
Small Engine Repair	10	6	270	162	-4	-108
Welding	24	21	648	567	-3	-81
<b>TOTALS</b>	<b>317</b>	<b>243</b>	<b>10,719</b>	<b>8,460</b>	<b>-74</b>	<b>-2,259</b>

Continued on next page.

## Appendix B. Statewide Programming Totals: Exhibit (continued)

### STATEWIDE SUMMARY TOTALS – REHABILITATION PROGRAMS (continued)

Types of Programming	CDCR Figures FY 2020–21	OIG Fieldwork March 2021– April 2021	CDCR Figures FY 2020–21	OIG Fieldwork March 2021– April 2021	Differences (Actuals – Proposed)	
<b>Contract Treatment Programs</b>	<b>Student Capacity (Program)</b>	<b>Actual Students in Program</b>	<b>Annual Student Capacity</b>	<b>Projected Annual Student Capacity</b>	<b>Differences</b>	<b>Differences</b>
Integrated Substance Use Disorder Treatment (ISUDT) Intensive Outpatient	0	3,709	0	3,709	3,709	3,709
Integrated Substance Use Disorder Treatment (ISUDT) Outpatient	0	278	0	278	278	278
Cognitive Behavioral Interventions (CBI) – Life Skills	16	1,614	27	2,744	1,598	2,717
<b>TOTALS</b>	<b>16</b>	<b>5,601</b>	<b>27</b>	<b>6,731</b>	<b>5,585</b>	<b>6,704</b>
<b>Employment Programs</b>	<b>Program Slots</b>	<b>Actual Students in Program</b>	<b>Annual Student Capacity</b>	<b>Projected Annual Student Capacity</b>	<b>Differences</b>	<b>Differences</b>
Transitions	54	47	2,916	2,526	-7	-390
<b>TOTALS</b>	<b>54</b>	<b>47</b>	<b>2,916</b>	<b>2,526</b>	<b>-7</b>	<b>-390</b>

Source: The California Department of Corrections and Rehabilitation's Division of Rehabilitative Programs provided the types of programming and departmental figures for FY2020–21, and OIG actual figures were from site-visit reviews conducted during March 2021.

## Appendix C. Status of *Blueprint* Recommendations, 2020

Description of Recommendation	The Department's Proposed Action Plan	Implementation Status as Determined by the OIG
<p><b>The Office of the Inspector General recommends that the department take the following actions to increase incarcerated persons' enrollment and participation in its new in-prison integrated substance use disorder treatment programs:</b></p> <ul style="list-style-type: none"> <li>➤ Decrease its prescribed class build to 12 incarcerated person positions per class. The extremely low levels of class participation suggest that decreasing the class build to 12 would allow a smaller number of incarcerated persons to enroll in and participate in a class. We were informed that activation of a class occurs after 12 assignment/incarcerated person positions per class were filled.</li> </ul>	<p>The integrated substance use disorder treatment (ISUDT) contract requires group ratios be no greater than 1 AOD counselor to 12 participants (1:12) and is in line with the OIG's recommendations.</p> <p>In response to the COVID-19 pandemic and the need to deliver vital ISUDT programming services safely, CDCR and CCHCS have modified group ratios. The CDCR-CCHCS Institutional Roadmap to Reopening incorporates a multiphased approach to reopen statewide operations safely by relying on the recommended guidelines set forth by the Centers for Disease Control and Prevention (CDC), the California Department of Public Health (CDPH), and other stakeholders. Depending on an institution's available space, CDCR and CCHCS are using social distancing, smaller group sizes, and the use of personal protective equipment (PPE) to provide ISUDT programming services to incarcerated persons.</p>	Fully Implemented
<ul style="list-style-type: none"> <li>➤ Prioritize automation of its waitlist process to maximize incarcerated persons' participation.</li> </ul>	<p>ISUDT waitlists are automated to support the prioritization of programming for the target populations.</p>	Fully Implemented
<p><b>The Office of the Inspector General recommends that the department take the following actions to increase incarcerated persons' access to rehabilitative programs:</b></p> <ul style="list-style-type: none"> <li>➤ Expand the use of eLearning, video conferencing technology, and Internet Protocol Television Integration (IPTVI), also referred to as DRP-TV.</li> </ul>	<p>CDCR has several education technology efforts to expand access to rehabilitative programs, including building the infrastructure to support a limited number of IT devices and concurrent users. CDCR has worked to upgrade its education tools to secure online tools instead of paper-based instruction.</p> <p>A Learning Management System (LMS) is in the process of implementation and will be used initially for college courses. The LMS provides the ability to host educational content, complete classwork electronically, and participate in secure video conferences with remote instructors.</p> <p>DRP-TV continues to add new content available to viewers, streaming on four channels across the state's institutions. Currently, there are three courses on DRP-TV that result in milestone credits upon completion. Additional rehabilitative content is also routinely streamed over DRP-TV, including videos from Oprah Winfrey's Network, CNN, National Science Foundation, TED Talks, and other learning materials. DRP-TV also now offers over 2,000 videos for instructional viewing through its Video On Demand system.</p>	Fully Implemented

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# ***Blueprint Monitoring*** **12th Report**

OFFICE *of the*  
INSPECTOR GENERAL

*Roy W. Wesley*  
Inspector General

*Bryan B. Beyer*  
Chief Deputy Inspector General

STATE *of* CALIFORNIA  
December 2021

**OIG**