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March 28, 2011

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From: Inspector General Lee Dean

RE: **Special Report: Realignment of Parole Services**

At your behest, attached herewith is a special report on “realignment” of parole services.

California’s Department of Corrections and Rehabilitation is facing judicial intervention, budget constraints, overcrowding, and long-standing systemic impediments that challenge the system. Against this backdrop, the State is moving to realign oversight of certain parole operations to California’s 58 diverse counties—time out.

There is a way to come at “realignment” without simply cutting the strings. Indeed, many voices have been raised regarding the fiscal, operational and capacity impacts of parole realignment as proposed; and with good reason. Most local municipalities are ill equipped to deal with an influx of prisoners or parolees—including Sacramento County.

The purpose of this report is to provide a springboard to discussion concerning an approach to parole realignment that: 1) addresses core deficits as potential impediments, 2) generates a funding stream, 3) creates a partnership model around accountability and outcomes, and 4) targets a reduction in recidivism—the single-most compelling public safety challenge facing the system.

While the enormity of present circumstances makes it impossible to predict every twist and turn along the road ahead, the framework suggested can provide a point of beginning to examine the policy and structural implications that pertain to the long-term viability of parole realignment.

Respectfully submitted,

Lee Dean  
Inspector General, Sacramento County

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Inspector General  
LEE DEAN

# Parole Realignment

## Partnership & Purpose

March 2011~

## Executive Summary

This document responds to Governor Brown's call for any and all suggestions to address the State's spiraling budget deficit. Specifically, it addresses the much-talked about proposal to "realign" responsibility for supervision of certain parolees to the counties and their local probation departments.

No attempt is made here to sort through the host of operational, logistical, and funding hurdles caught up in the broader net of realigning corrections between and among the State's 58 diverse counties. The magnitude of this discussion, and in particular the implications concerning uniformity and equity throughout the system, is precisely why no clear vision has solidified. Thus the central focus here is on parole realignment.

Vesting control at the local level to achieve autonomy and knowledgeable deployment of limited resources arguably makes sense—this however is merely the beginning of a journey. Things are far from resolved in terms of defining a functional model and any conditions necessary for realignment to actually work.

Beleaguered local agencies can ill-afford setting out on the path to realignment without an assurance of perpetual funding and something of a long-term plan that all stakeholders can agree upon. To-date, a progressive scheme designed to remediate systemic deficits, ramp up productivity, and gradually tighten up accountability as this process unfolds, has not solidified—it's late in the game. Indeed, the California District Attorney's Association, State Sheriff's Association, and California Police Chiefs Association are on record with respect to fiscal, operational and capacity concerns regarding the impacts of realignment as proposed.

This proposal has two parts – **first** is a counter proposal to the existing parolee "realignment" proposal. This part focuses squarely on strengthening the California Department of Corrections and Rehabilitation (CDCR) *2010-2015 Strategic Plan* and its objectives of 1) reducing recidivism, and 2) working collaboratively with counties on inmate reentry plans.

**Central to this proposal is the imposition of more efficient and less costly state-of-the-art monitoring systems, and resulting savings to fund a collaborative model in which the State retains a central facilitative role while working in concert with local government to manage the parolee contingent and proactively bring down California's staggering 70% recidivism rate. While economic realities are driving this shift, notions of equal justice argue just as compellingly that the revolving prison door must be tethered.**

Today, for the system to have any hope of legitimately "supervising" its parolee contingent, something along the magnitude of carefully crafted procedures to take full advantage of state-of-the-art technology must be adopted. Should some 40,000 additional prisoners be released by court order, the current system will simply fold. When times were flush, business as usual prevailed. The proposals that follow boil down to simply an idea whose time has come—the sheer weight of things to come will compel change.

The **second** proposal suggests ways to address long-standing systemic impediments within Corrections that stand in the path to realignment. Once again, the intent here is to concurrently strengthen *CDCR's Strategic Plan* and its focus on leadership, staff development, security, and best practices. Both parts I and II are couched within a strategic action model that targets specific objectives and quantifiable outcomes.

Parole realignment may ultimately come to pass—but it is a work in progress. Local agencies should ask that the State first offer a viable, multi-year strategy, such as the proposal that follows, and thereafter, retain a central facilitative role. Guiding principles to keep things on track, mitigate ambiguity, and strengthen shared expectations will lay a foundation for the long-term viability of realigning parole services:

- The process of realignment should first and foremost do no harm by compromising the viability of local public safety providers and their citizens served.
- The way to achieve this end-in-mind is through a viable partnership of stakeholders and resources.
- Essential to this partnership are functional and pragmatic communication systems and procedures to effect sharing of information between the State and local authorities.
- Nothing succeeds like success—the implementation model needs to unfold over a 3 to 5 year time frame to answer all of the currently unanswerable questions.
- To the extent possible, the formula “keep it relatively simple and straight forward” should apply to realignment.
- All realignment funding should pass through unencumbered to the local agency charged with a prescribed role and/or responsibility under the implementation model.
- Use of existing facilities should be prioritized to mitigate the NIMBY factor.
- Most changes of the sort contemplated die from a thousand cuts as each interest advocates for some additional requirement, exemption, modification or addition.
- The totality of every twist and turn is impossible to anticipate—thus, the paradigm of “local control” between Corrections and the community served is paramount.
- The recurring calendar of events is a non-negotiable element of success in terms of unwavering adherence to process as leaders adapt plans to fit evolving circumstances along the road ahead.

No claim of perfection is made in the design or content of this proposal. Governor Brown has asked that all ideas be brought forward—that is its purpose. Suffice to say, the devil is in the details. Nor should the framework outlined herein be construed in any fashion as an indictment of the committed men and women who step forward day-in and day-out to administer and carry out Correction's mission. We owe them a debt of gratitude for doing a tough and often thankless job.

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## Background

In 2007, California's Little Hoover Commission issued a report sharply critical of the California Department of Corrections and Rehabilitation (CDCR) with respect to its mission-performance, fiscal irresponsibility, overcrowded conditions, and collateral implications for public safety. The report pointed out what everyone already knew—left unchecked and untreated, California's correctional system would almost certainly continue to bloat and fester until it dominated California's budget. It did, as revealed by even a cursory examination of unprecedented growth and mounting system-wide problems:

- The state's prison system is severely overcrowded, filled to nearly double the capacity it was designed for (84,000 prisoners). Instead of prison cells, it is common to see California inmates double and triple-bunked in hastily converted open gymnasiums today.
- In August 2009, a three-judge federal panel ruled that conditions in the state's prisons are so deplorable that the state must devise a plan to release over 40,000 prisoners to relieve overcrowding, and must meet basic quality of life essentials for prison inmates.
- Even if 40,000 inmates are released, the state's prisons would still be at roughly 137% of design capacity.
- Helping drive overcrowding is the reality that roughly two out of three released inmates reoffend and are returned to prison. California's 70% recidivism rate is among the highest in the country, an unsustainable trend driving spiraling corrections costs and a capacity crisis.
- A Federal Receiver has taken control of California's correctional health care services in the wake of a 2001 class action lawsuit over the dismal quality of medical care in the state prison system. The Court noted that defendants (the State) had been given every opportunity to bring the prison medical system up to constitutional standards but had failed to do so.

Remedial efforts to stem unchecked growth and spiraling costs haven't made much of dent; the concerns noted are still very much apparent.

Each year, the State Office of Inspector General (OIG) issues a report on CDCR. These annual reviews, coupled with Little Hoover Commission reports, State Auditor reports and independent studies from credible institutions provide ample background from which to distill root problems throughout California's correctional system. This first step is a vital condition precedent in formulating a plan to remediate entrenched obstacles that stand in the path to systemic reformation and a realistic assessment of realignment—without it, the floodgate from unchecked recidivism stands to overwhelm local capacity to handle the volume.

## Root Problems

Entrenched systemic issues confronting CDCR are a matter of record. These recurring *root problems* are well chronicled within Little Hoover Reports, annual reports by the California Office of the Inspector General (OIG) and State Auditors Office, and industry studies such as, *“Understanding California Corrections”*, commissioned by the California Policy Research Center, and, *“A Roadmap for Effective Offender Programming in California”*, a report by panel experts to the California State Legislature compiled by CSU Long Beach.

These reports tie recurring root problems to specific recommendations that succinctly suggest both their cause and potential remedy. Regrettably, such findings have largely been shelved, with little or no follow through—thus, they are for the most part, still both relevant and timely; a summary of proposed remedial measures reflects what can fairly be seen as a map for urgently needed reformation to lay a foundation for realignment:

- *During the past five years, the Department of Corrections and Rehabilitation budget has surged 52 percent. California taxpayers legitimately can ask what return they are getting in increased public safety and question the trade-offs the State implicitly makes in spending an increasing portion of its general fund dollars on corrections.*
- *Even federal court intervention, a special legislative session and a Governor’s emergency proclamation have yet to generate a level of alarm that reflects the size of the crisis. The choices are stark. The price of failure is unimaginable.*
- *California sentencing policy is currently neither dynamic, nor grounded on a policy-making process that provides a thorough, balanced, and informed consideration of all of the relevant evidence and factors.*
- *When correctional reform goals are communicated to staff in the field, the needed training often is lacking. Many long-term corrections employees simply choose to “wait out” implementation of new policies until the next leader drops the initiative or unveils their own higher priority plan.*
- *Managers are often unwilling to really step forward and challenge the status quo because of the “organizational thought that nothing will change.”*
- *Delivery of programs that may actually help inmates address their profound and widespread problems with substance abuse, lack of education, and lack of job skills must be prioritized.*

- *Parole supervision that targets the most likely re-offenders is needed, inasmuch as supervising those who are least likely to re-offend wastes resources and provides a negligible public safety benefit.*
- *California must end its “drive-by” correctional policy changes, where sentencing, incarceration, and parole practices have been modified based on legislative whims and public anxieties.*
- *Although Corrections tracks costs at the institutional level, it does not track costs in a manner that would allow us (state auditors) to stratify them by specific inmate characteristic. As a result, despite rising costs, Corrections does not have sufficient information to gauge the degree to which specific inmate or institution characteristics contribute to these costs and how changes in operations would influence expenditures.*
- *CDCR lacks robust technology systems to provide the Department with information to effectively manage its efforts in tracking both its success and failures. (Such systems can be used as a means to an end, relative to transparency and restoring public confidence.)*
- *Healthcare costs for inmates must be reduced (California State Auditor, 2009 Report). Nothing would prevent CDCR from performing a review of the program that allows for the early release of terminally ill or medically incapacitated inmates along with other possible means of altering the ways in which inmates are housed without unduly increasing the risk to the public.*

The inescapable conclusion is that Corrections needs to set and manage strategic objectives under an imperative that ties action plans to one or more root problems. Targeted outcomes, measurable results, and due diligence to ensure corrective follow through must become the norm for managing this process—the only way to do this is through a structured system of accountability, such as the one proposed here.

All of the studies noted take pains to emphasize that reforming the system will take time. *Thus, the whole notion of realignment must contemplate how to compartmentalize services within the context of strategic initiatives to manage the process.* Sustained leadership and support from the seat of both state and local government will be essential if the kind of change one hopes to see is to indeed occur. The purpose of this prospectus is to suggest a cohesive and repeatable model to achieve this end-in-mind.

## Two-Pronged Approach

To-date, a progressive scheme designed to remediate systemic deficits, ramp up productivity, and gradually tighten up accountability along the path to realignment has not crystallized—it's late in the game. In a nutshell, this means implementing a streamlined process for setting goals and measuring outcomes to turn things around and keep them heading in the right direction.

A well defined strategic action plan to strengthen California's correctional system directly correlates with the feasibility of realignment. CDCR leaders at the "local level" working collaboratively to set and achieve objectives that target root problems is a centerpiece to moving in this direction. The change process will have to be perceived as real—not something that is here today and gone tomorrow. Additionally, ensuring that the organization is aligned to handle oversight of strategic initiatives is crucial.

A key assumption is that the system will change one victory at a time—nothing succeeds like success. Synergy and transparency must be a real-time part of the mix. As incremental change takes hold, a proportionate sense of accomplishment will build and become the true catalyst for change. No one expects a quick-fix—the journey however needs to begin from inside and grow from there. *Setting a cut-over date for transfer of services from the State to the counties is ill-advised; the model proposed herein contemplates a multi-year, multi-dimensional approach to restructuring parole services.*

Two things will enable this to occur. First, specific expectations spelled out within the framework of a clearly defined process to solidify common direction, will serve to ameliorate cynicism and strengthen resolve—in short, a strategic plan of action. Second, for this change in direction to take root, top leaders within Corrections will need to work collaboratively with local stakeholders to craft the nitty-gritty details in terms of implementation—they must own the process and be personally committed to seeing it through.

As with all organizations at the cross-road to change, the higher one's rank the greater their responsibility to work within their circle of influence to achieve the greater good; the burden here rests with every individual leader, to include Union leaders, whose considerable influence is of paramount importance in the big scheme of things insofar as realignment and reorganization are concerned.

Not everything in this proposal will go down easy—in truth, the direction suggested boils down to little more than an idea whose time has come. The sheer weight of things to come will drive change. The challenge at this point is to seek the counsel of practitioners and leaders who know their business, chart a course that confronts reality, and then get on with the task at hand. The model that follows is a springboard to discussion.

## Strategic Action Model

A fluid planning model for setting and measuring strategic objectives with continuity and accountability built-in is central to the proposals that follow—it is also ground-zero for realignment. This approach focuses squarely on stewardship under the watchful eye of institutional governance teams led by the Wardens, Superintendents and Regional Administrators, as they seek to implement strategic initiatives under their purview.

The four interrelated initiatives that will make this work are: ***Problem Solving, Service Delivery, Standards of Conduct, and Internal Leadership***—together, they can become the catalyst for change.

This proposal has two parts – first is a counter proposal to the existing parolee “realignment” proposal. This “first” proposal will do the following:

- Change the way the Department of Adult Parole Operations operates, and the manner in which parolees are supervised;
- Reallocate parole agents by deploying state-of-the-art high-tech monitoring systems;
- Provide funding which will both help the counties deal more effectively with parolees, and also return substantial savings to the General Fund;
- Help parolees obtain necessary job skills to convert them from tax-users to taxpayers.

The “second” proposal deals with both short term and long term modifications to the California Department of Corrections and Rehabilitations, using defined management practices coupled with cost saving measures to support and sustain “realignment” by addressing systemic impediments to a workable system.

### Parole Realignment Proposal (Part I)

Building and managing a process that joins momentum with a renewable sense of direction is essential for realignment to work. Looking ahead, providing a measure of flexibility to overcome obstacles still-to-come is critical. Resources, service demands, and other yet-to-be identified contingencies will continue to evolve; recognizing this is inextricably linked with collaborative state and local oversight of parole and rehabilitation.

The four *strategic objectives* within the *Problem Solving Initiative* that immediately follows make up a counter proposal to the existing parolee “realignment” proposal. Together, these objectives would also become part of the overall action plan for Corrections when combined with the strategic objectives contained in part II.

## Problem Solving Initiative

*Action plans targeting systemic obstacles and collaborative solutions to restructuring California’s system of parole and rehabilitation.*

Objective	Lead Contact	Timing & Projections	Status
<p><b>1.</b> Implement a model “<b>Inside-Outside</b>” vocational training / life skills program for inmates who will parole within 180 days and include a multi-faceted prospectus to reduce recidivism. Encompass at least 10 training skill-sets which can be utilized in conjunction with area employers to place trained parolees. Recommend: 1) ways to use intermediate sanctions—i.e. good-time credits and other early release incentives/provisions, for certain low-risk offenders serving less than one year in prison, and 2) incentives for inmates who complete training. Include a mechanism to track overall results.</p>	<p>As assigned by facility.</p>	<p>Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.</p>	<p>New project. Local area network of service providers to be established at the outset.</p>

### **Narrative description: status, forecast, assumptions, etc:**

Rehabilitation is by definition linked to reducing recidivism, the key to reducing prison population and operating costs. A quantifiable, institution-by-institution reduction in recidivism is the goal. Wardens hold the key to this reduction. By providing training in a few carefully selected vocational skill-sets, inmates will parole and seamlessly join an ongoing class with a local adult education agency in the county to which they will parole.

- **There is no need to reinvent the wheel; model programs and preexisting materials can be used to get the ball rolling.**  
*The real need here is to give the Secretary the absolute authority to make necessary changes. The paradigm shift suggested in this report is a huge change—and change is never easy, particularly in Corrections where rules and fixed procedures are by necessity the norm. It will need to be nuanced under a flexible but orchestrated and steady approach that provides a period of adjustment as change evolves. Many community partners are poised to help.*
- **Parolees would receive “outside” job training and complete course work started when they were still inside.**  
*Under ideal conditions, a parolee would have started a vocational career which consisted of a classroom segment (inside) and a hands-on segment (outside). Each segment is designed to mesh seamlessly with the other no matter where in California the inmate paroled.*
- **Once they complete the outside segment of the training, parolees will receive assistance in obtaining a job and will be carefully tracked to mitigate the likelihood of failure.**  
*In fact, this assistance will start while they are still inside, as local employers in the county to which they will parole will be continually surveyed and contacted for job opening in all parolee-appropriate careers. Every effort will be made to pair-up the parolee and a prospective employer as early as possible.*
- **Many county vocational training providers offer Federal training grants (PELL) through the US Department of Education, which will help with funding for parolee’s living expenses.**
- **Parolee Reporting Centers (PRC) would be opened in industrial park settings in larger counties, operated in conjunction with local authorities and vocational education providers.**
- **Social and family services would also be provided.**
- **These facilities would be funded through CDCR savings, but would be operated and controlled by local authorities.**

Objective	Lead Contact	Timing & Projections	Status
<p><b>2.</b> Prepare a plan which provides for a collaborative venture between CDCR and an adult vocational education provider (school district). The plan will entail the two parties jointly operating a <u>Parolee Day Reporting Center (PDRC)</u> with parole staff provided by CDCR and instructional staff provided by the school district. Draw from participants in the “Inside-Outside” program as a feeder-pool.</p> <p>Estimate savings from reduced overhead and personnel costs once programs are fully operational, and recommend cash incentives to local authorities relative to daily attendance and preventing recidivism.</p>	<p>Wardens, Superintendents, and Director of Release/Rehabilitative Services.</p>	<p>Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.</p>	<p>New project.</p>

**Narrative description: status, forecast, assumptions, etc:**

Creating a parole model built around reducing recidivism by training inmates then paroling them to finish training on the outside within an industry-designed framework, will steadily reduce recidivism. Working with outside adult vocational training partners, along with a Parole Board that takes a no-nonsense approach to requiring inmates to start pre-release job training, complete it once released, and then get a livable wage job, must be part of the mix. Accrued cost savings will enable CDCR to reduce overall expenditures and redirect resources proportionate with risk assessment; i.e. parolees at large and high-risk categories of parolees. It will also allow the State to incentivize the program to strengthen local support.

- **Appropriate Parolees would be placed on a GPS tracked ankle monitor or wristlet. This system would be monitored by CDCR employees statewide on a 24/7/365 basis from a CDCR Parolee Data Center.**  
*Not all parolees would be appropriate for GPS monitoring. A simple and full pre-release assessment tool will be used to evaluate the parolee’s situation. A stable family, an evaluation of their specific criminal and incarceration history, a job, a serious commitment to vocational and life skills training could demonstrate, coupled with input from local law enforcement (pre-release) that GPS monitoring will not be necessary, or that it will **be very necessary**.*
- **Access to this real-time system would also be provided to local law enforcement.**  
*The point is to make this a collaborative venture to enhance the flow of information at the local level, thereby creating something of an integrated safety net.*
- **Participants would report to this same center via authenticated phone identification at mandated intervals.**  
*Knowledgeable parole agents will maintain a case load—monitoring will shift to take full advantage of available technology. Use of the pre-release assessment tool will dictate an ever-changing and individualized list of questions to update the parolee’s history. This format will also be used to provide the parolee with further instructions. Failure to place the call puts the parolee at risk of violation, or the imposition of more stringent monitoring and/or parole limitations. Parole agents may of course direct face-to-face contact on a case-by-case basis as they deem appropriate.*
- **Participants would be tested for drugs and alcohol at local contract labs. THC (marijuana) testing would be included.**  
*THC is a “gateway” drug, and its use by ex-offenders cannot be tolerated. A “dirty” test places the parolee at risk of violation, or the imposition of more stringent monitoring and/or parole limitations.*
- **Existing parole offices would be scaled back as Parolee Data Centers become fully operational.**  
*Most Parole Offices will be closed and a majority of parole agent positions phased out. Annual savings should first be earmarked to fund each of the parole realignment objectives identified herein and otherwise be returned to the General Fund.*

- **High-control parolees would be continued on parole agent field caseloads.**  
*Parole agent positions proportionate in number to need must be retained to; a) apprehend parolees at large b) supervise 290 and high-control parolee caseloads, and c) work in concert with local law enforcement to manage their respective caseloads.*
- **Establish “industry roundtables” in each county to ensure that the training curriculum matches employer needs.**  
*A local steering committee comprised of adult education professions, area employers and EDD representatives should meet at least monthly to ensure that parolees are being trained in skills which match the actual and documented need in the particular county, and that employers are taking advantage of any and all benefits of this “Hire an Ex-Offender” program (including federal tax breaks).*
- **Establish a public safety oversight group in each county to ensure that Sheriffs, Police Chiefs, Chief Probation Officers, and District Attorneys are stakeholders.** *Item #1, foregoing indicates that “a stable family, an evaluation of specific criminal and incarceration history, a job, a serious commitment to vocational and life skills training could demonstrate, coupled with input from local law enforcement (pre-release), that GPS monitoring may not be necessary, or that it will be **very necessary**.” Having local oversight groups in each county which meet at least monthly, will help ensure that tight control over parolees is retained by the group upon whom will fall law enforcement oversight. A total and well organized oversight group will be critical to keeping control of this population.*

Objective	Lead Contact	Timing & Projections	Status
<p><b>3.</b> Structure and fund (from accrued savings) an interagency Federal, State and local law enforcement/prosecutorial joint task-force initiative at the county level to mitigate the adverse impact from high-risk parolees reoffending. Evaluate model programs and present a draft prospectus responsive to the needs and resources of the particular locale.</p>	<p>Wardens, Superintendents, and Director of Adult Parole Operations.</p>	<p>Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.</p>	<p>New project.</p>
<p><b>Narrative description: status, forecast, assumptions, etc:</b> This is largely an intelligence/evidence based venture that focuses on best practices and promising strategies insofar as both enforcement and prevention are concerned relative to managing the high-risk parolee factor. The sum of the parts is greater than the whole. Cultivating effective government and interagency relations is one key to getting things done. Technology, grant funding, parolee orientation and oversight, information exchange, and collaborative enforcement/prosecutorial strategies all come into play.</p>			

Objective	Lead Contact	Timing & Projections	Status
<p><b>4.</b> Evaluate existing CDCR programs that are designed to allow parole agents to work smarter and thereby increase efficiency; recommend whether to keep, modify or abandon the respective programs and the reason(s) for same. Include representative input from concerned community and industry stakeholders.</p> <p>Include a conceptual model to expand the use of GPS monitors, with an emphasis on the first year of parole and conditions precedent to removal of such monitors for individual parolees; address infrastructure and labor issues.</p>	<p>Director of Adult Parole Operations.</p>	<p>Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.</p>	<p>New project.</p>
<p><b>Narrative description: status, forecast, assumptions, etc:</b>  This project signals a direction that contemplates today’s challenges and provides practitioners with a venue to address them. It asks why some programs work while others fail, and seeks a distillation of best practices. For example, a detailed analysis of the Non Revocable Parole (NRP) program, including how inmates are assessed for eligibility, outlining NRP’s strong and weak points is anticipated. Plans as submitted will be “triaged” for best practices and the most promising strategies. A draft master plan will be presented to HQ Executive Staff. The Secretary will determine the utility of a central plan for uniform implementation.</p>			

## Reformation Proposal (Part II)

The jumping-off point on the journey toward systemic reformation is for each facility or regional subdivision to set and track priority strategic objectives. Once complete, these initiatives will, in effect, comprise a “business plan” for the respective facility or region. The aim is to achieve continuity, but at the same time, deal within a realistic framework that contemplates issues at the local level. An introduction to each facility or regional subdivision sets the stage.

### Introduction

- I. Describe the staffing structure and scope of operations within the facility / region;
- II. Identify any requirements, standards or key factors that influence strategic direction;
- III. Explain whether and how the strategic objectives set by the facility / region may collaterally impact other parts of the system.

## Problem Solving Initiative

*Action plans targeting intra-agency, systemic impediments to restructuring California's system of corrections, parole, and rehabilitation.*

Objective	Lead Contact	Timing & Projections	Status
<p><b>1.</b> Recurring and special reports by the State Office of Inspector General (OIG) contain specific findings on administrative and operational deficiencies and make recommendations for corrective action Department wide. Review the latest and most current of these reports and put together a corrective action plan as it pertains to your facility / region. Include an audit tool to ensure follow through and ongoing oversight.</p>	As assigned by facility / region	Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.	New project.

**Narrative description: status, forecast, assumptions, etc:**

For example, previous OIG reports have found that: all officers assigned to an armed post had not demonstrated quarterly weapons proficiency, required annual reports on recidivism and biannual program reviews were untimely, a continuous quality improvement program for in-prison substance abuse programs was not implemented, policies regarding restricted program wards and their time allowed outside of their rooms were not developed by Juvenile Justice, and that deficiencies in medical care are routinely reported with little or no corrective follow through.

Objective	Lead Contact	Timing & Projections	Status
<p><b>2.</b> Audit assaults on staff for prior 2-year period to determine causative factors, preemptive measures, and associated costs. Compile findings within a draft training prospectus and present same to executive staff. Include quantifiable measures for before and after assessment.</p>	As assigned by facility / region.	Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.	New project.

**Narrative description: status, forecast, assumptions, etc:**

Assaults on staff are a continual problem; overtime, workers compensation, disability expenses and a reduction in the number of available officers are collateral impacts. This preemptive strategy should reduce frequency of occurrence, mitigate staff injuries, and reduce costs in rough proportion to a reduction in the number of incidents.

Objective	Lead Contact	Timing & Projections	Status
<p><b>3.</b> Audit loss-data from claims specific to the facility / region for the prior 5-year period. Assess causation / trends and prepare a prospectus for preemptive strategies and a mechanism for ongoing oversight and reporting.</p>	<p>Wardens, Superintendents, and Director of Adult Parole Operations.</p>	<p>Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.</p>	<p>New project.</p>
<p><b>Narrative description: status, forecast, assumptions, etc:</b>  Fixing a problem by definition entails having a grasp of what the problem is. High-risk scenarios are inherent in corrections. The aim of this project is to preempt or mitigate adverse occurrences and outcomes by modifying the behavioral element in the equation. From a risk management standpoint, administrators need a firm grasp of where things stand relative to claims arising within their area of responsibility.</p>			

Objective	Lead Contact	Timing & Projections	Status
<p><b>4.</b> Develop a prospectus to reduce the costs of medical care, with an emphasis on inmates with high medical costs. Include a review of existing programs, i.e. early release of terminally ill or medically incapacitated inmates, and other possible means of altering procedures to reduce costs without unduly jeopardizing public safety. Analyze the cost-effectiveness of telemedicine.</p>	<p>As assigned by facility.</p>	<p>Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.</p>	<p>New project.</p>
<p><b>Narrative description: status, forecast, assumptions, etc:</b>  Starting this project at the facility level is a management strategy meant to take advantage of synergy. The folks who work day-in and day-out in their respective facilities know the system better than anyone. Viable strategies that surface via this project can in many instances be replicated system-wide. The long-term goal is to remediate receivership provisions through a constitutionally balanced marriage of medical services and costs.</p>			

[ End of Problem Solving Initiative ]

## Service Delivery Initiative

*Action plans initiated to optimize staffing and infrastructure for delivering cost-effective services through each facility and within each region.*

Objective	Lead Contact	Timing & Projections	Status
<p><b>1.</b> Implement a two-step process to effect a net reduction in overall operating costs consistent with the Governor's directive</p> <p><b>Step one</b>-Reorganize the Department pursuant to a streamlined administrative model to be designed by the Office of the Secretary.</p> <p><b>Step two</b>-Prioritize a list of budget reduction measures. Include an implementation plan for each strategy that addresses contingency operations and any conditions precedent to achieving the respective measures. Include an assessment of specific inmate characteristics or institutional nuances that exacerbate costs and identify how changes in operations would influence expenditures.</p>	<p>Step one: Secretary/Chief Administrative Officer</p> <p>Step two: Wardens, Superintendents, and Director of Adult Parole Operations.</p>	Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.	New project.

**Narrative description: status, forecast, assumptions, etc:**

Any and all off-sets to mitigate degradation of services are to be evaluated, and line-level staffing within the institutions is a operational priority. Strategies can and should contemplate immediate steps as well as actions that are to be phased in or accomplished through attrition. A central assumption is that the final composite plan from the Secretary's office will encompass a multi-faceted, multi-year approach, but that reorganization of the Department will begin forthwith.

Objective	Lead Contact	Timing & Projections	Status
<p><b>2.</b> Audit inmate grievances / incidents to evaluate causative factors, and recommend potential remedial strategies to mitigate and reduce adverse consequences.</p>	As assigned by facility.	Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.	New project. Design audit template and present same to executive staff

**Narrative description: status, forecast, assumptions, etc:**

While you can't please everyone all of the time, an ounce of prevention is worth a pound of cure. In all likelihood, certain policies, procedures and/or operational guidelines can be reaffirmed, modified, or instituted to help mitigate the time, expense, and risk exposure associated with inmate grievances and incidents. In-service training should be considered and recommended as deemed appropriate.

Objective	Lead Contact	Timing & Projections	Status
<p><b>3.</b> Design and implement a contraband intervention audit tool to evaluate the effectiveness of policy, procedure, and practice relative to staffing, deployment, use of technology and other preemptive measures.</p>	<p>As assigned by facility.</p>	<p>Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.</p>	<p>New project. Fluid, ongoing project focusing on safety and security.</p>
<p><b>Narrative description: status, forecast, assumptions, etc:</b>  From cell phones to “shanks” to drugs and a myriad of other substances and materials, contraband is a never ending problem inside the institution. A key assumption is that the best predictor of future behavior is past behavior. The aim here is to keep and refine what works and encourage other new and promising preemptive measures that fall into “thinking outside the box.” For example contraband cell phones on prison grounds are a serious problem. This project will examine the feasibility of administrative (FCC) and/or legislative remedial strategies via applied technology to mitigate or resolve this growing problem.</p>			

Objective	Lead Contact	Timing & Projections	Status
<p><b>4.</b> Audit whether the level of custody staffing meets institutional needs and project the extent to which staff will be afforded the opportunity to use accrued leave. Include a calculation of the annual increase or decrease in liability for leave balances of custody staff and estimate the annual cost of leave balances likely to be paid for retiring custody staff. Make recommendations to mitigate these expenditures and draft a policy to ensure ongoing oversight.</p>	<p>As assigned by facility.</p>	<p>Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.</p>	<p>New project.</p>
<p><b>Narrative description: status, forecast, assumptions, etc:</b>  The use of accrued leave and the reduction of overtime are important, as CDCR is expected to achieve a measurable reduction in operational cost. Staff morale is likewise important to CDCR, and the implications of compelled overtime for extended periods has obvious negative repercussions from an employee wellness standpoint.</p>			

Objective	Lead Contact	Timing & Projections	Status
<p><b>5.</b> Critically examine the viability of independent medical care delivery (in whole or in part) as proposed by the federal receiver for prison health care services. Cite best practices, identify conditions precedent to moving in this direction, and craft an implementation prospectus to the extent deemed feasible.</p>	<p>Medical Services Director</p> <p>Chief Administrative Officer</p>	<p>Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.</p>	<p>New project.</p>
<p><b>Narrative description: status, forecast, assumptions, etc:</b>            Medical receiverships are costly and diminish public confidence in CDCR as a responsible law enforcement agency. There are a myriad of custody issues that must be contemplated with this project. A realistic game plan would by definition be collaborative and probably incremental in terms of scope of coverage. The whole idea is to think outside the box and get the best minds in the business working on the problem.</p>			

[ End of Service Delivery Initiative ]

<p><b>Standards &amp; Conduct Initiative</b></p>			
<p><i>Action plans to support and perpetuate the organization's vision, mission and values as the standards for conducting business.</i></p>			
Objective	Lead Contact	Timing & Projections	Status
<p><b>1.</b> Work with the OIG Bureau of Independent Review and CDCR Office of Internal Investigations to create a 3-year profile of complaints and discipline. Assess same for patterns, trends, and disparate discipline and develop recurring in-service training for supervisors and managers to mitigate adverse actions, bring consistency to discipline, and solidify standards and expectations.</p>	<p>As assigned by facility / region.</p>	<p>Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.</p>	<p>New project. Assemble Data; Develop draft <i>prospectus</i> and present to executive staff</p>

<p><b>Narrative description: status, forecast, assumptions, etc:</b>  The focus here is to be proactive rather than reactive in terms of channeling behavior in a productive fashion. A key assumption is that virtually everyone in the system will benefit from spending more time on CDCR's primary mission and less time investigating misconduct and dealing with its aftermath. Collateral costs should decrease in rough proportion to a reduction to the number of complaints and adverse actions.</p>			
Objective	Lead Contact	Timing & Projections	Status
<p><b>2.</b> Audit in-service awards / commendations (formal and informal) for the same 3-year period to assess whether the level of recognition encourages behavior consistent with CDCR's mission, vision and values and a standard of excellence.</p>	<p>As assigned by facility / region.</p>	<p>Target completion within 60-day time frame.</p>	<p>New project. Present findings to executive staff.</p>
<p><b>Narrative description: status, forecast, assumptions, etc:</b>  Rewarding the kind of behavior you want to see more of is a basic tenet of leadership; it is also regrettably one of the most often overlooked. Cultivating a shared expectation of meritorious recognition will encourage a culture of higher standards and adherence to professional tenets.</p>			

Objective	Lead Contact	Timing & Projections	Status
<p><b>3.</b> Develop entry-level and in-service curriculum using anecdotal scenarios, case law and SPB decisions to familiarize staff with expectations relative to on and off-duty conduct as it relates to their status as CDCR employees.</p>	<p>As assigned by facility / region.</p>	<p>Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.</p>	<p>New project. Identify OIG legal liaison for research and consultation.</p>
<p><b>Narrative description: status, forecast, assumptions, etc:</b>  Ambiguity leads to chaos. The point of this training is to reaffirm the notion that peace officers and those who work in a law enforcement setting are held to a higher standard of conduct. The impact of this endeavor will be to raise the professional standards bar and hopefully preempt and mitigate adverse actions.</p>			

Objective	Lead Contact	Timing & Projections	Status
<p><b>4.</b> Develop a prospectus to weave pragmatic and ongoing line-level staff development into the fabric of day-to-day operations, with an emphasis on professional standards, knowledge of the job and performance expectations. Recommend a way to incorporate this material into the hiring process and basic training as a means to strengthen the workforce.</p>	<p>As assigned by facility / region.</p>	<p>Present prospectus to executive staff within 30 days.</p>	<p>New project.</p>
<p><b>Narrative description: status, forecast, assumptions, etc:</b>  Pay attention to the small things, and the big things can often be avoided or mitigated. Staff recognize when their leaders care enough to help them help themselves; that is what this project is about. Briefings and other small, informal gatherings are an idea setting for this to occur. It is also about taking care at the outset to hire personnel who mesh with the future of the organization. Standards will incrementally be advanced, and both the organization and the individuals who work for CDCR will benefit. This project centers on organizational culture and its importance in the scheme of things.</p>			

[ End of Standards & Conduct Initiative ]

<p><b>Leadership Initiative</b></p>			
<p><i>Action plans designed to cultivate a shared expectation of exemplary leadership performance within each facility and region Department-wide..</i></p>			
Objective	Lead Contact	Timing & Projections	Status
<p><b>1.</b> Evaluate best practices and model leadership programs with an emphasis on correctional services, as a precursor to designing an in-house program.</p>	<p>As assigned by facility / region.</p>	<p>Present findings to executive staff at 60-day mark.</p>	<p>New project.</p>
<p><b>Narrative description: status, forecast, assumptions, etc:</b>  The assumption here is that creating a solid framework for an in-service leaders program will enhance its viability. A collateral benefit will be creating a network of resources (both inside and outside the organization) for exchange of information and professional consultation.</p>			

Objective	Lead Contact	Timing & Projections	Status
<p><b>2.</b> Design an in-house leadership development program built around core competencies specifically tailored to leadership and supervisory needs within the institution / region. Present first block of instruction in draft to executive staff.</p>	<p>As assigned by facility / region.</p>	<p>Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.</p>	<p>New project.</p>
<p><b>Narrative description: status, forecast, assumptions, etc:</b>            Creating a set of shared leadership expectations is vital to the success of any organization. That is the central focus of this on-going project. Ensuring that policy is clearly articulated and uniformly followed is a central element in this objective. Steps include: Select representative planning group; Design process for defining core competencies; and Draft the first block of instruction. The overarching goal is to create a standard of excellence that permeates the institution / region.</p>			

Objective	Lead Contact	Timing & Projections	Status
<p><b>3.</b> Integrate professional development opportunities for supervisors, managers and administrators.</p>	<p>Wardens, Superintendents, and Director of Adult Parole Operations.</p>	<p>This is an ongoing, fluid project. Updates are due consistent with the annual calendar of recurring events.</p>	<p>New project.</p>
<p><b>Narrative description: status, forecast, assumptions, etc:</b>            Investing in an organization’s leaders just makes good sense. Opportunities will present themselves in varying ways. The idea is to create a culture wherein staff development is encouraged in the interest of making CDCR a stronger and increasingly professional organization. Fundamental supervision, management and specialized training are within the purview of this objective.</p>			

Objective	Lead Contact	Timing & Projections	Status
<p><b>4.</b> Work collaboratively with the State of California Bureau of Audits to develop an institution / regional internal audit control program that targets efficiency &amp; effectiveness.</p>	<p>As assigned by facility / region.</p>	<p>Describe 30, 60, 90... day way-marks, projected status at each juncture, and target completion date.</p>	<p>New project.</p>
<p><b>Narrative description: status, forecast, assumptions, etc:</b>            Internal audits will encourage an atmosphere of checks and balances and continual assessment of the central question, “how can we work smarter?” Strategies generated by internal audit programs that prove successful in this regard can be exported to others similarly situated within the larger CDCR system. The steps here include: Identify liaison contact with the Bureau of Audits; Develop a draft internal audit prospectus.</p>			

## Recurring Calendar of Events

- October-November: Each facility / region begins work on its strategic objectives for the coming year.
- December: Each facility / region presents its draft strategic objectives in a joint workshop.
- January: Each facility / region presents their strategic objectives for the coming year.
- Once finalized, each set of strategic objectives will become a fluid “business plan.”
- July: Each facility / region presents a mid-year progress report; any course corrections can occur at this juncture.
- January: Each facility / region presents a year-end report on their strategic objectives.
- The Strategic Objectives, Midyear Reports, and Year-end Reports should be published on the Agency web-page.

## Organizational Structure

The strategic planning process suggested in this prospectus begs a critical assessment of whether the organization is aligned to accommodate such change. An enabling structure to support intra-agency strategic initiatives is imperative, since together, these initiatives represent a bridge to the future.

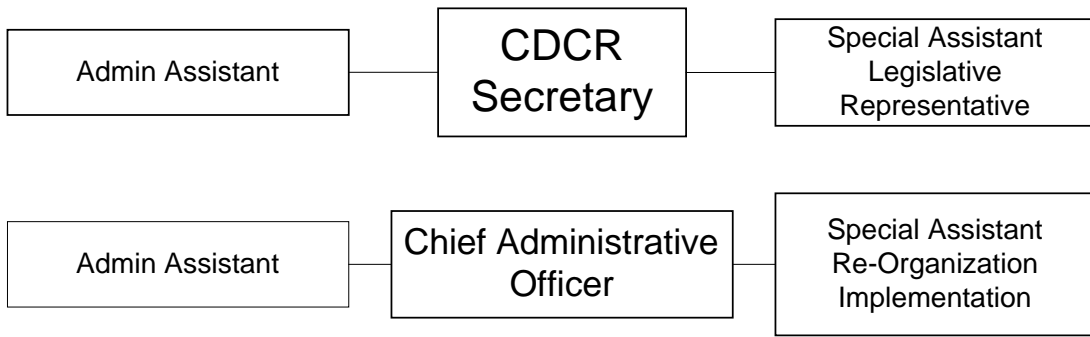
Current cost-cutting measures suggest that a substantial reduction in top-level administrative positions and corollary support resources will likely follow. All present divisions and subdivisions will no doubt be examined and either folded in under a compressed structure, reduced in size, combined with another unit or eliminated altogether. Functions not directly related and essential to **“Custody Operations”** or **“Release and Rehabilitative Services”** may well be viewed with an eye toward elimination.

Ultimately, reducing recidivism is the key to cutting prison costs. Thus, the State has an ongoing facilitative role to fill, since by definition, reducing recidivism entails an inside-outside process. With the areas for improvement noted, the custody side of the house can evolve with changing circumstances to meet the “inside” half of the equation in terms of vocational and life skills training for inmates prior to their release from custody.

Parole operations will be a tougher nut to crack. Historically, parole officers have largely functioned in a reactive mode; when a parolee steps out of bounds, officers are there to violate that individual’s parole and return him or her to custody. Performance benchmarks within parole are mostly based on traditional norms for law enforcement; until now, working collaboratively with other community-based and industry stakeholders to keep parolees *out of custody* has not been a top priority. Reversing this paradigm will take a focused and sustained effort from the top-down.

The organizational model that follows is designed with a three-fold purpose: 1. Reduce overall operating costs, 2. Strengthen and streamline administrative oversight and accountability for the various strategic initiatives, and 3. Prioritize reducing California’s crippling rate of recidivism. Once again, the purpose here is to provide a springboard to discussion.

Each of the proposed “Director” positions is substantively linked to ensuring accountability insofar as the overall strategic direction of the Department it concerned. This means that each Director must be intimately familiar with the strategic objectives under their purview, and have working knowledge of the rest. Every journey begins with a single step—this one is no exception.

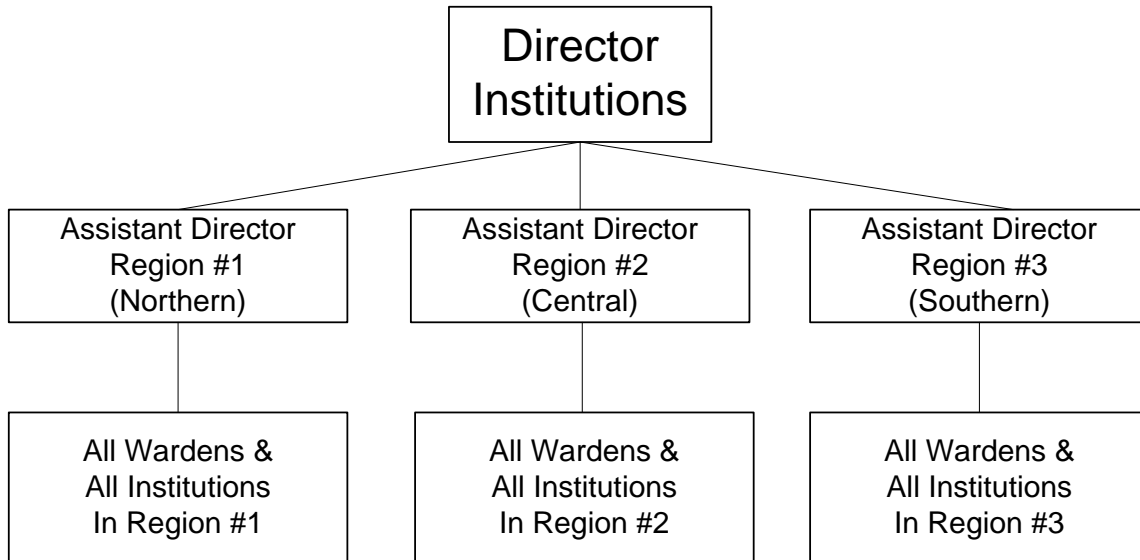


**Secretary**

The Secretary is appointed by the Governor and confirmed by the Senate Rules Committee. The Special Assistant to the Secretary will deal with the critical role of legislative liaison with an emphasis on unraveling regulatory and sentencing impediments to a fully functioning and effective system.

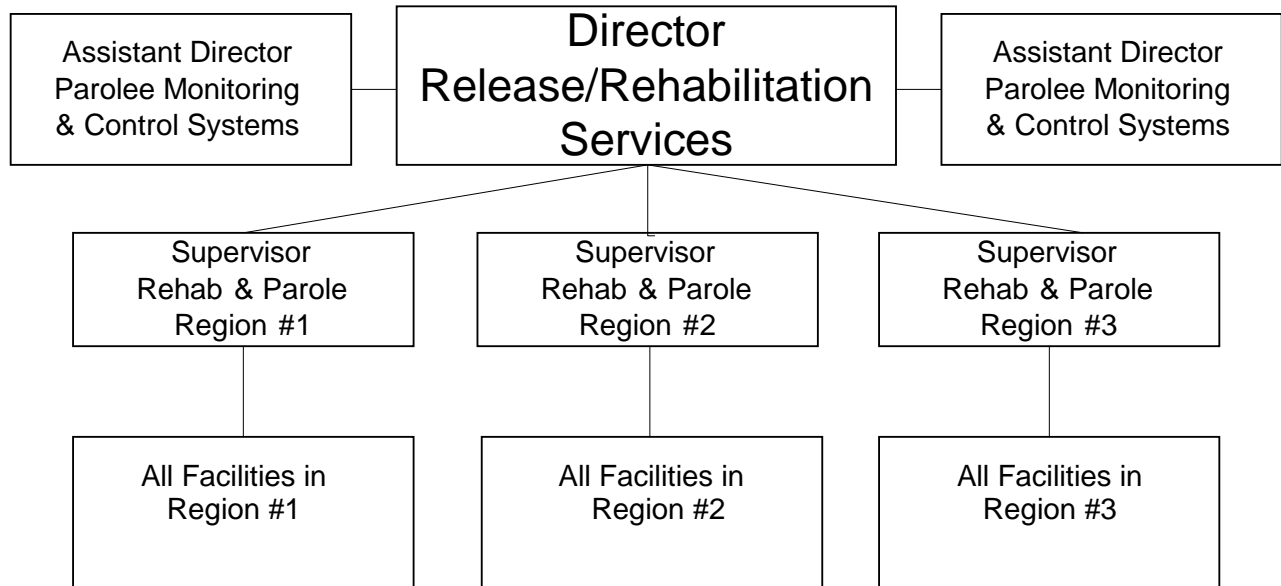
**Chief Administrative Officer**

The Chief Administrative Officer (CAO) should be appointed by the Secretary with the approval of the Governor to ensure compatibility and accountability. The CAO supervises the Directors and is the keeper of the Department’s *strategic plan*. The Special Assistant to the CAO will be responsible for planning, organizing, directing and controlling activities and timetables associated with reorganization of the Department.



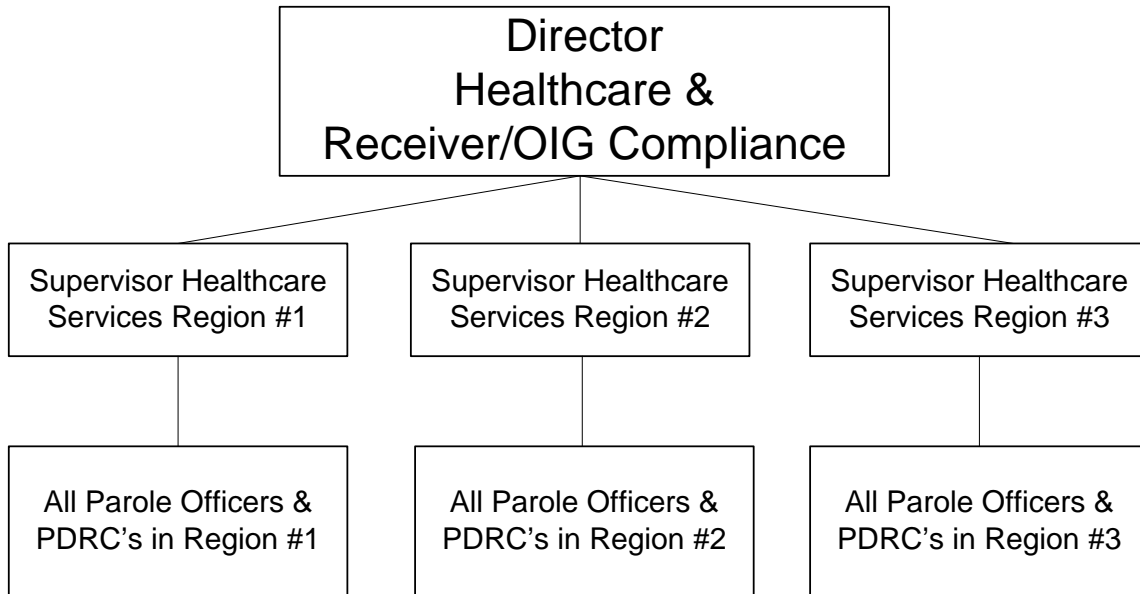
**Director, Institutions**

This position oversees all adult institutions and custody operations / investigations which are split into three regions. This position is fully accountable for all functions within these institutions and the performance of all subordinate staff including the Wardens. Each institution should have one Warden and one Deputy Warden, with other Warden positions eliminated absent compelling justification for an interim extension.



**Director; Release/Rehabilitation Services**

This position replaces the former Director of Adult Parole Operations. All parole functions, Parole Day Reporting Centers (PDRC) and all post-release rehabilitation functions report to this position. Additionally, this position will be tasked with working in concert with the Director of Institutions to help coordinate pre-release vocational training and re-entry preparation to ensure functional integration of the “inside-outside” program.



**Director, Healthcare OIG/Receiver Compliance**

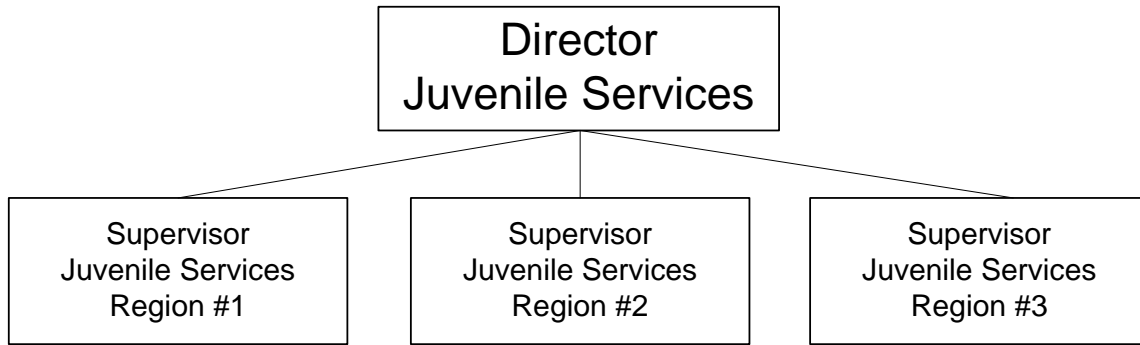
This position will initiate and track corrective action when deficiencies in healthcare services are reported by the Office of the Inspector General, and serves in an ombudsman capacity to identify and resolve issues of inefficiency and waste in terms of duplicative services, lack of oversight, and role ambiguity between CDCR and the Medical Receiver. The impetus here is to proactively address deficiencies, working to dissolve the Federal Court Receivership which costs California taxpayers millions of dollars each year.



**Director, Law Enforcement & Government Liaison**

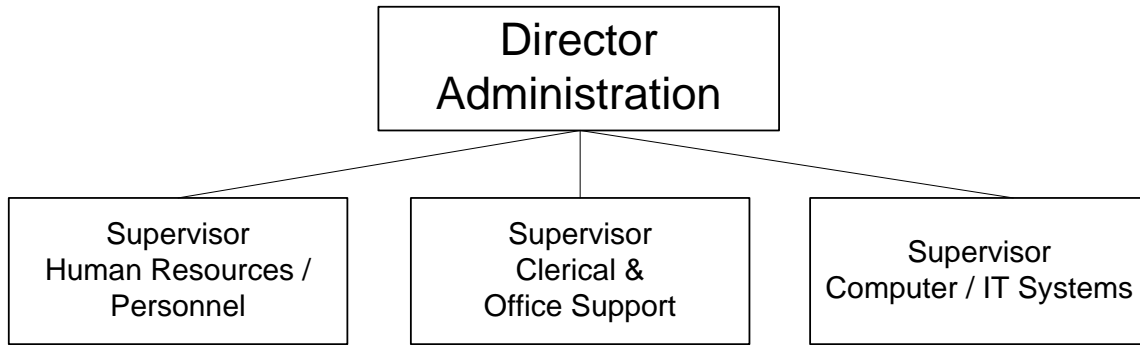
This position will supervise the Office of Correctional Safety, interact with local law enforcement, community leaders and the media to assess the impact of CDCR’s various strategic initiatives, and will serve as a conduit to CDCR administrators so that concerns are resolved quickly and efficiently. Intimate working knowledge of the Department’s strategic planning process and initiatives is required.

The kind of goodwill and community relations required to advance CDCR’s public safety mission won’t happen by accident. With limited resources, deposits at the front end to spot issues and initiate preemptive action is a sound investment. This position interfaces with the respective facility or regional administrators and public information officers and should structure its administrative reporting to reflect this collaborative interchange.



**Director, Juvenile Services**

This position assumes responsibility for all functions related to Juvenile Justice, and engages a continuing assessment of how “reinventing government” may work to enhance juvenile services. Specifically, there is growing focus around the role of local authorities in addressing juvenile issues within the broader communities served. CDCR is clearly a stakeholder here and needs to play a material role to the extent that substantive dialogue along these lines emerges. This position also serves in a liaison capacity to facilitate collaborative solutions when State, local, and community stakeholders share common concerns and interests related to juvenile justice.



**Director, Administration**

This position oversees all administrative, budgetary, clerical, and support activities across the Department. Being, “penny wise and pound foolish” relative to the administrative end of things can be a “rightsizing” trap for the unwary if staffing for this vital function precipitously drops so as to threaten the wheels of business that must turn in order for anything else to get done.

## Summary

The model set forth herein is meant to be static in terms of administration but flexible with respect to designing remedial strategies responsive to localized needs—the whole point is to build a functional framework and fill in the essential pieces.

Ultimately, the process itself will dictate expectations as the system begins to change from within. Unequivocal direction from the top, and dogged determination to stay the course, are essential in order for this model to work. Looking ahead, the single-most important ingredient to perpetuating renewal and change is creating a framework capable of being adapted to the road ahead.

The truth is that cynicism fueled by current economic realities and a well-founded belief that good policy and good politics don't always mix well, runs deep. Aside from this, pending litigation concerning California's prison population may significantly influence the future course of events. Should a large-scale release of inmates be ordered pursuant to judicial mandate, the current system will simply be overrun—one way or the other, something has to change.

No claim of perfection is made in the design or content of this proposal. Governor Brown has asked that all ideas be brought forward—that is its purpose. Suffice to say, the devil is in the details. Nor should the framework outlined herein be construed in any fashion as an indictment of the committed men and women who step forward day-in and day-out to administer and carry out Correction's mission. We owe them a debt of gratitude for doing a tough and often thankless job. Indeed, the things that need fixing have been decades in the making, and in many ways, reflect broader social issues beyond the reach of Corrections.

## Recommendation

- Resolution of support for the tenets of parole realignment as proposed and conveyance of same to State officials.

Respectfully submitted:

Lee Dean, Inspector General, Sacramento County

## **Advisory Panel**

Thoughtful deliberation by the below-listed advisory panel members made this report possible. Their expertise and insights into how state and local government works and how this squares with the prospect of “realignment” was invaluable. For their unselfish willingness to serve, the Sacramento County Office of Inspector General extends to these dedicated individuals its heartfelt thanks.

Larry Bowler, Former California State Assemblyman 1992-1998; Sacramento County Sheriff’s Lieutenant ret.

Glen Craig, Former Sacramento County Sheriff; California Highway Patrol Commissioner; Director, Dept of Justice, Division of Law Enforcement.

Jim Hyde, PhD, Chief of Police Antioch California, ret.

John McGinness, Former Sacramento County Sheriff.

Robert Presley, Former California State Senator; Chairman of the Youthful Offender Parole Board; Secretary of the Youth and Adult Correctional Agency.

Vern Speirs, Former Sacramento County Chief Probation Officer.

Kirk Williams, Twin Rivers Adult School Principal, Twin Rivers Unified School District.

**Glen Craig**  
Sacramento County Inspector General's Office  
Parole "Realignment" Advisory Panel Chairperson

March 22, 2011

Honorable Chair and Members of the Sacramento County Board of Supervisors:

All of us have had long and varied careers in law enforcement, politics and/or academia. At some point in our careers, we have all had contact with ex-offenders.

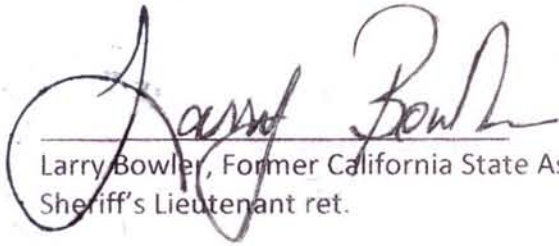
We have all been impressed by one thing – ex-offenders who return to our communities from state prison have a 70% recidivism rate. When they recidivate, they commit a new crime, or engage in prohibited conduct – either way, they place a burden on our local law enforcement resources, and make our streets and neighborhoods less safe.

California's correctional system is quite literally stretched to the breaking point. Fundamental change aimed squarely at preventing future criminality by parolees returning to our communities is no longer an option. A collaborative approach in which State and local authorities build upon proven strategies to achieve this end-in-mind is an idea whose time has come.

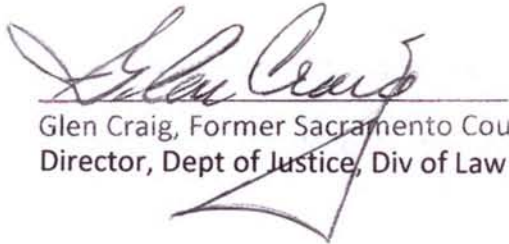
Starting the rehabilitation process while parolees are still inmates, through current and accurate vocational and life skills training, has proven its worth in helping to break the cycle of recidivism. Creating a safety net for this investment to take root on the outside so that parolees can become self sustaining, or to ensure rapid intervention if they fail to do so, is an obvious step that has long been neglected under our present system.

As stated in the main document, **"Central to this proposal is the imposition of more efficient and less costly state-of-the-art monitoring systems, and resulting savings to fund a collaborative model in which the State retains a central facilitative role while working in concert with local government to proactively manage the parolee contingent and bring down California's staggering 70% recidivism rate. While economic realities are driving this shift, notions of equal justice argue just as compellingly that the revolving prison door must be tethered."**

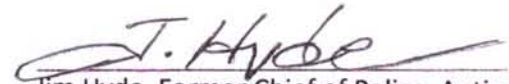
Sacramento County's Inspector General has prepared a thoughtful plan and blueprint to help California in this time of both economic and social need. We fully endorse this plan because frankly, it just makes an abundance of sense given the totality of circumstances which California faces. No one has all the answers, but enough is enough. We urge sure and decisive action to chart a new course—under your leadership, the journey can begin.



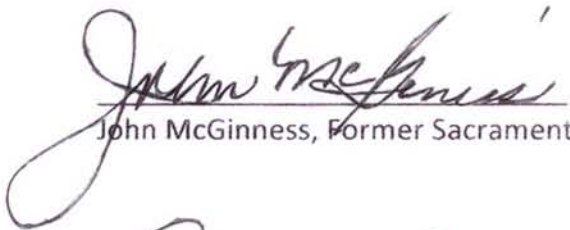
Larry Bowler, Former California State Assemblyman 1992-1998, Sacramento County Sheriff's Lieutenant ret.



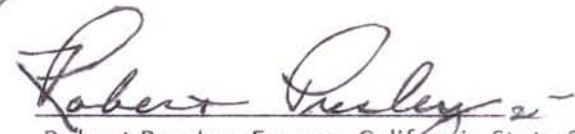
Glen Craig, Former Sacramento County Sheriff, California Highway Patrol Commissioner Director, Dept of Justice, Div of Law Enforcement.



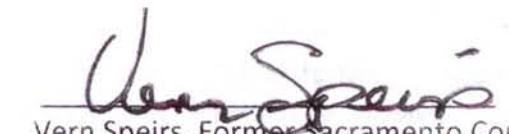
Jim Hyde, Former Chief of Police, Antioch California



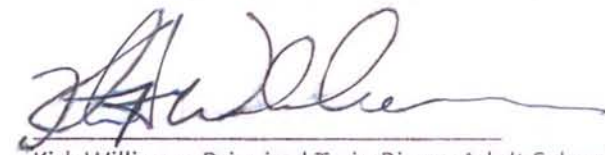
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Kirk Williams, Principal Twin Rivers Adult School- Twin Rivers Unified School District.



OFFICE OF  
INSPECTOR GENERAL

SACRAMENTO COUNTY

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Inspector General  
LEE DEAN

March 31, 2011

Secretary Matthew Cate  
Department of Corrections and Rehabilitation  
1515 S Street, Suite 502S  
Sacramento, CA 95811

Dear Secretary Cate,

You recently spoke with former Sacramento County Sheriff Glen Craig in his capacity as chairperson for a parole realignment advisory panel that joined forces with my office in preparing a counter proposal to the current plan. You asked to review a copy of the proposal; the document is posted at [www.inspectorgeneral.saccounty.net](http://www.inspectorgeneral.saccounty.net).

This proposal responds to Governor Brown's call for any and all suggestions to address the State's spiraling budget deficit. Specifically, it targets the much-talked about proposal to "realign" responsibility for supervision of certain parolees to the counties and their local probation departments.

There is virtually no argument that business as usual is a losing battle. Thus, this proposal comes in the form of a collaborative overture to address one significant piece of the puzzle; parole realignment. It was put together by folks whose years of service in State and local government command a large measure of respect. Change is not optional—the only question is how to go about realigning the system in order to:

- Squarely confront budget deficits;
- Build goodwill with local agencies and law enforcement;
- Create a viable funding stream;
- Allow parole realignment to evolve in a controlled and manageable fashion;
- Adhere to the maxim, "do no harm" within the communities served;
- Address systemic reform issues;

Office of the Secretary  
California Department of Corrections and Rehabilitation  
March 31, 2011

- Establish concrete objectives and measurable outcomes;
- Check inequities and the likelihood of disparate impact between and among California's 58 diverse counties.

A viable multi-year strategy is vital to avoid the dangerous, slippery-slope which parole realignment can easily become if there is a rush to simply make it happen, and local municipalities are left to deal with the consequences. While the totality of every twist and turn is impossible to anticipate, the paradigm of "local control" emerging from a solid partnership between Corrections and the communities served is paramount.

A progressive scheme designed to remediate systemic deficits, ramp up productivity, and gradually tighten up accountability will give realignment the best chance of success. Central to this proposal is the imposition of more efficient and less costly state-of-the-art monitoring systems, and resulting savings to fund a collaborative model in which the State retains a central facilitative role while working in concert with local government to manage the parolee contingent and proactively bring down California's staggering 70% recidivism rate—it is simply a strategy whose time has come. Should some 40,000 additional prisoners be released by court order, the current system will likely fold.

In closing, I offer this thought—opening the door to a collaborative venture would almost assuredly bring a response proportionate to need. At least with respect to parole realignment, this proposal represents precisely that. As such, I hope that you will broadly circulate this document to constituents seeking to stay afloat, to ascertain whether a willing spirit exists to work in concert with your agency to help them achieve that end. I'm betting that what comes back will be uplifting.

Sincerely,



Lee Dean  
Inspector General, Sacramento County



**County of Sacramento  
Board of Supervisors**

Phillip R. Serna, District 1

Jimmie Yee, District 2

Susan Peters, District 3

Roberta MacGlashan, District 4

Don Nottoli, District 5

**Interim County Executive  
Steve Szalay**

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