

Challenges in Corrections

1986-87



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Challenges in Corrections
California Department of Corrections
1986-87 Annual Report

STATE OF CALIFORNIA
Governor George Deukmejian

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A Message from the Governor



Protecting our citizens from crime and violence is the fundamental obligation of any civil society. As Governor, nothing is more important to me than getting criminals off the streets and behind bars where they belong. The California Department of Corrections has been entrusted with this very important role in protecting the public.

Tougher laws and more severe penalties are resulting in an increase in the number of felons committed to the custody of corrections. As a result, overcrowding in our nation's largest state prison system has reached record levels. Hardworking Corrections employees who manage more than 67,000 inmates and parole populations exceeding 42,000 should be saluted for their dedicated contribution to public safety.

During the last fiscal year, California continued with the most massive prison building program ever undertaken. Not only did we add to existing prisons, but we built and opened the first all new California prisons in more than 20 years: Avenal State Prison in Kings County and Mule Creek State Prison in Amador County. Two other new prisons, Richard J. Donovan Correctional Facility in San Diego County and Northern California Womens Facility in San Joaquin County, were ready for occupancy but had their openings delayed until prisons in Los Angeles County were finally sited. Groundbreakings were held for more new prisons: California State Prison, Corcoran in Kings County, Pelican Bay State Prison in Del Norte County and Chuckawalla Valley State Prison in Riverside County.

In addition, services have been expanded and several innovative community programs have been established to assist the increasing number of parolees during the critical period when they return to society.

I would like to recognize and commend all employees of California's largest law enforcement agency. I am confident that Corrections will continue to meet the challenge of making our state safer and a better place for all of our people.

A handwritten signature in cursive script that reads "George Deukmejian". The signature is written in dark ink and is positioned above the printed name.

GEORGE DEUKMEJIAN
Governor of California

A Message from the Director

At the close of the 1986-87 fiscal year, the California Department of Corrections had a total of 111,975 inmates and parolees under the supervision of 21,245 employees.

We constructed new prison beds, bringing the total built under Governor George Deukmejian's unprecedented program to 13,528.

But the numbers don't tell the Corrections story. Behind each statistic is a team of hardworking staff members.

We are dedicated to public protection at CDC. We are committed to running solid correctional programs that provide offenders with the opportunity for a successful return to society.

To accomplish these objectives, our front-line employees must receive due credit for managing facilities overcrowded to 173% of capacity, for directing a caseload of parolees that has grown by 17% in just the past year and for providing support services where impossible deadlines are routinely rendered possible.

We have met the challenges of recent years. We are preparing innovations to meet the challenges in future years. Corrections has begun field trials of "house arrest" systems to cut the costs of returning low-risk parole violators to prison. We will try alcohol and drug diversion programs to keep carefully screened parolees out of prison.

Our innovations extend to the prison-building program. The voters, in approving three bond issues, have mandated a continuing construction effort. As the first round of building ends and the second begins, we are studying better and more efficient methods of constructing and staffing new prisons.

We at Corrections are proud to be serving the public well.



James Rowland
JAMES ROWLAND
Director of Corrections.

Thank you . . .

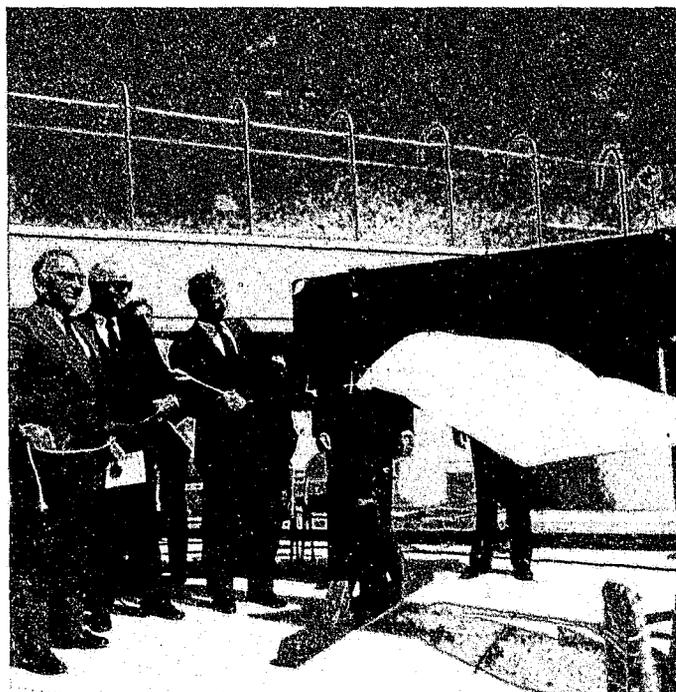
Thank you for your interest in the California Department of Corrections. The 1986-87 Annual Report summarizes the major activities and programs of the Department. Corrections is a rapidly changing and expanding department. For more complete information or updates on statistical figures, call the Communications Office at (916) 445-4950.

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Prison Building: Recent History

- 1977 Legislature rejects Brown administration \$94.2 million construction plan. Uniform Determinate Sentencing Act takes effect.
- 1978 \$7.6 million approved for site evaluation and planning. Legislative efforts to approve \$100 million for construction fail.
- 1979 Renewed legislative efforts for prison construction funds fail.
- 1980 Legislation authorizes construction of facilities to house 1,000 more inmates at Tehachapi.
- 1981 Legislation authorizes San Diego prison.
- 1982 May—Construction begins on Southern Maximum Security Complex.
June—Voters approve first prison construction bond issue, \$495 million. Legislature authorizes LA, Riverside, Northern California Women's Facility and Folsom.
- 1983 July—First major legislative appropriation. September—Legislature approves Vacaville, San Diego and camp expansion. Avenal and Ione authorized. Construction begins on renovation at California Men's Colony-West.
- 1984 Groundbreakings:
January—Vacaville
November—New Folsom
- Openings:
June—California Medical Facility, Modular Unit
California Men's Colony renovation
July—San Quentin, Modular Unit
August—California Medical Facility—South
September—Camp Vallecito
June—Voters approve second bond issue, \$300 million
- 1985 Groundbreakings:
May—San Diego
September—Camp Bautista
November—California Correctional Center, 500-bed addition
California Correctional Institution, 500-bed addition
Sierra Conservation Center, 500-bed addition
December—Ione
Stockton
Avenal



The Southern Maximum Security Complex is the first maximum security prison opened in California in over a century.

Openings:

- June—California Correctional Center, Modular Unit
July—San Quentin, Modular Unit
September—Camp Ishi
October—Southern Maximum Security Complex

December—Prison population reaches 50,000, doubling in less than 5 years. As of 12-31-85, facilities to house more than 12,542 inmates under construction—more than exist in 39 states. Facilities to house 3,720 inmates completed and occupied.

- 1986 Groundbreakings:
August—Camp Salt Creek
September—Camp Gabilan
Corcoran
California Institution for Women, Security Housing Unit

Openings:

March—Camp Rainbow
August—California Correctional Institution,
500-bed addition
September—Camp Alder
October—New Folsom
December—Camp Bautista

1987 Groundbreakings:

March—Del Norte
Riverside
September—(Projected) Camps Sugar Pine,
Trinity River, Delta and Modoc

Openings:

January—Avenal
February—Camp McCain Valley
March—Sierra Conservation Center, 500-bed
addition
California Correctional Center, 500-bed
addition

April—Camp Salt Creek

June—Ione

California Institution for Women, Security
Housing Unit

July—Stockton

San Diego

August—(Projected) Camp Gabilan

1988 (Projected)

Openings:

January—Corcoran

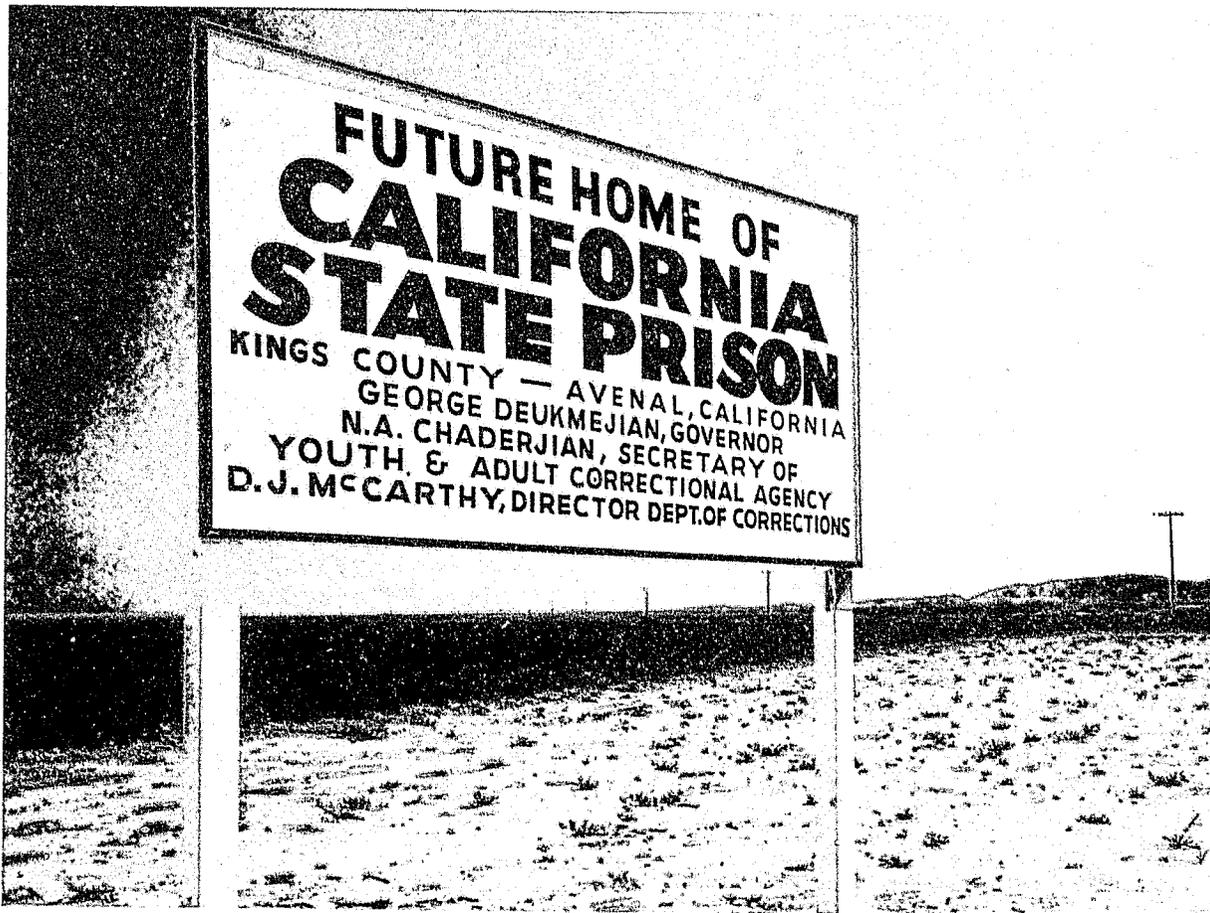
March—Camps Sugar Pine, Trinity River,
Delta and Modoc

May—Riverside

1989 (Projected)

Opening:

May—Del Norte



*The new facilities
are in various
stages of
construction.*

Prison Construction

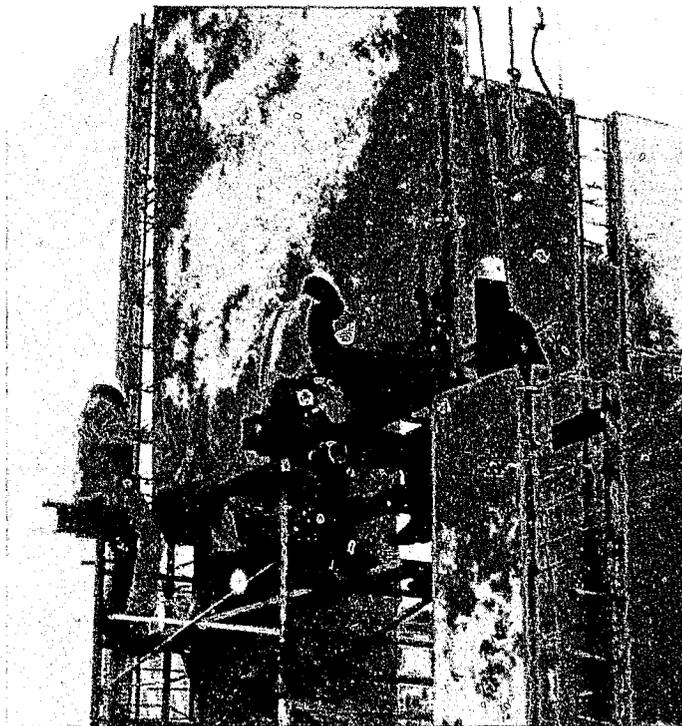
To alleviate overcrowding, the CDC Division of Planning and Construction has 11 new prison facilities and six new conservation camps planned for construction during the next four years. Our needs are constantly being reassessed to determine if we can build more facilities or develop new programs which provide security but stretch the state's building dollars.

The multi-phased planning, design and construction methodologies being used save a great deal of time and money during the construction. These innovative phased design and construction methods will be used on almost all projects.

By constantly examining, refining and adapting prototypical designs to better meet the needs of the program, nearly \$100 million has been saved on such projects as San Diego, California Medical Facility-South and California State Prison-Kings County (Avenal).

In the last two years, Corrections has approached the half-way point in its major prison construction program. The remaining 1,200 beds at California Medical Facility-South and 1,000 beds at the Southern Maximum Security Complex opened in 1985-86. New prisons at Stockton (women's), Folsom and San Diego are completed. Portions of Avenal and Ione are opened and occupied. The Security Housing Unit at California Institution for Women, the 900-bed expansion at California Men's Colony, and 1,000 modular unit beds, added to ease overcrowding, are fully occupied. Also completed are three 500-bed additions to Sierra Conservation Center, California Correctional Center, and California Correctional Institution. Construction is finished at camps Bautista, Vallecito, Ishi, Alder, Rainbow and Klein. Also finished is the Return to Custody (RTC) Center at La Honda and part of the RTC facility in Tulare County.

The 2,916-bed, multi-security-level institution at Corcoran is under construction, as are the institutions in Del Norte and Riverside counties. Additional beds are being built at Avenal and Ione. Construction is progressing at camps Alder Springs and Modoc, and more beds are being added to camps Salt Creek, McCain and Gabilan. Another RTC facility is being prepared for occupancy in Shasta County, and 2 more are near the start of construction. By the end of FY 1986-87, 13,528 new beds had been added to the CDC system.



The use of pre-fabricated walls is one of the elements of our new building program that decreases the time needed to build a prison.

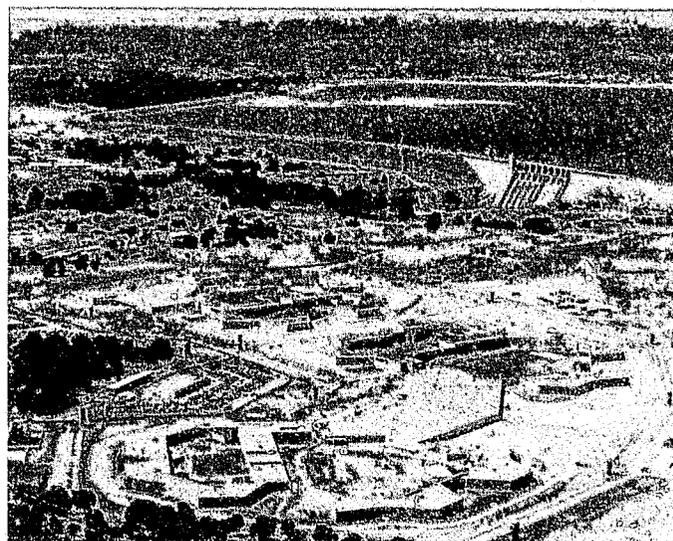
CDC is continuing to search for new sites to expand our program in order to keep pace with our population projections. The counties of Madera, Kern, Imperial, Inyo/Mono, Fresno, Siskiyou and Merced are under consideration.

Corrections established an emergency overcrowding plan in mid-1985 to provide temporary beds while construction continues. This step was prompted by an average weekly gain of about 155 inmates that began in January of 1985. This is twice the rate that projections had anticipated.

In September of 1985, the Legislature appropriated \$3.5 million to fund emergency modifications to many of our existing institutions. This was in addition to \$2 million previously appropriated in the budget for the same purpose. The majority of these temporary beds are obtained by converting classrooms, gyms, warehouses, and other program areas into housing. Trailers replace the appropriated program space.

CDC obtained approval in November of 1986 for a \$500 million construction bond issue and legislative approval for \$300 million in lease/purchase funds to complete the massive 26,000-bed prison building effort.

In order to deal with overcrowding in the future, Corrections is studying the expansion of existing and planned prisons, as well as the possibility of building a facility to house inmates with terms of less than one year.



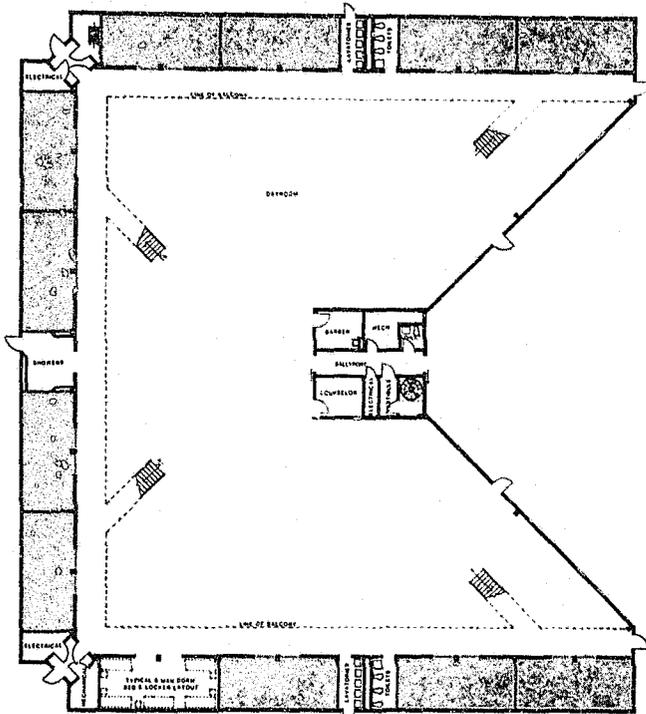
Inmates occupied the new maximum-security facility at Folsom only 2 years after construction began on the \$154.1 million project.

Prototype Building Plans

Recognizing that it would be impractical to start from scratch on each of the 14 new prisons called for in the Governor's 1985 Long Range Plan, the Department's Planning and Construction Division set about designing prototypical building plans. These designs for housing units are being used more than 140 times in the new building program.

The single occupancy cell building is the latest in security facility designs for Level III (higher medium security) inmates. All areas of the unit are visible from the central control station, where an officer is always on duty. There is also a floor officer in the central dayroom during the day and evening. When the inmates are in their cells for the night, the floor staffing changes to one officer for every three buildings.

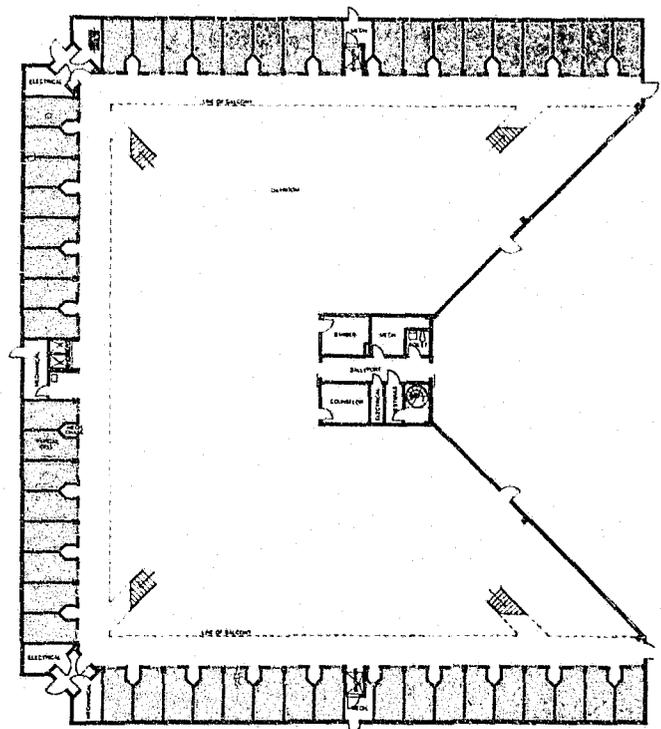
In the Level II (lower medium security) version of the housing unit, some interior walls are removed to make room for 5-, 8- and 9-person dormitories. With this design, the frame and shell are the same as in the single cell unit, but the interior is modified. The dormitories cost less to construct because they have fewer interior walls, plumbing and electrical fixtures and less security hardware. Also more inmates can be housed in the same space, so fewer units must be built for Level II inmates.



LEVEL II HOUSING UNIT—LOWER FLOOR

 Dormitory areas
house five to nine
inmates

 Separate cells house
one or two inmates



LEVEL III HOUSING UNIT—LOWER FLOOR

California Prison Construction

PRISON PROJECTS UNDERWAY IN 1986-87

PROJECT	LEVEL	SIZE	COST	FIRST OCCUPANCY
Avenal	II	3,034 beds	161.4 million	1-87
Ione	III	1,700 beds	139.8 million	6-87
Corcoran	I, II, SHU	2,916 beds	260.1 million	1-88
Riverside	II	2,000 beds	133.2 million	5-88
Del Norte	IV, SHU	2,280 beds	232.6 million	5-89
TOTAL		11,930 beds	927.1 million	

PRISON BEDS COMPLETED 13,528 as of June 30, 1987

1,204	Vacaville, II
1,200	Vacaville, III
1,000	Modular Units, I & II
900	San Luis Obispo, II
1,000	Tehachapi, IV
500	Tehachapi, III
500	Susanville, III
500	Jamestown, III
100	Frontera, Security Housing Unit (SHU)
400	Stockton, multi-level
2,200	San Diego, III
1,728	Folsom, IV
970	Avenal, II
500	Ione, III
670	Camps, I
156	Return To Custody Centers

UNDER CONSTRUCTION 11,075 as of June 30, 1987

2,280	Del Norte, IV and SHU
2,000	Riverside, II
2,916	Corcoran, I, III and SHU
2,064	Avenal, II
1,200	Ione, III
340	Camps, I
275	Return to Custody Centers

PLANNED 2,660 as of June 30, 1987

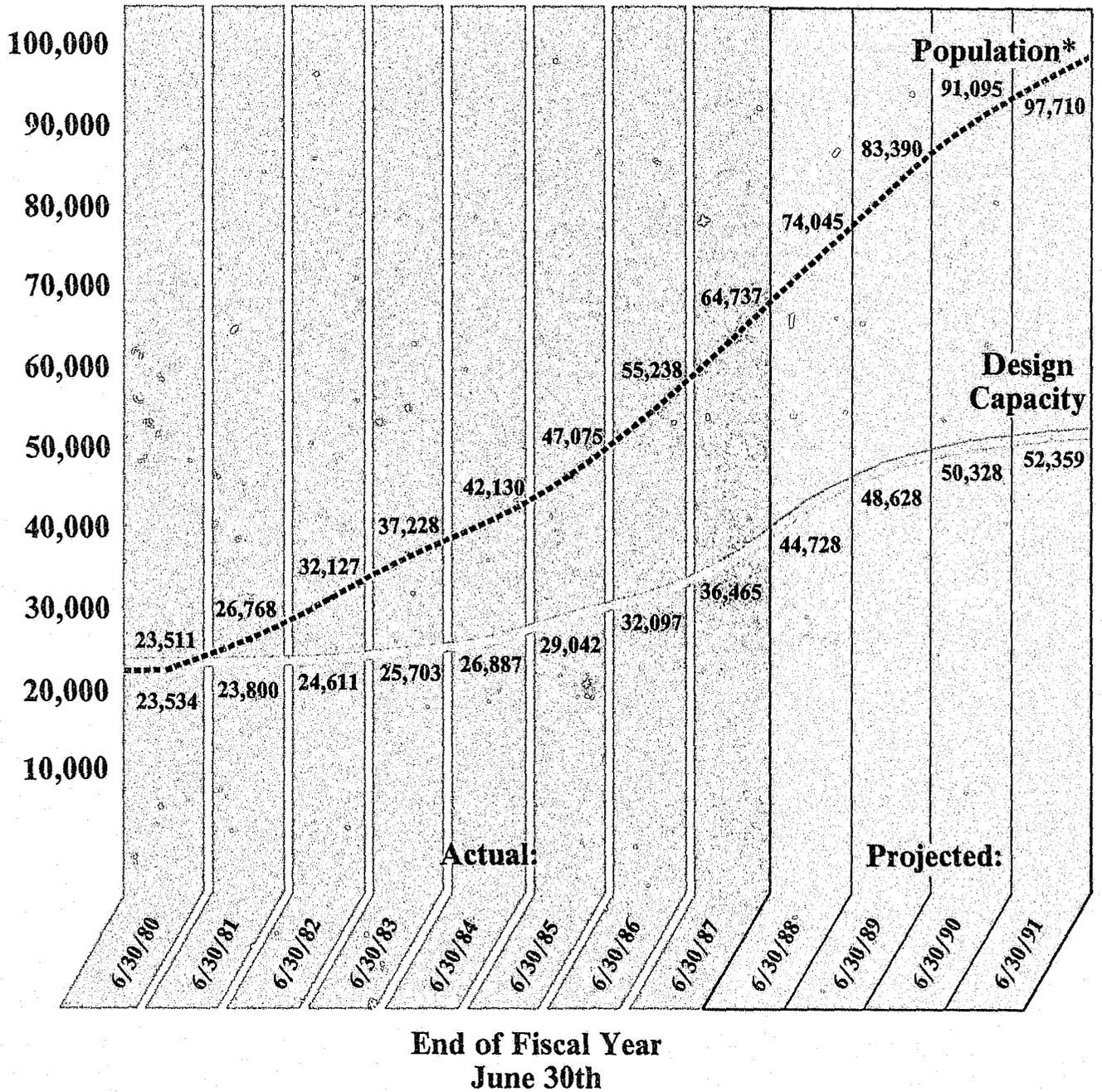
1,770	Los Angeles, Reception
360	Camps, I
530	RTC
50	Restitution Center

COUNTIES CONSIDERING A PRISON

Madera (Women's)
Kern (Wasco and Delano)
Imperial
Inyo/Mono
Fresno (Coalinga)
Siskiyou
Merced (Dos Palos)

GRAND TOTAL: 27,263

ACTUAL AND PROJECTED INSTITUTION POPULATION DESIGN CAPACITY AND OVERCROWDING



*Population on June 30 of each fiscal year

Institutions



California Correctional Facilities

	FACILITY	YEAR OPENED	SECURITY LEVEL(S)	DESIGN CAPACITY	POPULATION*	PERCENT OCCUPIED*	BUDGETED STAFF*
1	California State Prison—San Quentin (SQ) San Quentin, CA 94964 (415) 454-1460	1852	I, II, IV	2,906	2,958	101.8	1,510
2	California State Prison —Folsom Prison Road P.O. Box W Repres, CA 95671 (916) 985-2561	1880 New: 1986	I, IV I, IV	2,260 1,536	3,670 1,871	162.4 121.8	1,055 1,005
3	California Institution for Men (CIM) 14901 Central Ave. P.O. Box 128 Chino, CA 91710 (714) 597-1821	1941	I, II, III	2,778	6,462	232.6	1,510
4	Correctional Training Facility (CTF) Highway 101 N P.O. Box 686 Soledad, CA 93960-0686 (408) 678-3951	1947	I, III	2,885	6,191	214.6	1,495
5	California Institution for Women (CIW) P.O. Box 6000 Corona, CA 91718 (714) 597-1771	1952	I, II, III, IV	926	2,441	205.9	590
6	Deuel Vocational Institution (DVI) 23500 Kasson Road P.O. Box 400 Tracy, CA 95378-0004 (209) 466-8055	1953	I, III	1,506	2,916	193.6	935
7	California Men's Colony (CMC) Highway #1 P.O. Box 8101 San Luis Obispo, CA 93409 (805) 543-2700	1954	I, III	3,859	6,930	179.6	1,540
8	California Correctional Institution (CCI) End of Highway 202 P.O. Box 1031 Tehachapi, CA 93561 (805) 822-4402	1955 SMSC: 1985	I, II, III, SHU IV	1,757 1,000	3,364 1,778	191.5 177.8	620 975
9	California Medical Facility (CMF) 1600 California Dr. P.O. Box 2000 Vacaville, CA 95696-2000 (707) 448-6841	1955 South: 1984	I, II, III II, III	2,326 2,404	4,270 4,049	183.6 168.4	1,505 1,050
10	California Rehabilitation Center (CRC) 5th Street & Western P.O. Box 1841 Norco, CA 91760 (714) 737-2683	1962	II	2,658	4,660	175.3	1,150



EXISTING PRISONS



NEW PRISONS

* As of 6/30/87.

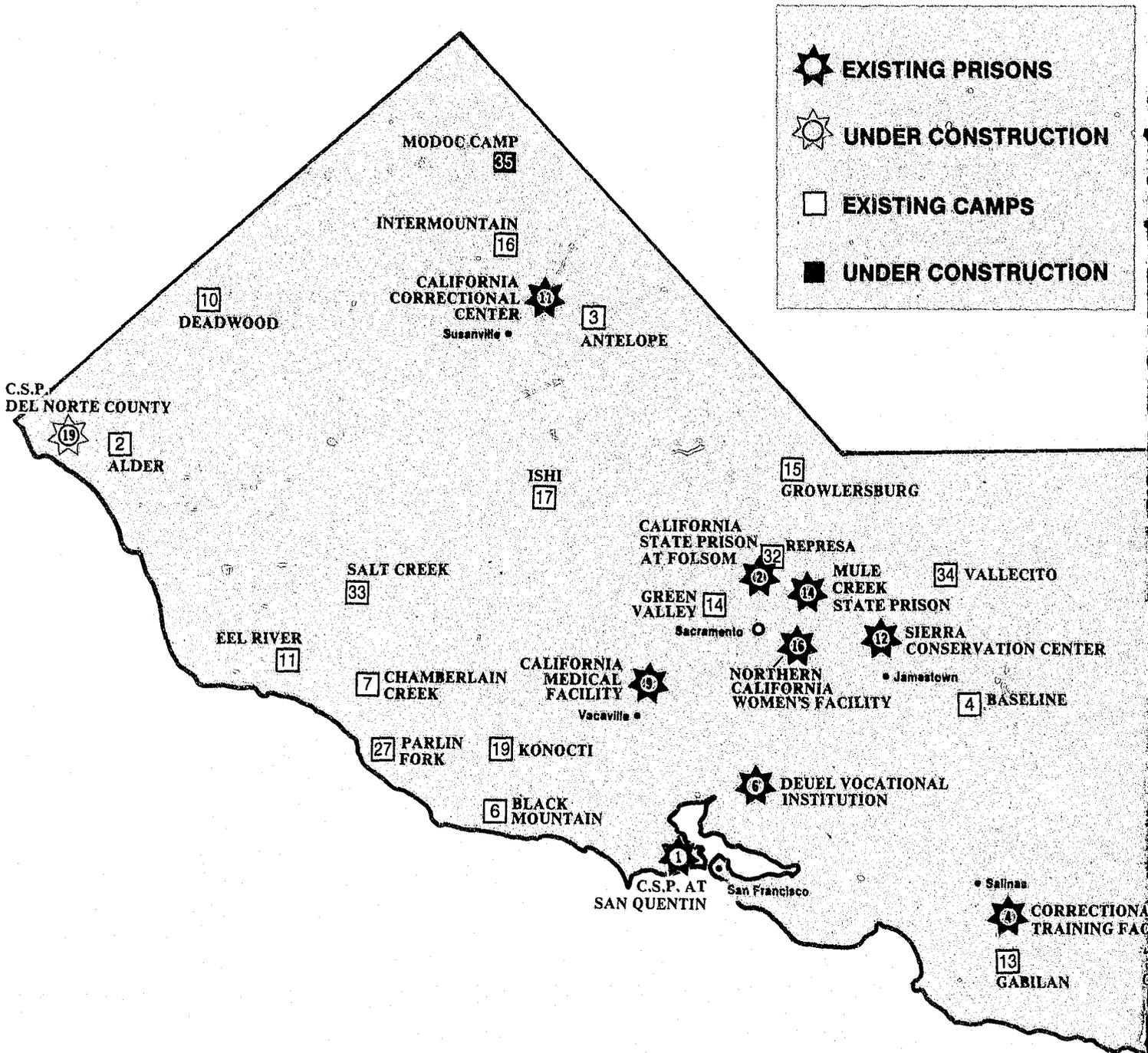


	FACILITY	YEAR OPENED	SECURITY LEVEL(S)	DESIGN CAPACITY	POPULATION*	PERCENT OCCUPIED*	BUDGETED STAFF*
11	California Correctional Center (CCC) 711-045 Center Road P.O. Box 790 Susanville, CA 96130 (916) 257-2181	1963	II, III	1,974	3,587	181.7	990
			Camps: I	1,008	1,098	108.9	
12	Sierra Conservation Center (SCC) 5100 O'Byrnes Ferry Road P.O. Box 497 Jamestown, CA 95327 (209) 984-5291	1965	II, III	1,724	3,655	212.0	990
			Camps I	1,670	1,711	102.5	
13	California State Prison—Avenal 801 San Joaquin St. P.O. Box 8 Avenal, CA 93204 (209) 386-0587	1987	II	960 (3,034 when fully operational)	1,048	109.2	630
14	Mule Creek State Prison—Ione 4001 Highway 104 P.O. Box 409099 Ione, CA 95640 (209) 274-4911	1987	I, III	500 (1,700 when fully operational)	290	58.0	470
15	Richard J. Donovan Correctional Facility at Rock Mountain (DCF) 480 Alta Road San Diego, CA 92179 (619) 690-6500	1987	I, III	2,200			865
16	Northern California Women's Facility (NCWF) 7150 Arch Road P.O. Box 213006 Stockton, CA 95213-9006 (209) 943-1600	1987	II, III	400			170
TOTALS:				36,637	62,949	171.8**	19,055
Under Construction							
17	California State Prison—Corcoran 1002 Dairy Ave. Corcoran, CA 93212 (209) 992-5071	1988 (est)	III	960	1,048	109.2	630
18	California State Prison—Riverside	1988 (est)	I, II	2,000			
19	California State Prison—Del Norte	1989 (est)	I, IV, SHU	2,280			

* As of 6/30/87

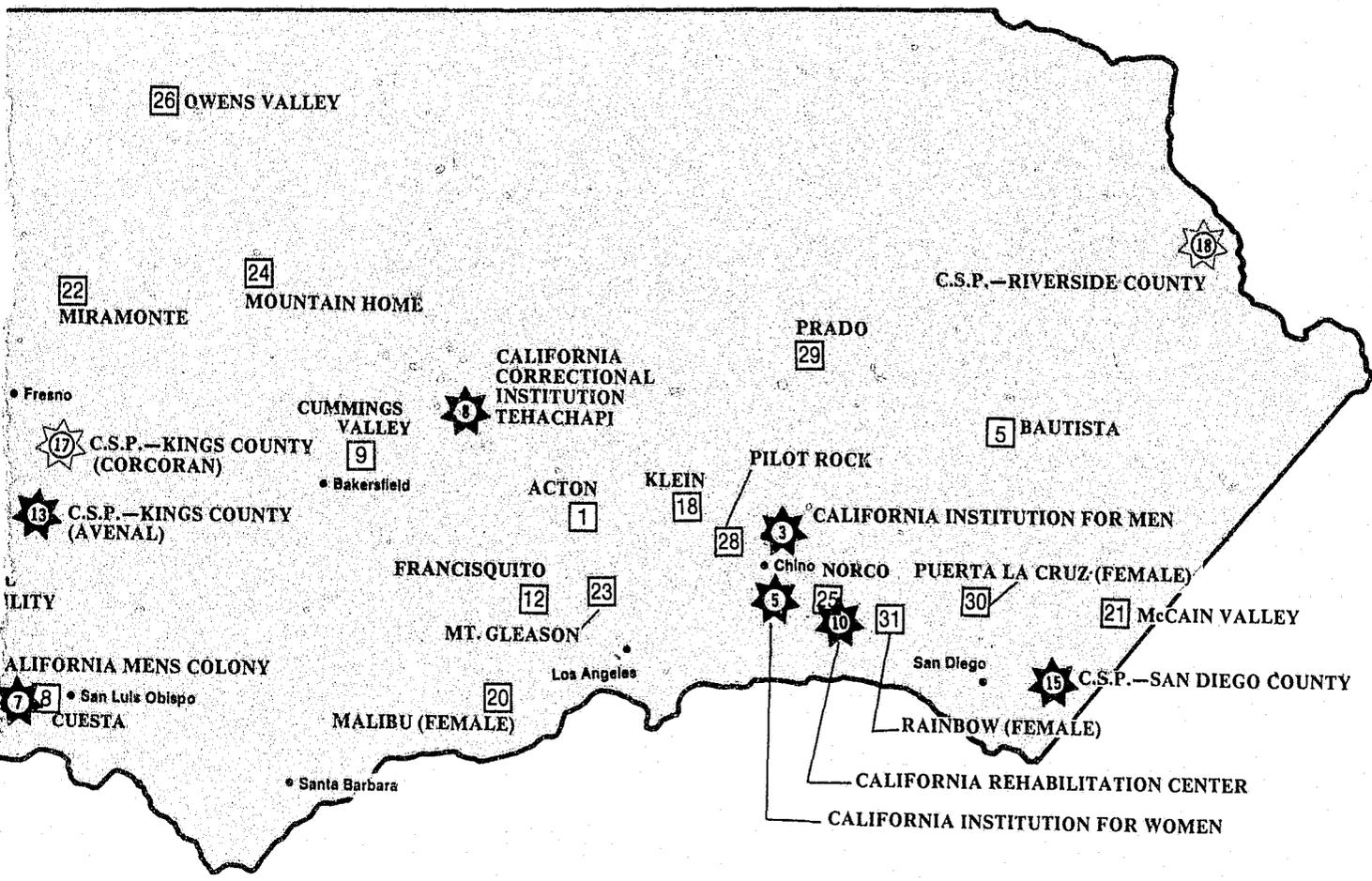
** Does not reflect San Diego or Stockton prisons which were completed but not open on 6/30/87.

- | | | | | |
|--|---------------------|------------------|------------------|-------------------|
| <input type="checkbox"/> EXISTING CAMPS | 1 Acton | 10 Deadwood | 19 Konocti | 28 Pilot Rock |
| <input checked="" type="checkbox"/> UNDER CONSTRUCTION | 2 Alder | 11 Eel River | 20 Malibu | 29 Prado |
| | 3 Antelope | 12 Francisquito | 21 McCain Valley | 30 Puerta La Cruz |
| | 4 Baseline | 13 Gabilan | 22 Miramonte | 31 Rainbow |
| | 5 Bautista | 14 Green Valley | 23 Mount Gleason | 32 Represa |
| | 6 Black Mountain | 15 Growlersburg | 24 Mountain Home | 33 Salt Creek |
| | 7 Chamberlain Creek | 16 Intermountain | 25 Norco | 34 Vallecito |
| | 8 Cuesta | 17 Ishi | 26 Owens Valley | 35 Modoc |
| | 9 Cummings Valley | 18 Klein | 27 Parlin Fork | |



State Prisons Conservation Camps

CALIFORNIA DEPARTMENT OF CORRECTIONS



Institutions

We face the challenge of correctional officers peaceably and productively managing the custody of convicted felons.

The total prison population reached 64,737 inmates on June 30, 1987. The average daily population for 1986 was 54,770. Of the June 30, 1987 population, 52,628 (81.3%) were convicted felons serving a sentence; 10,106 (15.6%) were parole violators; 1,530 (2.4%) were civilly committed under drug addict related statutes; and 473 (0.7%) were county diagnostic and other commitments.

The total number of admissions to California prisons in 1986 was 52,199. Of these, 27,414 were admissions from court; 5,795 were parole violators returning with new felony court commitments to prison; 18,990 were parolees returned for violating parole conditions. The total number of admissions is a 35.2% increase from 1985.

On the average, inmates received sentences of 40.3 months each (1986 data for male felons with sentences of 15 years or less) and served 25.4 months before their first parole. The average time served included about 7.6 months spent in custody before being sent to a state institution.

Approximately one-half of all inmates have been convicted of violent crimes. Property crime convictions are attributed to one-third of the inmates. The remaining portion of the population is incarcerated for narcotics and other miscellaneous convictions. Inmates having no previous jail or prison commitments total 22%.

Approximately 52% of the inmates are 29 years old or younger. Ethnically, 32.5% of the inmates are white, 34.6% are black, 28.3% Mexican-American and 4.6% from other origins. The majority of the inmates (56.9%) have not yet graduated from high school.

Since 1980, inmates and facilities have been classified in four security levels ranging from Level I Minimum Security to Level IV Maximum Security.

The inmate population is comprised of 23.4% Level IV, 20.8% Level III, 18.4% Level II, and 37.4% Level I.

Level I facilities are community facilities, camps and dormitory-type prisons without perimeter controls. Level II units are usually dormitory units with armed perimeters and high fences. Level III facilities are tight perimeter, cell-type units in which inmates are permitted considerable freedom of movement. Level IV institutions are in the maximum security category—tight perimeter, cells, strict controls on movement, and extensive gun coverage.

The custodial classification of inmates is commonly recognized as the core of corrections. It is an ongoing process which determines each inmate's housing in accordance with objective information and criteria as well as individual security and program needs. Inmates are placed in the lowest custody level possible consistent with public safety.

The classification score system provides a standardized evaluation of every inmate's case considerations. Inmates are encouraged to reduce their scores by participating in available programs and meeting institution behavioral expectations.

Inmates are classified upon entrance to the state prison system based on their criminal history, past violent behavior and other characteristics. The classification rating is matched to the inmate and the system. An important feature of the rating system is that the score automatically becomes lower with the passing of time if no serious misbehavior occurs.

This process permits the transfer of inmates from higher custody facilities to those providing increased privileges, movement and programs. Negative inmate behavior will reverse this progression.

Violent inmates, the escape-prone, and those with long criminal records are usually sent to tight security facilities. Non-violent property offenders usually go to minimum security institutions, camps and community facilities. Intermediate institutions handle those who do not require maximum security but who pose too great a threat for minimum security placement.

Inmates are reclassified and their scores revised at least annually. The classification score system also provides the Department with reliable data for use in handling management decisions, future planning and legislative reports.

Overcrowding

The 172% capacity average population for all institutions makes managing inmates, employees and facilities a tough job. (See chart on page 8.)

Overcrowding taxes systems such as laundry, transportation, food service, water, sewage and security.

It not only affects the close company an inmate must keep with others while eating and sleeping, but also affects vital prison programs. Opportunities for academic and vocational education, work programs and recreational time are more limited when prisons are overpopulated. Many of these programs are designed to retrain inmates or ease tensions. Without them the prison environment is less cooperative. With them, inmates sometimes receive the positive influence needed to make their successful return to society more likely.

Why have our prisons become overcrowded so quickly? During the last five years, new laws have increased penalties for offenders, and judges are sentencing almost twice as many felons to prison. In 1976, 18% of all convicted felons went to prison. In 1986, 35% went to state institutions. Minimum sentences have generally been increased so that the Department of Corrections receives more people for a longer period of time. For example, effective January 1, 1982, persons convicted of child molestation are prohibited probation and receive longer sentences. Also, a higher percentage of parole violators are being returned to custody.

Proposition 8, or the Victims' Bill of Rights, was approved by voters in 1982. In effect, Proposition 8 lengthens sentences for an estimated 1,210 felons per year who have prior convictions in specified felonies. Also, more youthful offenders will go to prison, creating a greater long-term population problem. At least 15 other such pieces of legislation have been approved over the last five years.

In effect, prisons are overcrowded and the population increase will not slow in the near future. The number one priority for CDC then, is to manage this challenge. (See chart on page 8.)

California voters passed bond measures in 1982 and 1984 allocating almost \$800 million for prison construction. In addition, the Legislature approved more than \$300 million in lease/purchase funds for prisons.

Additional funds were obtained in the form of a bond issue last year. Also, nearly \$1 million in funds is being sought through various pieces of legislation. Future prisons must be authorized by the Legislature or the voters. Even when all the new beds are occupied, the system is projected to be populated at over 175% of designed capacity.

Other issues

***Violence.** In spite of increased overcrowding, the rate of assaults in the state's prisons decreased from 3.9 per 100 inmates in 1985 to 3.6 in 1986. For example, at San Quen-

tin the assault rate has dropped more than 50% in just 3 years. Department-wide, the number of staff assaulted increased from 825 in 1984 to 905 in 1985. In 1986 there were 986 staff assaults. We have formed a management analysis team to find immediate ways of calming inmate tensions. We also employ an inmate needs-assessment team whose job it is to defuse volatile situations. Each prison works with an inmate advisory council to solve problems.

More inmates are incarcerated with longer terms. At Folsom and San Quentin, nearly three of every ten inmates are serving a life sentence. This situation presents staff with serious management problems.

Maximum security inmates compose 15% of the population at medium security prisons. This is a situation we consider difficult but mandated by court orders reducing the number of inmates housed at maximum security prisons.

As recently as 1972, there were 298 escapes. The drastic decline to 84 in 1986 is attributed to improvements in the selection and training of staff.

***Recruitment.** The Department is experiencing unprecedented growth, creating many career opportunities for correctional officers. Some 2,000 new correctional officers will be needed each year for the next few years to meet the staffing demands of expansion and attrition. The testing process is highly selective with only 8% of the applicants participating in the testing process graduating from the academy. The remaining 92% will drop out or be disqualified during some phase of the examination process. Therefore, the Department must recruit 25,000 applicants each year to meet minimum needs for qualified officers.

The Department has for some time recognized the need for a work force that is diverse enough to effectively communicate with the inmate population, but is representative of the community's labor force as well. To this end CDC is utilizing affirmative action and focused recruitment to seek more qualified Hispanic, Asian, Filipino, and female applicants. There is continuous testing for these positions at the regional testing centers located in Ontario, Sacramento and Fresno.

In addition to ongoing testing, focused recruitment takes the test into the community to help meet our goals for labor force parity. These efforts are showing results. By June 30, 1987, CDC had met or exceeded its parity goals for all target groups except the disabled. Focusing recruitment to fill new positions will remain the challenge for the next few years.

Because of the better salaries, training and career opportunities for correctional officers, the turnover rate in 1986 dropped to a low of 7.8% for full-time officers. This compares favorably to the full-time state employee rate of 9.9%.

***Inmate Employment.** Full employment of eligible inmates is a goal of CDC, taxpayers and lawmakers. Corrections employs about 34,250 inmates in institution work, job training or educational assignments. The independent Prison Industry Authority (PIA) has more than 5,400 inmates on its payroll. About 10% of the inmate population are on job and education waiting lists due to overcrowding.

Our goal is employment of all eligible inmates or about 75% of the total inmate population. The remaining 25% are not employable due to security, medical or other reasons.

At the end of FY 86-87, the PIA employed 800 more workers than on 6/30/86 and the assignments continue to increase. However, the PIA's ability to put inmates to work is restricted by state laws prohibiting the employment of inmates by private enterprise and restricting PIA sales to public agencies only.

The Governor's Task Force on Inmate Employment has recommended certain exemptions to these laws. Various legislative remedies are under review.

***Inmate Discipline.** The departmental disciplinary policy is designed to maintain control, conserve human values and individual dignity and to promote socially desirable changes in attitude and behavior.

Institution disciplinary processes must comply with the Director's Rules, Board of Prison Terms rescission procedures and departmental Classification Manual.

Rule violations are classified as administrative if the misconduct is of a minor nature and presents no threat of physical injury, breach of security, introduction of dangerous contraband or destruction of state property in the amount of \$50 or less.

Criminal prosecution is sought by the Department for any inmate misbehavior which also constitutes a violation of the law. Serious disciplinary documentations may result in a modification of an inmate's release date. Inmates are notified of any changes in their release date resulting from disciplinary action. Inmates have the right to appeal any disciplinary finding or action.

***Inmate Appeals.** The departmental inmate/parolee appeal procedure was established as a method for the review of departmental policies, procedures, practices,

conditions, incidents and actions which may adversely affect an inmate's or parolee's welfare, status or program. It provides for the resolution of grievances at the lowest possible level with a timely response to the applicant and affords the successful grievant a meaningful remedy focused on correcting the problem. Additionally, it allows for the auditing of internal processes and operations of the Department. Practices which may not be necessary or impede the accomplishment of correctional goals may be identified, modified or eliminated when appropriate.

Figures for 1986 show that 19,171 inmate appeals were processed at the first level (institution staff level); 34% of these appeals resulted in the granting or partial granting of the action requested by the inmate. 9,965 inmate appeals were processed at the second level (warden/superintendent level); 27% of these appeals resulted in granting or partial granting of the action requested by the inmate. 4,110 appeals were processed at the third level (Director's level); 21% of these appeals resulted in the granting or partial granting of the request.

***Acquired Immune Deficiency Syndrome.** AIDS is a recent challenge for the Department. If the treatment of the ever increasing epidemic is difficult for the medical community, it is doubly so for Corrections. As of June 30, 1987, there have been 75 diagnosed cases of AIDS within the Department; 74 males and 1 female. Of these cases, 28 have died (27 males and 1 female), 16 have paroled, and the remaining 31 are under medical care and treatment at the California Medical Facility at Vacaville, the designated AIDS treatment center for male felons. The designated treatment center for female felons is the California Institution for Women at Frontera.

CDC has developed a long-range AIDS plan which provides for the housing and program needs of these inmates. The plan will be implemented in phased increments consistent with the number of cases. Educational programs for staff and inmates have also been established.

***Executions.** Since 1893 when the state took over executions from county governments, 501 people (497 men and 4 women) have been executed in California. The last execution to date was held April 12, 1967, when Aaron Mitchell, a convicted murderer, was put to death. Since then, the death penalty has been declared unconstitutional and then reinstated in a modified form twice. On June 30, 1987, there were 207 men on condemned status with CDC. Of those 207, 98 (47.3%) are white, 75 (36.3%) are black, 28 (13.5%) are Mexican-American, and 6 (2.9%) are of other origins. Of the total, 73 (35.3%) are between the ages of 20-29, 94 (45.4%) are 30-39, 31 (15.0%) are 40-49, and 9 (4.3%) are over 50.

Institutions

13 AVENAL

California State Prison—Avenal, when construction is completed, will be the largest medium security institution in the state. It will have 3,034 beds for Level II inmates. On June 30, 1987, its design capacity was 960 beds, and it housed 1,048 inmates.

Superintendent: Al Gomez—(209) 386-0587

3 CHINO

California Institution for Men is a diverse prison complex which includes a large minimum security facility, a medium security facility and the Southern California Reception Center for newly sentenced inmates. The design capacity of the prison is 2,778. As of June 30, 1987, the prison housed 6,462 inmates.

Superintendent: Otis Thurman—(714) 597-1821

2 FOLSOM

Folsom Prison is a cell-type maximum security prison surrounded by stone walls. Some buildings there date back to the 1880's. The State's newest maximum security prison, New Folsom, received its first inmates in October of 1986. On June 30, 1987, the design capacity of the entire institution was 2,260 beds, and it held 3,670 inmates.

Warden: Robert Borg—(916) 985-2561

5 FRONTERA

The California Institution for Women is the state's only correctional institution devoted to housing women. It houses all types of female offenders, including those who require maximum security and others who are not regarded as security risks. The institution is designed to hold 926 inmates. On June 30, 1987, it housed 2,771 inmates.

Superintendent: Annie Alexander—(714) 597-1771

14 IONE

Mule Creek State Prison—Ione will be a 1,700-bed, Level III prison. One of its three facilities already is in place with beds available for 500 inmates. On June 30, 1987, 290 inmates had arrived, with phased occupancy continuing.

Superintendent: Roger Schaufel—(209) 274-4911

12 JAMESTOWN

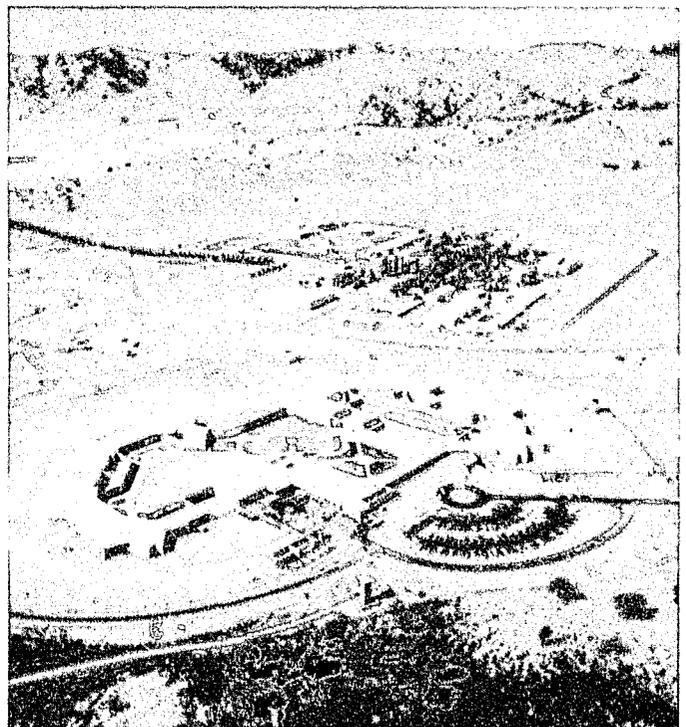
The Sierra Conservation Center is a dormitory style institution which serves as a screening and training institution for inmates destined for assignment to a conservation camp. The prison is designed for 1,224 inmates. On June 30, 1987, it held 3,655. There were 1,381 men and 330 women in camps.

Superintendent: Robert Doran—(209) 984-5291

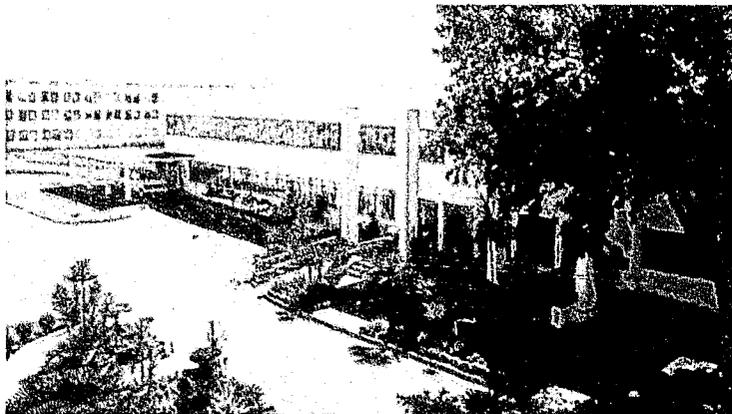
10 NORCO

The California Rehabilitation Center is a medium security prison which houses civilly-committed narcotics addicts and selected male and female felons. It is primarily a wooden dormitory facility, and the design capacity is 2,658. On June 30, 1987, the prison housed 3,612 males and 1,048 females.

Superintendent: L. Chastain—(714) 737-2683



The new construction program saves money by building new facilities on available land at existing institutions.



15 SAN DIEGO

The Richard J. Donovan Correctional Facility at Rock Mountain is designed to house 2,200 mostly Level III inmates. It will provide various educational and vocational opportunities for inmates, including the State's second license plate factory.

Superintendent: John Ratelle—(619) 690-6500

7 SAN LUIS OBISPO

The California Men's Colony is primarily a cell-type medium security institution which is divided into four separate quadrangles. There is also an adjacent minimum security facility, CMC-West. A portion of the institution is reserved for inmates with psychiatric and personality disorders. On June 30, 1987, it housed 6,930 inmates in space designed for 3,859.

Warden: Wayne Estelle—(805) 543-2700

1 SAN QUENTIN

San Quentin Prison is California's oldest correctional institution. This maximum security institution is a cell-type prison, except for some small dormitory and emergency modular units. The institution is designed for 2,906 inmates. As of June 30, 1987, 2,958 were housed there.

Warden: Dan Vasquez—(415) 454-1460

4 SOLEDAD

Correctional Training Facility consists of three separate facilities. Two of the facilities are Level III cell-type design. The third facility is a dormitory. The institution is designed to hold 2,885 inmates. On June 30, 1987, there were 6,191 inmates.

Superintendent: Eddie Myers—(408) 678-3951

The California Medical Facility is the state's designated treatment center for male felons with physical or mental disorders.

16 STOCKTON

The Northern California Women's Facility at Stockton is the second institution for women ever opened by the State. It will hold 400 inmates when fully occupied.

Superintendent: Teena Farmon—(209) 943-1600

11 SUSANVILLE

The California Correctional Center is a minimum security institution (Level I and II) which offers academic and vocational training and serves as a hub institution for northern California camps. The Center has a design capacity of 2,982. On June 30, 1987, it housed 3,587 inmates. There were 1,098 in camps.

Superintendent: William Merkle—(916) 257-2181

8 TEHACHAPI

The California Correctional Institution is a minimum and maximum prison (Levels I, II and IV) consisting of three facilities. The newest is the Southern Maximum Security Complex, opened in 1985. It was the first maximum security state facility built in over 100 years. On June 30, 1987, the design capacity of the entire prison was 2,757 beds and it housed 5,142 inmates.

Superintendent: Bill Bunnell—(805) 822-4402

6 TRACY

Deuel Vocational Institution is a cell-type medium security institution. It is designed to hold 1,506 inmates. On June 30, 1987, it housed 2,916.

Superintendent: Midge Carroll—(209) 466-8055

9 VACAVILLE

The California Medical Facility is a cell-type medium security prison which provides medical and psychiatric treatment for persons with physical or mental disorders. CMF-South is the first new prison built under the Department's new building program. It is a medium security prison (Levels II and III) built adjacent to the original facility. The department's Northern Reception Center is also located there. The prison is designed for 4,730 inmates. On June 30, 1987, it housed 8,319 inmates. It is the largest prison in the country.

Superintendent: Eddie Ylst—(707) 448-6841

Conservation Camps



Trained inmate crews help battle raging California forest fires.

- 1**
Acton Conservation Camp
8800 Soledad Canyon Road
Acton, CA 93510
(805) 268-0113
- 2**
Alder Conservation Camp
P.O. Box 906
Klamath, CA 95548
(707) 482-4511
- 3**
Antelope Conservation Camp
P.O. Box 790
Susanville, CA 96730
(916) 257-2181
- 4**
Baseline Conservation Camp
P.O. Box 497
Jamestown, CA 95327
(209) 984-5291, Ext. 4478
- 5**
Bautista Conservation Camp
P.O. Box 743350
Hemet, CA 92343
(714) 927-3600
- 6**
Black Mountain Conservation Camp
23131 Fort Ross Road
Cazadero, CA 95421
(707) 632-5236
- 7**
Chamberlain Creek Conservation Camp
Fort Bragg, CA 95437
(707) 964-3518
- 8**
Cuesta Conservation Camp
P.O. Box A
San Luis Obispo, CA 93401
(805) 543-2700, Ext. 49
- 9**
Cummings Valley Conservation Camp (CC1)
P.O. Box 1031
Tehachapi, CA 93561
(805) 822-4402, Ext. 4424
- 10**
Deadwood Conservation Camp
Rt. 1, Box 119
Fort Jones, CA 96032
(916) 468-2633
- 11**
Eel River Conservation Camp
P.O. Box 617
Redway, CA 95560
(707) 923-2755
- 12**
Francisquito Conservation Camp
35100 N. San Francisquito Canyon Road
Saugus, CA 91350
(805) 255-1476
- 13**
Gabilan Conservation Camp
Rt. 1, Box 103
Soledad, CA 93960
(408) 678-3951, Ext. 3185
- 14**
Green Valley Conservation Camp
P.O. Box 1037
Folsom, CA 95630-1337
(916) 985-3299
- 15**
Growlersburg Conservation Camp
P.O. Box 126
Georgetown, CA 95634
(916) 333-4244



After the fires are contained, inmates assist with the "mop up."

16

Intermountain Conservation Camp
P.O. Box 615
Bieber, CA 96009
(916) 294-5361

17

Ishi Conservation Camp
Star Route 3, P.O. Box 50
Paynes Creek, CA 96075
(916) 597-2846

18

Klein Conservation Camp
22550 East Fork Road
Azusa, CA 91702
(818) 910-1213

19

Konocti Conservation Camp
13044 State Highway 29
Lower Lake, CA 95457
(707) 994-2437

20

Malibu Conservation Camp
1250 So. Encinal Canyon Road
Malibu, CA 90265
(213) 457-2253

21

McCain Valley Conservation Camp
P.O. Box 1252
Boulevard, CA 92005
(619) 766-4393

22

Miramonte Conservation Camp
49039 Orchard Drive
Miramonte, CA 93641
(209) 336-2312

23

Mount Gleason Conservation Camp
266540 No. Angeles Forest Highway
Palmdale, CA 93550
(805) 947-7784

24

Mountain Home Conservation Camp
P.O. Box 645
Springville, CA 93265
(209) 539-2334

25

Norco Conservation Camp
P.O. Box 841
Corona, CA 91720
(714) 689-4552

26

Owens Valley Conservation Camp
Route 2, Box 221
Bishop, CA 93514
(714) 387-2686

27

Parlin Fork Conservation Camp
2300 Highway 20
Fort Bragg, CA 95437
(707) 964-3766

28

Pilot Rock Conservation Camp
P.O. Box 10
Crestline, CA 92325
(619) 389-2233

29

Prado Conservation Camp
14467 Central Avenue
Chino, CA 91710
(714) 597-3917

30

Puerta La Cruz Conservation Camp
32363 Highway 79
Warner Springs, CA 92086
(619) 782-3547

31

Rainbow Conservation Camp
8215 Rainbow Heights Road
Fallbrook, CA 92028
(619) 728-2554

32

Represa Community Service Camp (FSP)
P.O. Box W
Represa, CA 95671
(916) 985-2561, Ext. 4454

33

Salt Creek Conservation Camp
P.O. Box 435
Paskenta, CA 96074
(916) 833-5443

34

Vallecito Conservation Camp
Rural Route 1, Box 7
Angels Camp, CA 95222
(209) 736-4922

Community Service



Community Service

Communities that host existing prisons have long recognized the benefits of having prisons nearby. Vacaville, Soledad, Susanville, and Folsom support expansion. Cities such as Crescent City and Madera are actively seeking prison development. Recently, Mono County has expressed interest in having a prison in the area. The reasons for hosting a prison are numerous.

The estimated total costs of the new prisons range from \$30 million to \$250 million, depending on the site, security level, size, and numbers of inmates. These costs include such factors as land acquisition, site preparation, architectural and engineering fees, construction costs, offsite utilities and equipment.

The average institution will provide 700 to 1,200 permanent jobs and an annual payroll of \$20 to \$35 million. Each prison will purchase about \$2 million annually in local goods and services. And, according to State Commerce Department economic studies, each two correctional jobs generate a new job in the local community. This means another 350 to 600 employment opportunities.

In 1986, CDC inmates spent a total of almost 7 million hours doing community service projects, providing about \$35 million worth of service to prison communities. Most of this service is performed at CDC's 33 conservation camps, where inmates last year spent over 6 million hours fighting and preventing forest fires. They also work on flood control and other conservation projects.

In addition:

- Inmate self-help groups at San Quentin, Chino, Vacaville and Norco act as counselors to troubled youths in the community. In these programs, staff and inmates work long hours to prevent youths from making tragic mistakes.
- Prison work crews provided more than \$500,000 worth of maintenance for the city of Folsom and adjacent areas.
- Correctional Training Facility staff and inmates have provided more than 15 million feet of taped books for Soledad area blind persons since 1977.
- Chino has a paint crew standing by to work on various community projects.
- California Men's Colony staff and inmates labored to clean up the creeks and streams feeding Morro Bay and the San Luis Obispo area.

Many stereotypes of prison communities have proven to be wrong. Property values hold well with the statewide average, and inmate families tend not to relocate to prison communities. Crime rates are well below statewide averages.

Paroles



Parole

Parole is a period of supervision in the community beginning at the expiration of the term of imprisonment. This "conditional release" provides society a way to retain supervision and control over offenders for an added period of time.

Impact of Determinate Sentencing

Under the Determinate Sentencing Law, parole is separate and distinct from the prison sentence and is required of all inmates unless specifically waived by the Board of Prison Terms. Previously, parole had been a part of the actual prison sentence discretionally granted to those individual inmates who were felt to warrant an early release to the community. The period of time required on parole was also shortened by the change in law resulting in more parolees experiencing parole in less time. This, in turn, has resulted in parole agents being required to process more cases and perform more supervision functions in a shorter period of time. The change in the stated purpose of prison from rehabilitation to punishment also signaled an intent on the part of the legislature for parole to play an expanded role in the state's law enforcement system, which it is doing.

On June 30, 1987, 36,847 people were on parole status with CDC. This figure represents an increase of over 5,000 parolees from just a year ago. More than 65,000 people were on parole during 1986.

The Parole and Community Services Division employs over 1,400 persons, including more than 700 agents with direct caseloads. The division's budget is approximately \$127 million.

The parole agent's duties involve working with the inmate to prepare for release from prison, assuring that reentry into the community is done in a phased, orderly manner, reducing the risks to the community by appropriate supervision, and helping the new parolee to become established and stabilized in the community as quickly as possible.

CDC/BPT Roles

The granting of parole for lifers is the responsibility of the Board of Prison Terms. The Department of Corrections has no decision making ability in the process, though the Board of Prison Terms does rely very heavily on the records maintained by the CDC.

Needs and risks assessments are completed for each parolee. When considering the possible risk of danger to the community from the parolee, agents review the latest

commitment offense, criminal behavior patterns, history of drug abuse, psychological problems and undesirable associations.

The first 90 days of a new parolee's time in the community are very important. This time often sets the environment which determines the ultimate success of the parolee. Therefore, supervision needs are given every consideration possible. Since the law requires that in most instances inmates must be paroled to the county which committed them to state prison, the committing county is initially considered. Then other needs are determined such as residential, income, mental and physical health, transportation and basic appropriateness for the community.

Sometimes the parole agent can utilize a "half-way house" or community reentry center to help ease a parolee's transition into the community. At the close of FY 86-87, however, there were only 900 beds available in these programs. The Department is constantly trying to establish new centers or houses, but in the past community support has not been strong.

Also underway is the establishment of programs to reduce the parole violator population in state prisons. Two recently implemented "house arrest" programs are being evaluated for statewide application. Also proposed is a community based restitution center. Here, one-third of a parolee's earnings is used to make restitution to the victim; one-third goes to offset the Department's expenses; the balance belongs to the parolee. CDC continues to investigate alternatives to incarceration for low-risk parole violators.

Once the parolee is back in the community, he or she may require varying levels of supervision and frequency of assessment; some have specific problems and needs, while others who do not pose a risk to the community may need minimal supervision. All parolees are subject to search, for a good cause, without a warrant by parole agents or other peace officers. In addition, many parolees have special requirements they must fulfill such as attending outpatient therapy or abstaining from alcoholic consumption. Parole can be revoked if these conditions are not met.

Parole Outpatient Clinics

The Parole Outpatient Clinics, added to the parole function in the mid 1950's, provide a resource for treating and monitoring parolees with a history of mental instability. Selected parolees are required, as a condition of parole, to attend "POC" for either individual or group treatment (or both) and to be assessed by a mental health professional as to their current mental condition. POC also provides a diagnostic and evaluation resource to agents by being available to evaluate parolees regarding intervention and/or program needs. The Northern (housed in San Francisco) and Southern (housed in Los Angeles) Parole Outpatient Clinics are staffed by mental

health professionals employed by the state, or in outlying areas, by private practitioners under contract with the state.

Under determinate sentencing, parole periods extend from one to five years, depending on the nature of the offense.

Changes in Parole Revocation

The Determinate Sentencing Law had little direct impact on the parole revocation process except to dramatically increase the number and rate of hearings. That process had, however, been dramatically altered some four years earlier by the landmark *Morrissey vs Brewer* (U.S. Supreme Court) case. The Determinate Sentencing Law provided the Community Release Board (now the Board of Prison Terms) with the authority to establish procedures and regulations regarding parole revocation. Essentially, that body retained the authority to revoke parole and assess appropriate penalties. They did, however, delegate to the Department some decision making authority in regards to minor parole violations, i.e., supervisors and administrators of the Parole and Community Services Division have been authorized by the Board of Prison Terms to "continue on parole" certain parolees who have committed minor parole violations instead of referring them to the Board of Prison Terms for revocation proceedings. While the Board retains the statutory authority in the area they have permitted the Department to play an active role in the development of the policies and procedures.

Parolees who are returned to prison without new criminal convictions can be reconfined for periods up to a year. The total aggregate parole and violation period cannot exceed seven years for lifers and four years for non-lifers. Decisions on parole violations and reconfinelements are the responsibility of the Board of Prison Terms which considers reports and recommendations from the Department's parole agents. Parole Violators who commit rule infractions while reconfined can be subject to an additional 12 months of reconfinement time.

Recidivism

Recidivism as CDC defines it has two forms. One is a return to prison with a new felony commitment, and the other is a return to custody ordered by the Board of Prison Terms. The rates of both of these types of returns increased substantially for releases from 1977 through 1982. Among the 1977 releases, 10.4% were returned to custody by the Board during the first year after release, and 9.5% were returned with a new felony commitment for a total of 19.9%. The 1982 releases had 30.1% returned to custody by the Board and 14.1% returned with a new felony commitment for a total of 44.2%.

In 1983, the percentage of total returns decreased slightly, to 43.2%. In 1984, it began to climb again, reaching 44.4% that year, and 47.4% among 1985 releases. Of the 1984 releases, 31% were returned by the Board, and 13.4% came in with new felony commitments within one year of release. For 1985, 34.5% were ordered to return by the Board, and 12.9% arrived with new terms.

Regional Parole Offices

Region I

1631 Alhambra Boulevard
Sacramento, CA 95816
(916) 739-2860

Administrator: Irv Marks

Region II

Ferry Building, Room 2040
San Francisco, CA 94111
(415) 557-2861

Administrator: Ronald Chun

Region III

107 South Broadway, Room 3003
Los Angeles, CA 90012
(213) 620-2404

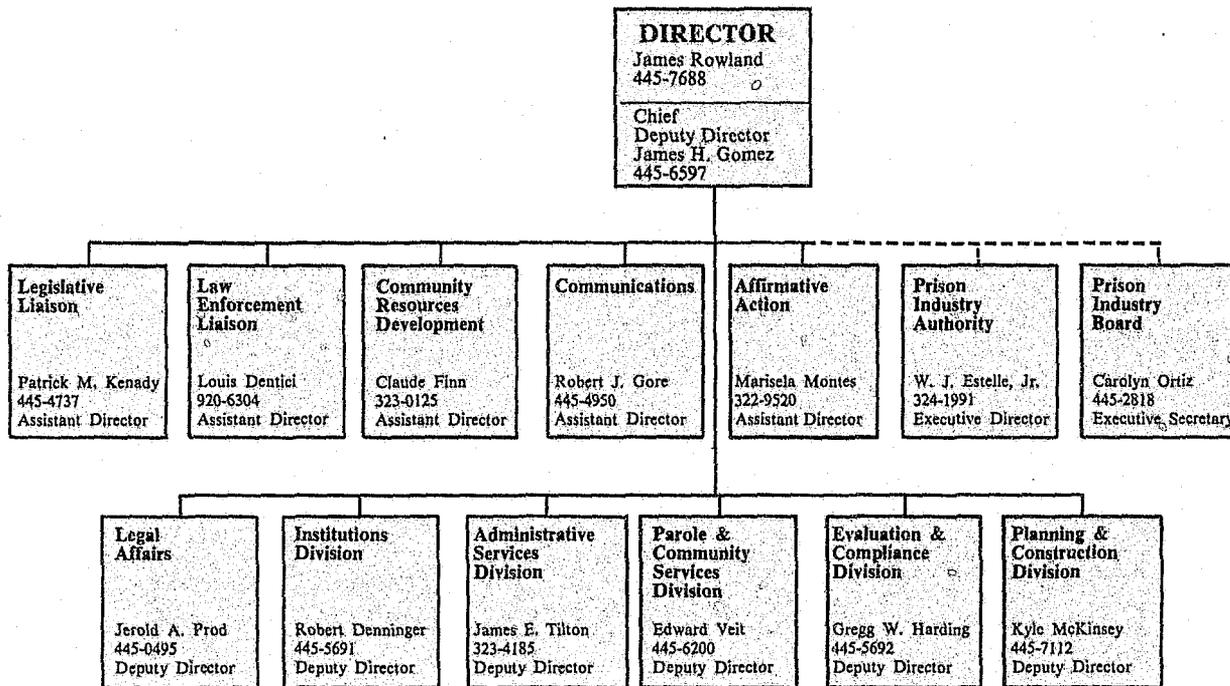
Administrator: Jerry DiMaggio

Region IV

1840 E. 17th Street, Room 240
Santa Ana, CA 92701
(714) 558-4131

Administrator: Robert Bowman

Department of Corrections Organization



The principal objectives of the Department of Corrections are the control, care and treatment of men and women who have been convicted of serious crimes, or those admitted to the civil narcotic program, and committed to State correctional facilities. The Department's objectives also include supervision of men and women who have been paroled from correctional facilities and returned to the community.

The Department of Corrections, in order to successfully fulfill the responsibilities charged to it by California law, operates with an administrative organization consisting of the office of the director, five line divisions, and several staff services functions under the direction of the Executive Office.

Divisions

The Institutions Division is responsible for the operation of correctional institutions, prisons, and camps, including the programs provided at these facilities.

The Administrative Services Division is responsible for the business affairs of the department including personnel, training, budgeting, food service, maintenance, statistics, records, and data processing and advises the director on the status of fiscal affairs.

Planning and Construction Division is responsible for planning and building of new facilities and renovating existing facilities.

The Evaluation and Compliance Division provides staff services related to development, promulgation and implementation of departmental policy.

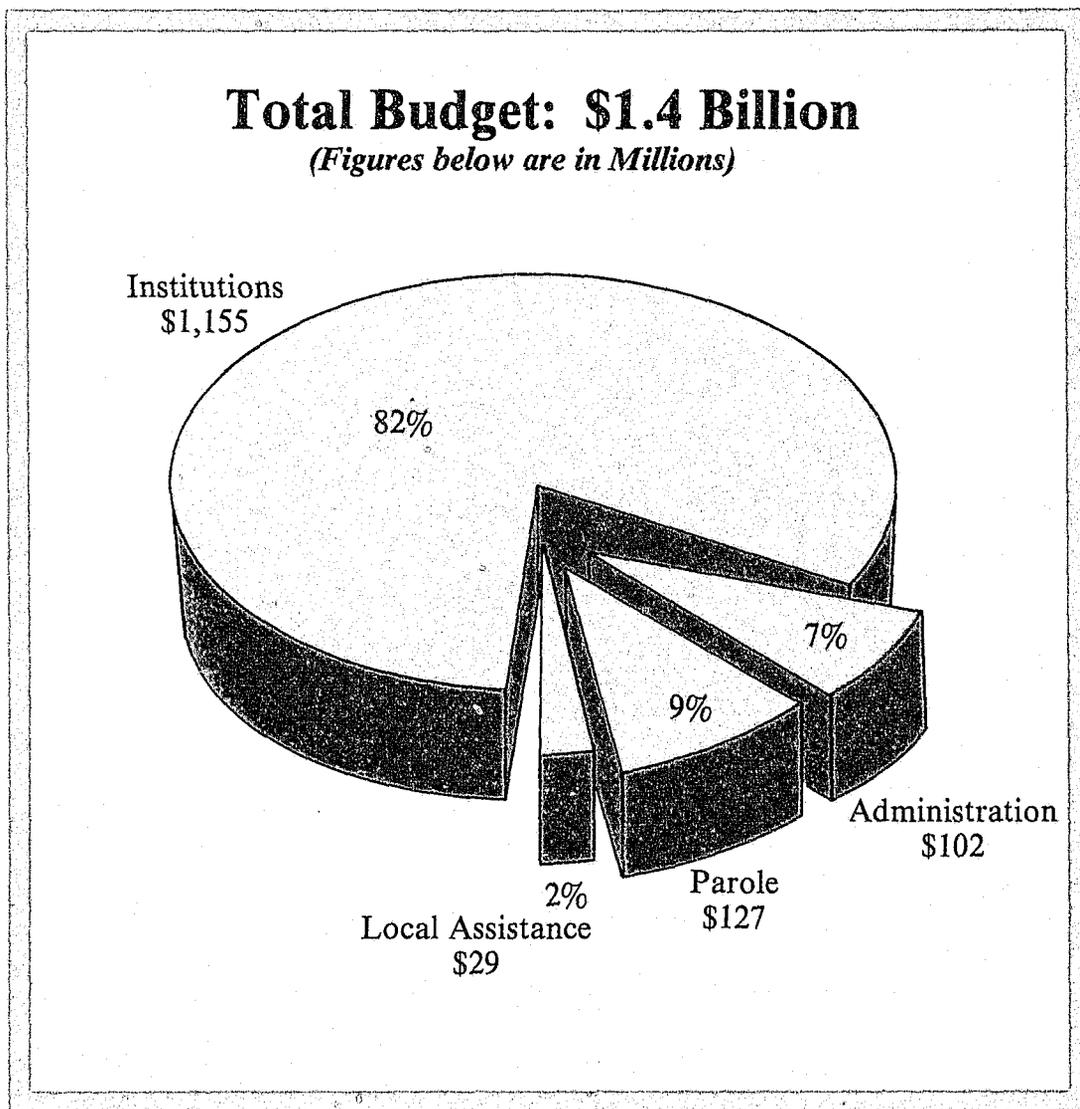
The Parole and Community Services Division is responsible for the parole supervision program.

Offices

1. The Legislative Liaison Office provides counsel and staff support to the director on all matters regarding legislation and legislative policies.
2. The Law Enforcement Liaison Unit assists local police agencies in solving major crimes when prison inmates or state parolees are known or suspected to be involved. It also provides investigative services for the Department and its facilities, and coordinates the Prison Gang Task Force.
3. The Office of Community Resources Development reflects the philosophy that the link between the community and the inmate should be preserved. This office increases community interaction, expands community resources, and helps members of the community experience prison issues through knowledge and understanding.
4. The Office of the Chief Counsel provides legal advice on policy issues involving inmates. The office also works with 40 Deputy Attorney Generals assigned to the Department's caseload of over 1,000 inmate lawsuits.
5. The Communications Office is the direct liaison to the news media on Department activities. It also advises the Department on public relations policies and programs.
6. The Affirmative Action Office manages and administers the Equal Opportunity/Affirmative Action programs.
7. The Prison Industry Authority (PIA) strives to enable prisoners the opportunity to work productively, earn funds, and acquire effective work habits and occupational skills. PIA is self-supporting through the sale of products to government agencies.
8. The Prison Industry Board serves as the Board of Directors of the Prison Industry Authority. Consisting of 11 members, it provides policy direction and, according to statute is to ". . . have all the powers and do all the things which the board of directors of a private corporation would do. . . ."

California Department of Corrections Budget

Fiscal Year 1986-87*



* State General Fund Only