

153789

LEAD PROGRAM



NCJRS

APR 12 1995

ACQUISITIONS

State of California
Department of the Youth Authority

LEAD
PROGRAM DESCRIPTION

January, 1994

TABLE OF CONTENTS

	Page
I. GOAL STATEMENT	1
II. PROGRAM OBJECTIVES	1
III. ELIGIBILITY CRITERIA	2
IV. INSTITUTIONAL PROGRAM PHASE	2
V. PAROLE PROGRAM PHASE	6
VI. PROGRAM EVALUATION	12
 APPENDIX	
A. Revoked Parolee LEAD Candidates	
B. LEAD Legislation - SB 676, Chapter 10	

153789

U.S. Department of Justice
National Institute of Justice

This document has been reproduced exactly as received from the person or organization originating it. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the National Institute of Justice.

Permission to reproduce this copyrighted material has been granted by
California Department of the
Youth Authority

to the National Criminal Justice Reference Service (NCJRS).

Further reproduction outside of the NCJRS system requires permission of the copyright owner.



CALIFORNIA DEPARTMENT OF THE YOUTH AUTHORITY

LEAD

(Leadership Esteem Ability Discipline)

PROGRAM DESCRIPTION

I. GOAL STATEMENT

The California Youth Authority LEAD Program is designed to prevent the further incursion of youthful offenders into the criminal justice system by increasing parole readiness and parole success utilizing a treatment continuum. This continuum consists of a short-term, time intensive, highly structured institutional program which utilizes a military milieu, followed by an intensive parole experience phase consisting of graduated supervision levels.

II. PROGRAM OBJECTIVES

- To develop self discipline, esteem, and control.
- To develop positive decision making skills.
- To develop positive morale/ethical thinking abilities.
- To develop leadership skills.
- To eliminate chemical dependency.
- To increase employability skills.
- To develop citizenship awareness and community responsibility.
- To increase and develop positive life skills and responsible adulthood knowledge.
- To increase knowledge of the impact of crime on victims.
- To increase basic educational competencies in reading and math.
- To develop a pro-social subculture free from contamination of the traditionally negative institution environment.

III. ELIGIBILITY CRITERIA

LEAD Eligible Wards/Parolees

- Must be juvenile court first commitments and juvenile court parole violators. New commitments must be Youthful Offender Parole Board (YOPB) Hearing Category 6 or 7 (Category 5 cases are also eligible on a "case by case" basis subject to staff recommendation and YOPB concurrence). There are no restrictions of YOPB Category for parole violators, however parole revocation must not be for violent behavior as outlined below in the third listed ineligibility criterion. Please refer to parole violator screening chart in Appendix ("Revoked Parolee LEAD Candidates").
- Must be 14 years of age minimum.
- Must be substance abusers, addictive personality history or at risk of future substance abuse.
- Must voluntarily consent to LEAD program placement.
- Must be direct referrals from clinic (first commitments) or detention facilities (parole violators).
- Must have YOPB approval for LEAD placement.
- Must have a medical clearance for strenuous activity (meeting camp medical requirements).

Wards/Parolees Ineligible for LEAD Placement

- Those with prior placement in the LEAD program.
- Those whose primary treatment need is assignment to an ITP or SCP program (i.e., serious emotional disturbance, psychotic, sex offender, arsonist).
- Those with a recent (within last six months) history of violent behavior which either involved or was likely to involve substantial injury. Substantial injury is defined as "any injury that required or should have required medical attention beyond minor medical treatment." This definition includes mental and emotional injury as well as physical injury. (Reference Title 15, Section 4950.5 California Code of Regulations.)

Note: Any exception to this criteria must be requested of and approved by the Assistant Deputy Director, Institutions and Camps Branch prior to presentation to the YOPB.

- Undocumented (no United States birth certificate, no green card) aliens, with or without Immigration and Naturalization Service holds.

IV. INSTITUTIONAL PROGRAM PHASE

Program Overview

The LEAD Programs take place within highly structured, specially dedicated living units which are as physically and programmatically separate from regular institution programs as possible.

Two 60 bed barracks (one at Preston School and one at Fred C. Nelles School) house the

program. Wards accepted into the LEAD Program are referred to as "cadets."

The 120 day military milieu is based on current military training, philosophy, standards, and drill. The program utilizes a rigorous six and one half day week and 16 hour per day schedule. Program failures are transferred to regular, longer term institutional programs based on each cadet's previously established YOPB "parole consideration date" order.

Program component activity times expressed below in hours per week are approximations and are shown to emphasize the time intensive nature of the program.

Program Components

A. Military Program

This component provides the overall "method of delivery" or milieu for the entire institutional phase of the LEAD program and permeates all other program components. It includes an intensive military approach, including many of the traditional military basic training, psychological indoctrination, and regimentation techniques. Proper military courtesy, close hair cuts, marching, locker and dorm inspections, long hours, and the ever present Drill Instructor ("TAC Officers" in the LEAD Program) are basic ingredients. Attention to the minute details of dress, conduct, communication, movements, hygiene, and even table manners are emphasized. Daily and weekly inspections of person and living space are conducted to instill pride in the cadets and their unit. Living unit maintenance and personal hygiene exceed existing standards. All classroom activities are conducted under a strict military code.

Activities

Hours per week

- Lecture (military rank, ceremony, custom, responsible adulthood, orientation, social etiquette).
- Living Unit maintenance. 27 hours
- Hygiene (grooming standards, clothing).
- Inspections.

B. Physical Training

Physical training consists primarily of three sub-components: drill and ceremony, obstacle courses and physical conditioning. Utilizing contemporary military training techniques these areas strengthen self esteem, discipline, and mental and physical well being.

Physical training is a daily activity that is incorporated into all aspects of the program. The day begins with calisthenics and this is reinforced throughout the program during organized team activities. Drill and ceremony are taught throughout the program and are reinforced during daily movements. Emphasis is placed on thinking and acting as a well trained team. The obstacle course is offered as a weekly drill and is designed to teach accomplishment of difficult tasks through hard work and discipline.

Activities

Hours per week

- Drill (marching).
- Exercise. 14 hours
- Obstacle course.

C. Substance Abuse/Addictive Personality Training

This program component will address the training needs of both the substance abuser and/or cadets with addictive personality traits. It utilizes the "Design for Living" model, copyrighted and distributed by the Hazelden Foundation. This is a comprehensive program of 36 separate instructional/group counseling sessions and self-help materials based on the Alcoholics Anonymous 12-Step Model.

Activities

Hours per week

- One to one counseling.
- Small group counseling. 15 - 18 hours
- Individual activity.

D. Education

The education program is comprised of the basic skills enhancement, high school, and career/vocational preparation (employability skills) components of the core education program as described in the department competency based education program model. These areas are implemented by using adopted departmental curricula. Supplementary services including special education, ESL, and ESEA are made available on an as needed basis.

Activities

Hours per week

- Employability skills/Victim Awareness.
- Core (high school) curriculum and/or remedial education. 28 - 30 hours
- AIDS awareness Training.

E. Counseling

In addition to the Substance Abuse and Addictive Personality component, each cadet addresses his responsibility regarding commitment offense, victimization, and responsible adult behaviors. In addition to ongoing daily assessment, each cadet's program performance is formally reviewed by the program team each month using established case conference procedures.

Activities

Hours per week

- Individual.
- Small group. 6 hours

- Large group.

F. Institutional Work Assignments

Cadets will participate in various institutional work assignments ranging from construction projects to building maintenance. Such group efforts instill the concept of team work and provide cadets an opportunity to practice the work ethic concepts taught in the program. This phase models the employability skills needed in the working world.

Activities

Hours per week

- Institution maintenance.

4 hours

G. Organized Recreation

This component teaches the constructive use of leisure time, team building, stress management, and physical and mental well-being. All aspects of a cadet's time in the LEAD program are organized including recreation. Recreation is identified as a separate part of the program as it is important for cadets to identify available recreation/leisure time and make appropriate time utilization decisions. Through the recreational contribution to the program, cadets learn positive ways to release the tension that builds up in a highly structured program with many demands and high expectations.

The traditional use of television as a leisure time activity is not part of the LEAD program. In order to provide specially selected video presentations or television programs, portable TV/VCR units are brought in for that immediate activity and removed upon completion.

Physical recreation such as intra-dorm intramural sports are a regular part of the program. Organized recreation provide other choices such as opportunities for leisure reading time, writing letters, playing board games, and preparing for inspections.

Activities

Hours per week

- Team sports.
- Individual activities.

4 hours

H. Pre-Parole/Transitional Components

The following two components are introduced during the last 30 days of the program. The primary focus of this phase is the practice and further development of skills and training provided by the program using public service activities and intensive pre-parole/job placement services.

1. Public Service

This component is designed to foster citizenship, employability skills, restitution, and cadet accountability. Part of the self-esteem building process is the development of a sense of citizenship and responsibility to the community as a whole. In order to develop and foster pride in one's contributions to the community, cadets participate in public service work activities and/or public speaking presentations.

By practicing learned employability skills cadets gain experience valuable in the working world by consistently reporting to work on time, following instructions of their supervisor, handling problems and set-backs that normally occur, and following through to bring a project to completion. In addition, cadets learn how to plan out a work activity by identifying the materials, resources, and time needed for each task. Finally, this aspect of the program instills a sense of pride and ownership through the anticipated realization that individual effort is part of the completed project.

<u>Activities</u>	<u>Hours per week</u>
• Work.	40 - 50 hours
• Public presentations (i.e., Gang awareness, substance abuse, community interest).	

2. Pre-Parole Planning

Pre-parole planning and preparation will be utilized to provide a continuum of service from the highly structured institutional phase to the intensive parole supervision phase. A Life Skills/Relapse Management Pre-Release Aftercare Program and other pre-parole activities are taught during the last 30 days of each cadet's institutional program. This provides a unified continuum of treatment services bridging the gap between the institutional substance abuse program and parole aftercare.

<u>Activities</u>	<u>Hours per week</u>
• Life Skills Pre-release Program.	
• Contact with Parole Agent.	
• Contact with Education Development Department (EDD).	17 - 20 hours
• Parole education planning.	
• WEDP Phase III completion.	

V. PAROLE PROGRAM PHASE

A. LEAD Parole Program Premise

- Enhanced parole services will be provided to all LEAD graduates.

B. LEAD Parole Program Philosophy

- The LEAD aftercare (parole) component will provide the highest quality of services available.
- The aftercare (parole) component will offer a treatment continuum of care and services designed to enhance each LEAD parolee's leadership, esteem, ability and discipline goals as they directly relate to his reintegration back into the community.

- If a full array of community services are not available in parole locations, assigned LEAD parole agents will identify and/or develop alternative services to meet LEAD parolee needs.
- LEAD parole agents are encouraged to assume a positive, proactive role that is consistent with Branch goals and objectives.
- LEAD parole agents should develop community support for the program, as well as LEAD parolees.

C. LEAD Liaison Agent

The LEAD Liaison Parole Agent function was developed to maximize the services provided to each participant throughout the ten month program. The Liaison Agent becomes active during the beginning of the institutional program phase and continues this involvement into the early stage of parole, assuring that a continuum of treatment carries over from one setting to the next.

The Liaison Agent acts as a crucial communications link between the cadet/parolee, institution personnel, and field parole staff to focus and enhance the delivery of LEAD services.

Two LEAD Liaison Agents have been assigned per parole region (four total), each on a half-time basis, to assist institutional LEAD program participants. They will operate as teams, each Liaison Agent having caseload responsibility for 50 percent of every beginning cadet group. To expedite field parole involvement, it is imperative that Liaison Agents initiate contact with each cadet's assigned field parole agent as early in the program as possible. To facilitate this process, the LEAD Institutional Parole Agent will send a list of new cadets to the appropriate field parole unit. Supervising Parole Agents will respond with the name of each cadet's assigned field parole agent. In most cases, the designated unit LEAD agent will be the assigned field agent.

To ensure continuing involvement in the institutional LEAD programs, and maintain availability to LEAD cadets, the LEAD Liaison Agent will schedule weekly institutional office hours.

Most LEAD Liaison Agent functions are initiated by institutional LEAD program activities. These are listed below:

LEAD Institutional Program Activity

Initial Case Conference - All cadets will have one scheduled within one week of arrival. In attendance are the cadet, Institutional Parole Agent, psychologist, Casework TAC Officer, and Drill/Ceremony TAC Officer. The conference will address the cadet's committing offense, education/employment history/plans, substance abuse history, gang involvement, family dynamics, placement plans, and other relevant casework/treatment issues.

LEAD Liaison Agent Function

The assigned LEAD Liaison Agent will attend the Initial Case Conference as an active participant. He/she will assure that the cadet's plans are realistic from a parole perspective. A copy of the conference report may be faxed to the assigned field LEAD agent with a brief cover memorandum containing pertinent information. A telephonic contact will follow the Initial Case Conference if no fax is sent. A telephone follow-up to the fax communication is discretionary.

LEAD Institutional Program Activity (cont.)

Life Plan - In the second Program month, each cadet will begin work on his Life Plan with the assistance of his assigned Casework TAC Officer. The Life Plan is a projection of the cadet's short and long term life goals. It is the responsibility of each cadet to make arrangements for necessary meetings with his assigned LEAD Liaison Agent.

Request for Placement Plans - Early in the third Program month, this case report will be sent to the appropriate parole unit.

Pre-parole Classes - These will take place early in the fourth month of LEAD cadets' programs.

Other LEAD Liaison Agent functions:

- Act as a resource person to the Institutional Parole Agent and institutional LEAD program teachers in the development of "life skills" classes. Community life skills class topics include teaching cadets how to read a bus schedule, how to apply for an identification card, and how to obtain a driver's license.
- Act as the contact person for field parole agents concerning the pre-screening of parole violator candidates for the institutional LEAD program.
- Conduct LEAD program presentations to Youth Authority staff or community groups upon request, as appropriate and time permits.

D. LEAD Parole Services Levels

LEAD parolees will receive services at the current re-entry level. LEAD parole agents will be given 15 to 1 caseload credit for six months per LEAD case. Parole units will be expected to provide enhanced services, and will be encouraged to create their own programs and service delivery systems to meet the general needs of LEAD cases. Although face-to-face contacts between the LEAD parole agent and parolee will be a priority, the main focus will be on the quality of services/interventions provided.

The importance of collateral contacts, referrals, programming, and alternative indirect service delivery systems are clearly recognized and will be stressed over mere numbers of contacts.

Parole agents will be expected to hold LEAD parolees accountable, identify potential

LEAD Liaison Agent Function (cont.)

The LEAD Liaison Agent will meet as necessary with each assigned cadet during institutional office hours to review Life Plan progress. The Liaison Agent will provide feedback to assure the Life Plan is sufficiently detailed, specific, and especially, realistic. The Liaison Agent should contact the cadet's field LEAD agent to discuss the plan and/or fax a draft so community resources may be prepared or developed for the cadet's approaching LEAD parole period.

The LEAD Liaison Agent will assist the Institutional Parole Agent and Casework TAC Officer in report preparation to assure specificity and reality of content.

The LEAD Liaison Agent will be involved in the presentation of these classes; either as the sole class leader, as an assistant, or as a resource.

problems and utilize appropriate intervention strategies at the earliest possible juncture regardless of assigned service level.

Level I Urban or suburban location with high population density and an array of readily available parolee services.

- Contacts:
 - Two per week - first 60 days.
 - One per week - next four months.
 - 25% can be indirect, with resource providers.
- Fundamental LEAD Services
 - Drug treatment, using the "Twelve-Step" or Relapse Prevention Model.
 - Concentrated employment assistance or vocational training.
 - Educational assistance, preferably placement in "regular" school, vocational training, tutoring, or literacy services.
 - Family and/or individual counseling as needed.
 - Minimum of two random drug tests per month - exempt from NIJ study.
- Optional LEAD services:
 - Community education service projects.
 - Electronic monitoring.
 - LEAD post release life skills.
 - Day reporting programming.
 - Mentoring program - i.e., National Guard, VIP.

Level II Rural or outlying location with moderate population density and only basic parolee services available.

- Contacts:
 - One per week - first 60 days.
 - Two per month - next four months.
 - 25% can be indirect, with resource providers.

- Fundamental LEAD services:
 - Same as Level I - with emphasis on alternative service delivery systems.
- Optional LEAD services:
 - Available Level I optional services.
 - Subsidized placement within services available areas.
 - Enhanced travel to services available areas.

Level III Remote location with minimal population density and few parole services available.

- Contacts:
 - Two per month - first 60 days.
 - One per month - next four months.
 - 25% can be indirect, with resource providers.
- Fundamental LEAD services:
 - Same as Level I - with majority of services provided indirectly.
 - Minimum of one random drug test per month - exempt from NIJ study.
- Optional LEAD services:
 - Available Level I & II optional services.
 - Ancillary contact services.

E. Continuum of LEAD Treatment/Services

1. LEAD parole re-entry report will:

- Provide specific (named programs and/or individuals) detailed parole plans based upon LEAD parolee's Life Plan including:
 - Direct services - those provided by LEAD parole agents, parole staff, ancillary staff or consultants.
 - Indirect services - those available within the community, and those to be developed.

2. First contact staffing within 48 hours should:

- Include the LEAD parole agent, parolee, SPA or ASPA, and when possible, EDD Specialist, mentor, and other significant service providers.

- Include a detailed review of parolee's Life Plan.
- Be based on parolee's Life Plan goals to be completed during upcoming 60 days.
- Preview the activities (groups, programs, community resources, directives, etc.) the parolee will be expected to attend, participate in, and/or utilize.
- Review routine expectations and provide information on topics such as parole conditions, grievance procedures, and restitution.
- Include the completion and (parolee) signing of the first contact agreement.

3. LEAD 60-day case conference should:

- Include the same participants as the first contact staffing.
- Review parolee's first contact agreement.
- Evaluate parolee's overall parole adjustment.
- Determine parolee's success in conforming to his Life Plan during review period.
- Detail his progress in carrying out his specified goals.
- Modify parolee's program where necessary with his participation.
- Assist the parolee to develop plans for the next 120 days.
- Detail the plans in writing for review at next case conference.

4. LEAD 120 days case conference (at completion of LEAD re-entry) should:

- Include the same participants as the 60 days conference, adding the case management agent.
- Evaluate the parolee's overall LEAD program performance.
- Develop the parolee's case management parole program.

F. LEAD Alternatives to Revocation

- Alternative placements.
- Referral to specialized programs.
- Community based diversion programs.
- Mandated community volunteer service.

- Electronic Monitoring - with stringent time frames.
- Temporary detention.
- Referral to Fouts Springs or El Centro Drug Treatment Programs.
- Other appropriate creative interventions.

VI. REVOKED PAROLEE LEAD CANDIDATES

The Parole Agent of Record (AOR) shall staff all Violation Disposition cases with the Supervising Parole Agent or Assistant Supervising Parole Agent to determine eligibility for acceptance into the institutional LEAD program following parole revocation by the Youthful Offender Parole Board (YOPB).

A. Criteria for LEAD Parole Violator Eligibility

Candidates must be male juvenile court commitments who are at least 16 years of age, and have:

- A minimum of one year Youth Authority jurisdiction remaining.
- Approximately one year of Available Confinement Time (ACT).
- No severe psychological problems.
- No recent pattern of assaultive behavior.
- History of substance abuse.
- No known medical condition or disability that would restrict physical "military style" programming.
- No prior LEAD Program involvement.

B. Disposition Report

The AOR shall make the following recommendation to the YOPB: "Approve (parolee) for LEAD Program eligibility." A secondary program recommendation must accompany the LEAD, in case the LEAD recommendation is not acceptable to the YOPB.

C. LEAD Violation/Disposition Hearing Procedure

The YOPB:

- Orders "Revoke Parole."
- Designates the ward "LEAD Eligible."
- Orders secondary institutional program placement.
- Sets Parole Consideration Date (PCD).

D. Post Disposition Hearing Arrangements for LEAD Eligible Wards

If the revoked parolee has been designated "LEAD Eligible" and the Disposition Hearing was in a local confinement facility, the AOR will contact the NRCC or

SRCC LEAD Clinic Coordinator within one working day and arrange for Population Management to move the ward to the clinic for LEAD screening/processing. For revoked parolees whose Hearings take place at NRCC or SRCC, the LEAD screening process will be initiated automatically.

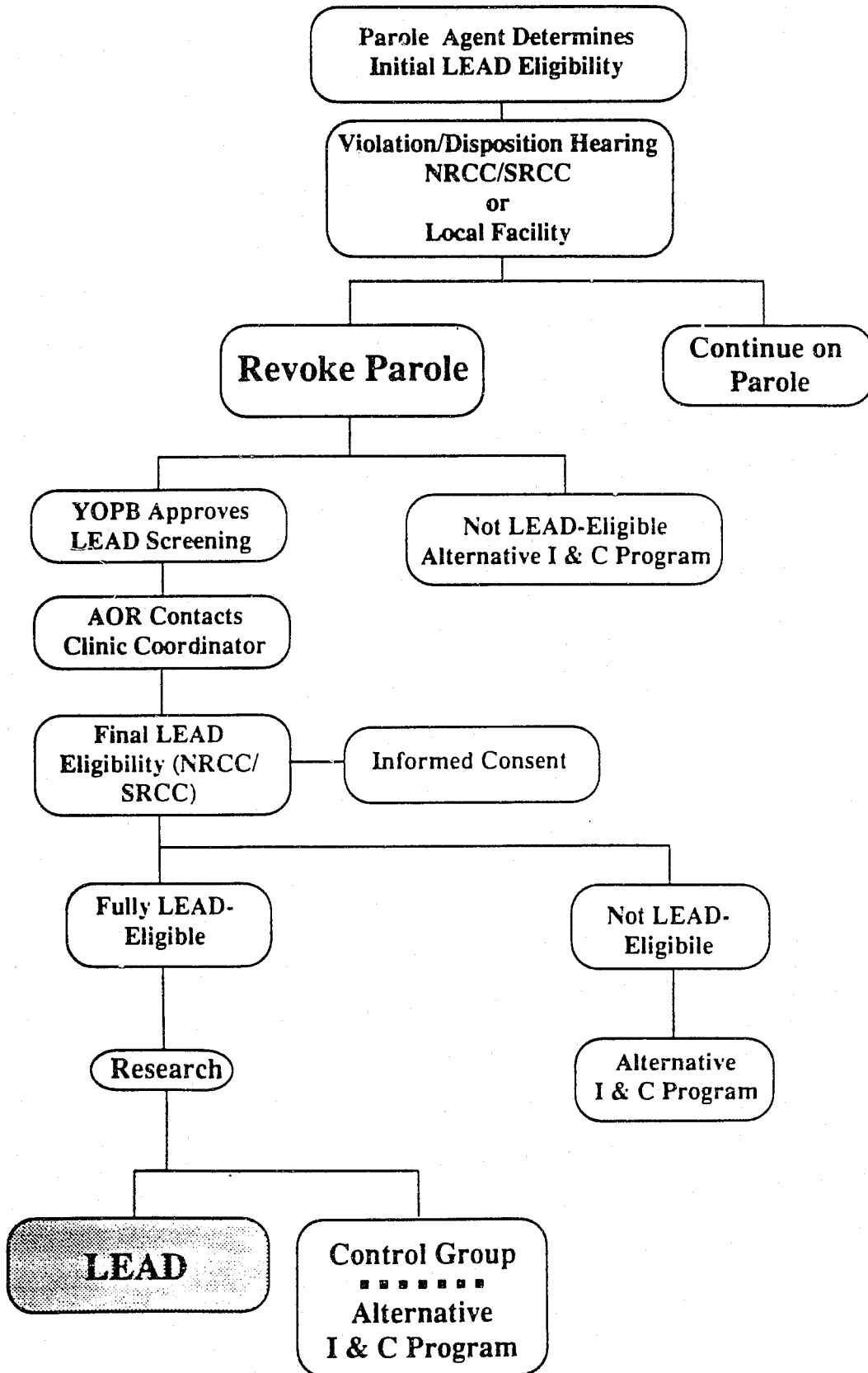
VII. PROGRAM EVALUATION

The legislatively mandated evaluation of LEAD calls for two evaluation components: (1) an implementation and process evaluation to be conducted over the first 12 months of program operation; and (2) an experimental impact evaluation to include measures of recidivism at 12, 18, and 24 month follow-up periods. The purpose of the process evaluation is to describe the program qualitatively and comprehensively (including the selection of wards for the program and ward characteristics). Descriptive data on the program will be gathered by: (1) establishing a computerized ward monitoring system; (2) observing the program carefully and systematically; (3) interviewing wards and staff, and (4) collecting available program descriptions, and budget information; and (5) contacting parole agents at monthly intervals. A process evaluation report documenting program implementation is to be presented to the Legislature 16 months after the program start up.

The purpose of the impact evaluation is to determine the effectiveness of the program in meeting its two major goals. A strict experimental design (which requires random assignment to the program) has been legislatively mandated for this evaluation component. The effect of the program will be determined by measured differences between the experimental and control groups in institutional length of stay (the measure of institutional crowding) and in subsequent arrests (the primary measure of recidivism). In addition, the evaluators will attempt to locate and include reasonably efficient measures of other program performance expectations (such as measures of self-esteem, ability, responsibility, sobriety, discipline, and productivity). Impact evaluation reports are to be submitted to the legislature by 12/31/94, 12/31/95, and 12/31/96.

APPENDIX A

Revoked Parolee LEAD Candidates



APPENDIX B

Senate Bill No. 676

CHAPTER 10

An act to amend Section 733 of, and to add and repeal Sections 731.6, 731.7, 731.8, and 731.9 to, the Welfare and Institutions Code, relating to law enforcement, making an appropriation therefor, and declaring the urgency thereof, to take effect immediately.

[Approved by Governor February 28, 1992. Filed with
Secretary of State February 28, 1992.]

LEGISLATIVE COUNSEL'S DIGEST

SB 676, Presley. Law enforcement.

(1) Under existing law, a court may commit a minor adjudged to be a ward on the basis of criminal conduct to the Department of the Youth Authority.

This bill would establish within the Department of the Youth Authority a pilot project providing an intensive correctional program for minors adjudged wards of the juvenile court on the basis of criminal conduct, as specified, which would terminate on June 30, 1997, unless that date is extended or deleted by a later enacted statute.

(2) Existing law prohibits the commitment of a ward of the juvenile court who is under the age of 5 years to the Department of the Youth Authority.

This bill would, instead, prohibit the commitment of a ward of the juvenile court who is under the age of 11 years to the Department of the Youth Authority.

(3) The bill would appropriate \$4,240,000 from specified funds for purposes of various, specified drug enforcement and crime prevention programs.

(4) The bill would declare that it is to take effect immediately as an urgency statute.

Appropriation: yes.

The people of the State of California do enact as follows:

SECTION 1. Section 731.6 is added to the Welfare and Institutions Code, to read:

731.6. (a) The Legislature hereby finds and declares the following:

There is a desire to develop and implement innovative and cost-effective options that will alleviate crowding within the institutions operated by the Department of the Youth Authority, that will increase the department's substance abuse treatment capability, that will improve ward performance after release to parole, and that will prevent the further incursion of youthful offenders into the

criminal justice system.

(b) The Legislature, therefore, intends to establish a pilot program within the Department of the Youth Authority to test and evaluate innovative and cost-effective sentencing options; to instill discipline, responsibility, and self-esteem among the youth admitted to the program; and to facilitate the successful return of these youth to law-abiding and productive participation in their home communities.

(c) There shall be within the Department of the Youth Authority an intensive correctional program for minors adjudged wards of the juvenile court on the grounds that they are persons described by Section 602. The program shall be known as the Leadership, Esteem, Ability, and Discipline (LEAD) program and shall be intended to promote leadership, esteem, ability, and discipline among wards who participate. The program shall be implemented as a treatment continuum consisting of a short-term and highly structured institutional component followed by an intensive parole experience component. The institutional component shall not exceed four months from the time the ward enters into the LEAD program until the time the ward is released to parole, except as provided in subdivision (g). The institutional component shall be based on a military training model and shall include such discipline, educational, and vocational training, substance abuse prevention, esteem-building, and other activities as may be deemed appropriate and effective by the department. The last month of the institutional component shall include a special emphasis on preparole and transitional needs of wards, emphasizing public service, personal accountability, employability, and good citizenship. The intensive parole experience shall consist of six months of enriched parole services designed to facilitate the successful return of the ward to society. As used in this section, "enriched parole services" means that parole agents assigned to the LEAD program shall have caseloads of not more than 15 parolees per agent. The intensive parole component of the LEAD program shall consist of services and strategies deemed appropriate and effective by the department, including, but not limited to, substance abuse prevention support services, individual and group counseling, family support services, drug testing, electronic monitoring, job training and job placement services, and the development of linkages to community-based agencies and services that can assist the ward in making a successful readjustment. The intensive parole phase of the LEAD program shall include a relapse-management strategy designed to focus intensive services upon wards who are at risk of failing on parole, and this relapse-management may include specialized, short-term residential, and noninstitutional placement for parolees who need a temporary and structured environment in order to succeed on parole. Upon the successful completion of six months of intensive parole, LEAD participants may be transferred to the regular parole

caseload of the Department of the Youth Authority for six months and shall be subject to general provisions of parole in order to receive continued supervision and parole services at less intensive levels.

(d) The LEAD program shall be implemented as a 60-bed pilot program at a northern California facility to be designated by the Department of the Youth Authority, and shall begin enrolling wards on or before September 30, 1992. The second phase shall consist of a 60-bed program at a southern California facility to be designated by the Department of the Youth Authority and shall begin enrolling wards during the 1993 calendar year, unless one of the following events occur:

(1) The LEAD program is ended by the Department of the Youth Authority on the basis of an operational failure, such as a chronic insufficiency of wards meeting the eligibility requirements of subdivision (a) of Section 731.7.

(2) There is an insufficient number of wards meeting the eligibility requirements of subdivision (a) of Section 731.7 to sustain at least a 40-bed program in southern California.

(3) Insufficient funds are available to implement the southern California expansion of the LEAD program.

If the Department of the Youth Authority determines, based on one or more of these events, that it cannot add an additional LEAD program to serve southern California wards, it shall make a written report to the Legislature of its decision not to proceed with the second phase of the LEAD program and of its reasons for making the decision not to proceed.

The Department of the Youth Authority may, at any time and in its discretion, increase LEAD program capacity at either the northern or southern California facility if resources are available to support the increase.

(e) Wards who participate in the LEAD program shall, to the extent practical, be separated while institutionalized from wards who are not enrolled in the LEAD program.

(f) The Department of the Youth Authority shall, in its design, staffing, and implementation of the institutional component of the LEAD program, take steps to ensure that the disciplinary and esteem-building activities do not involve the corporal punishment of wards or the application of training methods which are personally degrading, humiliating, or inhumane.

(g) In exceptional cases, a ward may be retained in the institutional component of the LEAD program for up to 30 additional days if additional time is, in the opinion of the department, needed to allow the ward to complete the program successfully after illness or some other unforeseen circumstance which may delay the ward's normal progress and timely release to parole. If a ward's release to parole is delayed beyond the normal four-month institutional stay, the department shall maintain documentation in the ward's file regarding the need for and the length of any additional time spent

in the institutional component of the program.

(h) This section shall be repealed on June 30, 1997, unless that date is extended or deleted by a later enacted statute.

SEC. 2. Section 731.7 is added to the Welfare and Institutions Code, to read:

731.7. (a) A ward shall be eligible for participation in the LEAD program of the Department of the Youth Authority established by Section 731.6 if the ward meets all of the following criteria:

(1) The ward has been committed to the department by the juvenile court after a finding of wardship under Section 602 and has not previously been placed in the LEAD program.

(2) The ward is committed to the Department of the Youth Authority on the basis of an offense or parole violation which does not, in the opinion of the department, involve serious violence or serious bodily injury.

(3) The ward is at least 16 years of age.

(4) The ward has been involved with substance abuse or is identified by the department as an addictive personality or as a person at risk of future substance abuse.

(5) The ward has been examined by the department and has received medical clearance for participation in a program involving strenuous physical activity.

(6) The ward consents to participation in the program after being fully informed of the purpose, nature, and activities of the program, including a clear explanation of the prospective benefit of reduced institutional stay and of the consequences of failing the program.

(b) A prerequisite to the enrollment and participation of any ward in the LEAD program shall be the approval of the Youthful Offender Parole Board, with full consideration of the recommendation of the Department of the Youth Authority. The board shall cooperate with the department by acting in a timely manner, not to exceed 15 days, on departmental recommendations for enrollment in the LEAD program and by making a good faith effort to keep all available pilot program slots filled with qualified wards.

(c) The judge of the juvenile court may, when ordering commitment of a juvenile to the Department of the Youth Authority, recommend that the juvenile be assigned to the LEAD program. The recommendation shall be stated in the court's dispositional order and shall be communicated to the department in such manner as the department shall deem appropriate. This recommendation shall be taken into consideration by the department and by the Youthful Offender Parole Board when selecting wards for participation in the LEAD program. The department shall keep track of the judicial recommendations for program participation and their final disposition by the department and by the Youthful Offender Parole Board. Upon the request of a juvenile court judge who has recommended that a ward be entered into the program, the

department shall inform the requesting judge of the ward's status with regard to entry or denial of entry into the program and removal from or completion of the program.

(d) This section shall be repealed on June 30, 1997, unless that date is extended or deleted by a later enacted statute.

SEC. 3. Section 731.8 is added to the Welfare and Institutions Code, to read:

731.8. (a) The Department of the Youth Authority shall adopt a written policy setting forth the rules and requirements for wards in the institutional and parole components of the LEAD program and shall make this written policy available to program participants. It shall be the policy of the department to encourage a ward's continued participation and successful completion of the LEAD program by all appropriate means. A ward may be dismissed from the LEAD program only upon a material violation of rules and requirements made known to the ward upon enrollment in the program. Violations shall be documented by the department. The department shall use its existing disciplinary decisionmaking system whereby the ward has the opportunity to contest any allegation of misconduct which is the basis for the proposed dismissal of the ward from the program.

(b) A ward who resigns or is dismissed from the LEAD program shall be given credit by the Youthful Offender Parole Board for institutional time served while in the program and shall not have time added to his or her parole consideration date by the Youthful Offender Parole Board solely on the basis that the ward stated and failed to complete the LEAD program.

(c) This section shall be repealed on June 30, 1997, unless that date is extended or deleted by a later enacted statute.

SEC. 4. Section 731.9 is added to the Welfare and Institutions Code, to read:

731.9. The Department of the Youth Authority shall provide for the evaluation of the LEAD program in order to document the implementation and operations of the program and to measure the program's impact on subsequent behavior and recidivism of wards and on the institutional and parole populations of the department.

(a) There shall be an implementation and process evaluation which shall describe the program qualitatively and shall fully document the startup, operations, size, volume, location, program description, staffing cost, and other relevant characteristics of the pilot programs in both the northern and southern California phases. Additionally, the implementation and process evaluation shall monitor and report on the selection of wards for the program, including judicial recommendations for admission, profiles and characteristics of wards eligible for the program and of wards selected for inclusion in the program by the department, recommendations made to the Youthful Offender Parole Board, acceptances and rejections by the board, and reasons for rejection by

the board. Additionally, this evaluation shall include information on wards who resign or are dismissed from the program in all phases, including their total length of institutional stay, their reasons for dismissal and the steps taken, if any, to replace wards who leave the program before completion. An implementation and process study shall be conducted over the first 12 months of program operation at each facility site where the program is established and shall be completed and presented to the Legislature by the end of 16 months from the effective date of this section.

(b) There shall be an impact evaluation to determine the effect of the program on the subsequent behavior of wards including measures of recidivism. The impact evaluation shall apply strict experimental and control study protocols to compare the followup behavior and recidivism of wards completing the program to the behavior and recidivism of eligible wards who are not in the program. Measures of recidivism shall include revocations and removals from parole as well as new law violations by frequency and severity. Particular attention in the evaluation shall be given to determining the recidivism characteristics at 12-, 18-, and 24-month followup periods after successful completion of the LEAD program, with comparison to the performance of a pool of wards who are eligible for the program but were not assigned to it. The impact evaluation shall report specially on the effect which the program may have on the size of present and future Department of the Youth Authority populations, including measures of length of stay for program participants, dropouts, and nonparticipants; bed savings or increases attributable to the operation of the program; and the cost-effectiveness of the program or lack thereof. Interim impact evaluation reports shall be completed and submitted to the Legislature on or before December 31, 1994, and December 31, 1995, with a final impact evaluation report due on or before December 31, 1996.

(c) This section shall be repealed on June 30, 1997, unless that date is extended or deleted by a later enacted statute.

SEC. 5. Section 733 of the Welfare and Institutions Code is amended to read:

733. No ward of the juvenile court who is under the age of 11 years, and no ward of the juvenile court who is suffering from any contagious, infectious, or other disease which would probably endanger the lives or health of the other inmates of any state school shall be committed to the Department of the Youth Authority.

SEC. 6. The sum of four million two hundred forty thousand dollars (\$4,240,000) is hereby appropriated for the purposes of this act, as follows:

(a) The sum of one million dollars (\$1,000,000) is appropriated from the Federal Trust Fund to the Office of Criminal Justice Planning in augmentation of subdivision (f) of Item 8100-101-890 of Section 2.00 of the Budget Act of 1991 for the following purposes:

(1) For the Department of Justice's Bureau of Narcotic Enforcement's Clandestine Laboratory Enforcement Program for the purposes of providing training, safety equipment, and air operations support to special agents engaged in the investigation and seizure of illicit drug labs, five hundred thousand dollars (\$500,000).

(2) For a community-based drug prevention, intervention, and suppression project selected by the Office of Criminal Justice Planning, which includes community-based policing in high-intensity, drug-related crime areas, five hundred thousand dollars (\$500,000).

(b) The sum of five hundred fifty thousand dollars (\$550,000) is appropriated from the Federal Trust Fund to the Office of Criminal Justice Planning in augmentation of Item 8100-001-890 of Section 2.00 of the Budget Act of 1991 for the purposes of purchasing, installing, and operating a local area network computer system within the Office of Criminal Justice Planning.

(c) The sum of five hundred thousand dollars (\$500,000) is appropriated from the Federal Trust Fund to the Office of Criminal Justice Planning for allocation to the Department of the Youth Authority for the purposes of expanding the Leadership, Esteem, Ability, Discipline (LEAD) program pilot project to prevent the further incursion of youthful offenders into the criminal justice system by increasing parole readiness and parole success utilizing a treatment continuum.

(d) The sum of one million dollars (\$1,000,000) is appropriated from the General Fund to the Youthful Offender Parole Board in augmentation of Item 5450-001-001 of Section 2.00 of the Budget Act of 1991. It is the intent of the Legislature by this appropriation to enable the board to continue its statutory functions.

(e) The sum of one million one hundred ninety thousand dollars (\$1,190,000) is appropriated from the General Fund to the Board of Prison Terms in augmentation of Item 5440-001-001 of Section 2.00 of the Budget Act of 1991. It is the intent of the Legislature by this appropriation to enable the board to continue its statutory functions following the failure to enact urgency legislation permitting the board to hold revocation hearings with one hearing officer and adoption of the budget deleting that amount from the board's appropriation for the 1991-92 fiscal year based upon the passage of such urgency legislation.

SEC. 7. This act is an urgency statute necessary for the immediate preservation of the public peace, health, or safety within the meaning of Article IV of the Constitution and shall go into immediate effect. The facts constituting the necessity are:

(a) The curtailment of the Board of Prison Terms revocation hearings and the operations of the Youthful Offender Parole Board would directly and immediately adversely affect public safety. In order to avoid that consequence, it is necessary that this act take effect immediately.

(b) In order to ensure the enrollment of wards into the new Department of the Youth Authority LEAD program by the target date of September 30, 1992, it is necessary that this act take effect immediately.

(c) In order to prevent further inappropriate commitment of wards of the juvenile court to the Department of the Youth Authority who are under the age of 11 years as soon as possible, it is necessary that this act take effect immediately.

(d) In order to provide necessary funding for drug enforcement and crime prevention programs of the Office of Criminal Justice Planning, it is necessary that this act take effect immediately.

O