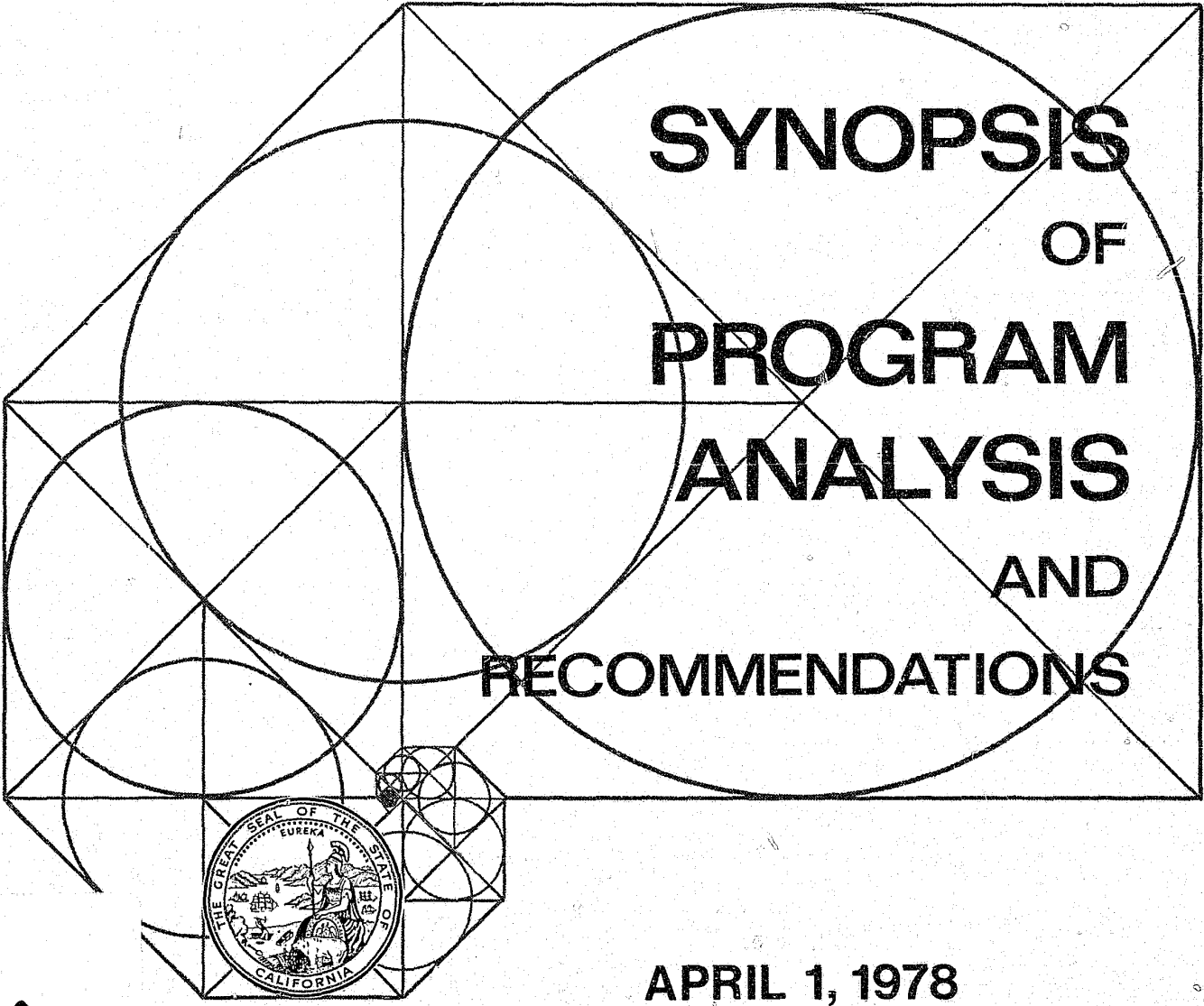


PROGRAM PLANNING REPORT ♦ VOLUME I



SYNOPSIS OF PROGRAM ANALYSIS AND RECOMMENDATIONS



APRIL 1, 1978

CALIFORNIA DEPARTMENT OF CORRECTIONS

4704S

NCJRS

STATE OF CALIFORNIA—HEALTH AND WELFARE AGENCY

EDMUND G. BROWN JR., Governor

DEPARTMENT OF CORRECTIONS
SACRAMENTO, California 95814
714 P Street, Room 600

MAY 1 1978



April 1, 1978

ACQUISITIONS

TO THE MEMBERS OF THE LEGISLATURE:

This summary of the Program Planning Report will acquaint the reader with the recommendations of the Department of Corrections in preparing for an anticipated increase in the prison population over the next several years. The summary also includes our plans to remodel existing institutions in keeping with the recommendations for new facilities.

We are proposing that the legislature support the department in a major effort to improve California's prison system by:

- building four 400-bed work-training facilities for male felons in Southern California
- building a 400-bed psychiatric treatment facility for felons in Southern California
- building a 400-bed work-training facility for female inmates in Northern California
- remodeling of large high-security institutions into smaller self-contained units
- developing full work programs for all able inmates
- establishing small facilities throughout the state to provide 600 community beds for inmates returning to the community on parole.

We believe that such action is necessary to prevent overcrowding in our present institutions, a condition which fosters violence and gang activities.

Although we do not profess to know all the answers to the problems facing the department, this planning proposal reflects the views of a broad spectrum of correctional experts: practitioners, writers, researchers and academicians, as well as the collective experience and ideas of staff and inmates in our own department. This report is basically conceptual, and it is possible that some of the program concepts will require modification as our planning progresses and becomes more detailed and specific.

This summary is purposefully brief to facilitate widespread distribution. The reader interested in the more detailed report is referred to Volume II.

I earnestly hope that many citizens of California will read this proposal and let me know their reactions.

Sincerely,

J. J. ENOMOTO
Director of Corrections
(916) 445-7688

DEPARTMENT OF CORRECTIONS

PROGRAM PLANNING REPORT
FOR 1978-79 FISCAL YEAR

Volume I: Synopsis of Program Analysis and Recommendations

Volume II: Program Analysis and Recommendations

Volume III: Architectural Program and Concept Study

Volume IV: Report on the Colloquium of Correctional
Facilities Planning

STATE OF CALIFORNIA
Edmund G. Brown Jr., Governor

DEPARTMENT OF CORRECTIONS
PROGRAM PLANNING REPORT
FOR 1978-79 FISCAL YEAR

**VOLUME I — SYNOPSIS OF PROGRAM ANALYSIS
AND RECOMMENDATIONS**

Prepared at the Request of
The Joint Legislative Budget Committee
of
The California State Legislature

Health and Welfare Agency
Mario Obledo, Secretary

Department of Corrections
Jiro J. Enomoto, Director

APRIL 1, 1978

Background

In 1977, the Department of Corrections presented to the legislature a proposal for the construction of two institutions totaling 2,400 beds for male felons in Southern California based on the population projections through 1982. For a variety of reasons, the legislature did not approve the plan.

The legislature then authorized a more intensive planning effort. Because of the variety of attitudes demonstrated in the legislature, the department decided to develop a philosophical framework within which to address the issues facing corrections in the 1970's and 1980's. Only after the framework was established could any meaningful assessment of facility needs be addressed. This report to the legislature is therefore a blueprint not just for the construction of new facilities but for a major change in the direction of the department and its program emphasis. New institutions are an essential element in the implementation of these changes, but the same principles which will be outlined for new institutions must be applied to existing institutions as well.

The department established a team to carry out this planning effort. The Director's instructions were to start at the beginning and use an open planning process seeking the advice and points of view of as many people as possible. The team members reviewed all the material developed in connection with the 1977 plan; read master plans developed in several states; studied the literature extensively; met with program specialists in the department; and met with inmates and line staff of the department.

A Resource Advisory Committee was formed involving representatives of several state agencies including the Governor's Office, Health and Welfare Agency, Department of Finance, Legislative Analyst, Office of the State Architect, and the Youth Authority. This group assessed periodically the progress of the planning effort.

The department contracted through the Office of the State Architect with an architectural firm with extensive experience in correctional planning and prison facility construction throughout the country. The architectural consultants were retained to assist the planning team in its review of national trends and to develop architectural concepts to implement the program concepts enunciated by the team.

The department also contracted with the American Justice Institute to plan and conduct a two-day Colloquium on Correctional Facilities Planning. This Colloquium involved a dozen nationally-recognized experts in correctional planning representing a broad spectrum of philosophies and perspectives. Each expert presented a paper on some aspect of planning followed by discussion among the participants and the planning team members.

The full report being submitted to the legislature includes a separate volume containing a synopsis of the Colloquium and the papers of the participants, and another volume which sets forth the recommendations of the architectural consultants.

Statement of Principles

To provide a philosophical foundation for the plan and the recommendations which follow, the planning team set forth a number of specific

principles which were crucial to charting the future direction of the department. These principles reflect best current correctional practice and the writings of national experts. They were then reviewed and approved by the Director and the Resource Advisory Committee.

1. *Prisons are still necessary to perform a legitimate function in the criminal justice system, even though society will continue to search for more basic solutions to the problem of crime.*

Confinement in prison serves as punishment to those found guilty of committing acts which society has defined as unacceptable, has some deterrent effect, and prevents certain people from committing illegal acts in the community for the period of time they are confined.

We believe that the root causes of crime which apparently include such things as unemployment, poor housing, poor education, breakdown of the traditional family unit, and inequality of opportunity must continue to be addressed, but experience to date suggests that crime will continue to be with us for the foreseeable future.

The basic punishment involved is the deprivation of liberty. Therefore, the prison environment must be made as safe, humane, and potentially constructive as possible. There are limits imposed by the nature of the institution and the people it houses so that the prison by definition is not and cannot be identical with the community.

Society must not set unrealistic expectations for its prisons. There are definite limitations on the extent to which prisons can accomplish any of the following with consistent, predictable or measurable certainty:

- Change the long-term behavior of unwilling clients
 - Change inmate attitudes
 - Determine which individuals will commit violent acts while in prison or after release
 - Reduce community crime (except through control of criminals temporarily removed from the community)
 - Change communities in which crime occurs
 - Reduce recidivism
 - Cure addiction to drugs or alcohol.
2. *Society wants inmates to return to the community more capable of conforming to socially-acceptable standards than when they entered despite the current disrepute of the "rehabilitation" model.*

Prison should provide an environment conducive of self-improvement and adoption of socially-accepted values. To accomplish this inmates must be permitted to make choices and exercise judgment.

A variety of opportunities should be provided including work, education, groups or classes to develop ethnic and cultural awareness and other self-help and social skills. Inmates should be encouraged but not forced to participate.

3. *California should develop and implement standards governing programs, basic care and existing and future physical facilities.*

We believe that the standards of the American Correctional Association which represent the consensus of professionals in the field should be used by California as guidelines to help achieve uniformity in a system now marked by diversity, and to provide the legislature, the administration and the public with a means of monitoring system performance. These standards cover various aspects of prisons and programs and reflect a thoughtful recognition of the safety, needs and rights of inmates, staff and society. Standards are developing some force through citation and enforcement by courts.

4. *Institutions should be small.*

Small facilities are more manageable and permit inmates and staff to live and work together in a safer and more normal environment. Small populations will permit better control of gang activities and reduce the possibilities of large-scale exploitation of other inmates by gangs. Small institutions further subdivided into smaller units diminish the sense of anonymity on the part of inmates which is one of the most dehumanizing factors of traditional large prisons.

5. *Institutions should be near urban areas and especially those from which significant numbers of inmates are committed.*

Urban proximity permits inmates to maintain family ties, one of the few consistent factors related to success. It also makes available a work force pool for staff and professional resources and extends greater opportunities for broad community involvement in prison programs and activities.

6. *Full work opportunities should be provided for inmates.*

The work ethic is still important to many inmates as it is in free society. Work creates an opportunity to earn money, to learn work habits and skills and improves the sense of self-worth. Useful and rewarding work is an important antidote to deterioration, particularly for long-term inmates. Idleness encourages inmate involvement in illegal behavior and gang activities.

7. *Graduated positive incentives should be available to encourage inmates to work and behave in socially-acceptable ways.*

Positive incentives encourage inmates to improve their personal status in prison. A formalized system enables inmates to plan rationally to achieve self-selected goals, paralleling the situation in the free world. Substituting positive incentives for the traditional negative coercion climate now prevalent in prisons will improve personal safety of both staff and inmates.

8. *Close inmate/staff relationship in a prison is of vital importance.*

A close inmate/staff relationship should result in mutual trust and respect which is important to the safety of an institution. The development of a good personal relationship between a staff member and an inmate is probably the single most effective factor contributing to such behavior and attitude changes as do take place with inmates.

9. *Inmate participation in decision-making activities that affect them most directly is crucial for successful results.*

A formalized process which allows for inmate involvement in those decisions that directly affect them helps create responsibility and accountability and serves to reduce staff/inmate tensions.

10. *Use of community resources, both paid and volunteer, provides more flexible and adaptive institution programs.*

This practice avoids duplication of resources already existing in the community and provides a capability of implementing and testing new concepts quickly and with minimum cost commitment. Community contacts are important to effective inmate reentry. Increased community awareness and understanding of problems of prisons and inmates will decrease the insularity and artificiality which marks the institution environment. Evolving health care concepts can be implemented more readily than with traditional health care models. Short-term and limited-objective training programs can meet changing labor market conditions.

11. *Some inmates need a structured and assisted return to the community.*

Short-term release centers in the community will provide controlled decompression from institutional regimentation and foster increasing self-reliance in community living.

12. *Some inmates may be unable to function effectively in non-traditional prison environments and will require the kind of controls now available in existing institutions.*

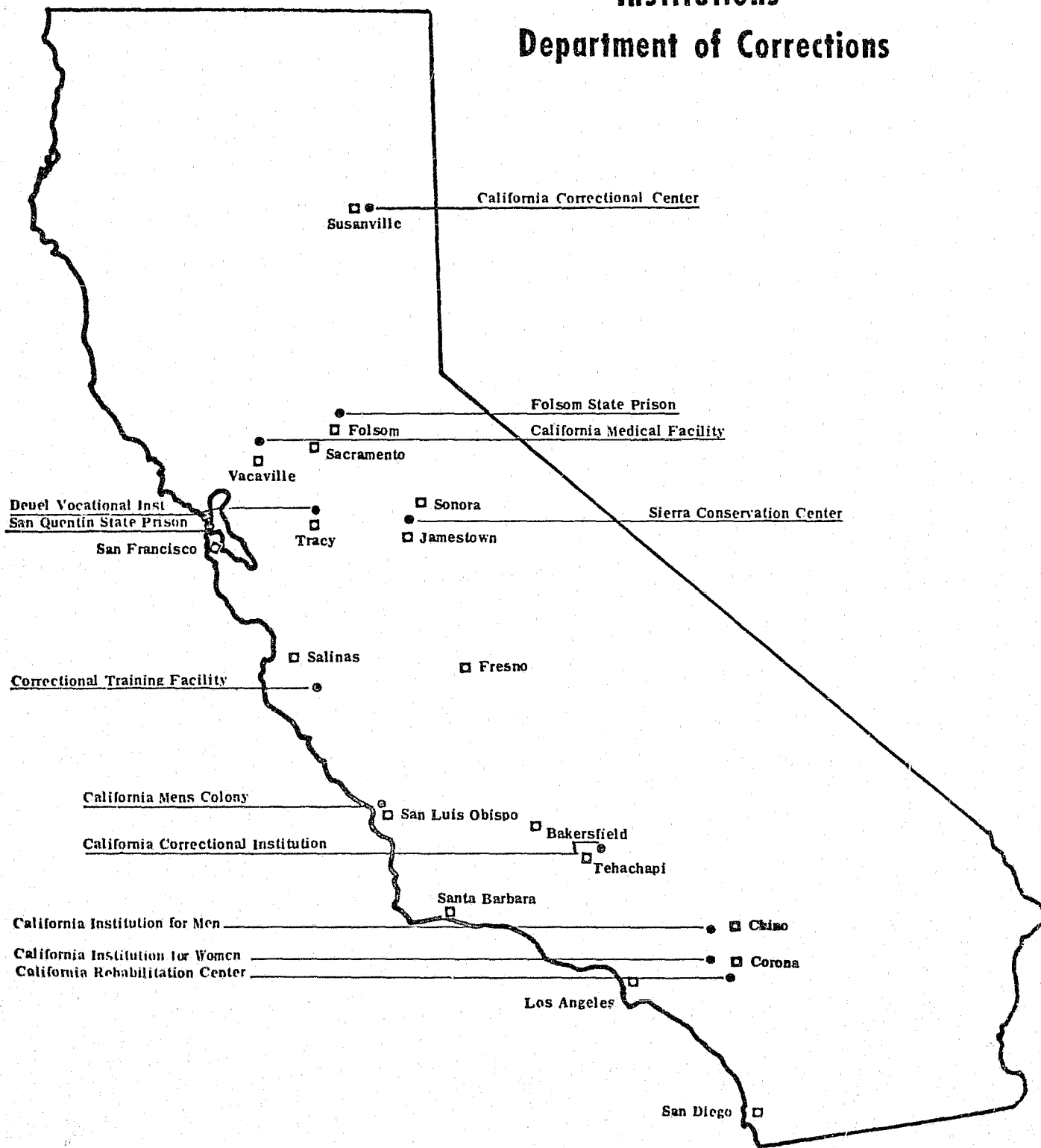
Institutions which provide a more structured environment such as Folsom and San Quentin will continue to meet a need for the department. However, both physical plant and program modifications should be made consistent with departmental program goals.

13. *The department will be expected to continue to care for severely emotionally-disturbed inmates who otherwise might appropriately be housed and treated in state hospitals.*

Such inmates should be housed in specialized facilities with staff and programs that meet appropriate standards for psychiatric care.

The foregoing principles and their implications establish a basis, not only for determining what kinds of institutions we might need for the future, but also for examining the existing operations of the department.

Institutions Department of Corrections



Existing System

The California Department of Corrections is responsible for the control and programming of male and female prison inmates and civilly-committed narcotic addicts, and supervision of those released to complete their terms in the community.

The department operates 12 major correctional institutions, 19 minimum security conservation camps, two community correctional centers, and some 60 local parole offices, as well as outpatient psychiatric clinics and various cooperative programs with local public and private agencies.

About 8,400 career employees carry out the work of the department, representing a wide range of technical and professional job categories. The two largest employee groups are correctional officers and parole agents.

The budget for the department for the 1976-77 Fiscal Year was \$258 million. The overall average cost to keep a person in prison for one year was \$8,894, although it must be cautioned that this is an average figure and the variations among institutions are wide, reflecting differences in size and function.

Institutions

1. California State Prison at San Quentin (Marin County)

The department's oldest and best-known institution was established in 1852. It has grown randomly over a century to its present configuration designed to house 2,686 inmates in four large general population cell blocks, one maximum security cell block and a ranch dormitory.

2. Folsom State Prison (Sacramento County)

Folsom is the second oldest institution, opened originally in 1880. It is the department's only maximum security institution and houses primarily persons serving long sentences, habitual criminals, and hard-to-manage individuals. Its single-cell capacity is 1,778.

3. California Institution for Men (San Bernardino County)

This institution was opened in 1941 as a minimum security facility. Since then it has expanded to a complex which now includes the Reception Center - Central for newly-received inmates from Southern California and the Reception Center - West which houses the Parole Return Processing Unit and does pre-sentence diagnostic studies. In 1974 an empty Youth Authority facility was added which now houses protective custody cases. The design capacity of the complex is 2,681.

4. California Institution for Women (San Bernardino County)

All female felon prisoners are housed in this institution. The current design capacity is 930. It was opened in 1952 when the women transferred from the old site at Tehachapi.

5. California Correctional Institution (Kern County)

Originally opened in 1933 as an institution for women, this institution located near Tehachapi now consists of a minimum security unit of 537 beds and a 640-bed medium security unit opened in 1967.

6. Correctional Training Facility (Monterey County)

This is a complex of three distinct institutions located near Soledad in the Salinas Valley. The South Facility originally opened as a camp center in 1946. The Central Facility opened in 1951 as a medium security facility. In 1958 the North Facility was opened. The total design capacity is 3,041.

South Facility has large dormitories for minimum security and light medium security inmates who work on the farm. CTF - Central and North are both medium security.

7. Deuel Vocational Institution (San Joaquin County)

This is a 1,223-bed medium security facility located near Tracy, opened in 1953. A 300-bed reception center was added in 1959 which has been converted for use as special housing units for evaluation and control. The population consists of young adults -- median age 23.5 -- with a heavy emphasis on vocational and academic education.

8. California Medical Facility (Solano County)

Originally established in a former federal institution at San Pedro in 1950, the California Medical Facility was moved to its current location at Vacaville in 1955. The main facility serves as an in-patient psychiatric treatment institution for the department and houses psychiatric emergencies, chronic psychotics and group therapy patients. The design capacity is 1,437. In addition there is a reception center for Northern California's new admissions with capacity of 472.

9. California Men's Colony (San Luis Obispo County)

Originally established in 1954 in surplus military barracks as a minimum security unit for 1,400 inmates, the obsolete housing and changing population led to reduction of this unit to its present level of 150 camp inmates. The main facility, Men's Colony - East, was completed in 1961 to house 2,400 medium security inmates. One of the four 600-bed program units was converted to medical-type programming to accommodate 600 psychotics in remission.

10. California Rehabilitation Center (San Bernardino County)

The civil addict program for treating and controlling narcotic addicts was authorized by the legislature in 1961. In 1963 the department opened the Rehabilitation Center in a facility received from the federal government near Norco, a former luxury hotel opened in the 1920's and converted during World War II to a naval hospital. Its capacity is 1,963 male addicts in 60-man dormitories of temporary wartime construction, and 400 female addicts in former nurses' quarters refurbished to house two women to a room.

11. California Correctional Center (Lassen County)

This institution near Susanville was originally opened in 1963 as the California Conservation Center to serve as a hub facility administering the Northern California conservation camp program. It has a design capacity of 1,224. With the diminishing number of minimum security inmates available the camp program was cut back. In 1975 the institution was renamed and converted to provide skill center training to medium security inmates. The facility's construction reflects its original minimum security intent.

12. Sierra Conservation Center (Tuolumne County)

Originally designed to administer the Central California conservation camp program, this was the last institution built by the department. The center was opened in 1965, and still trains inmates for placement in the 14 outlying conservation camps still operating throughout the state. It has two 608-man units (one minimum and one medium security), each with 38 16-man dormitories.

Existing institutions are characterized by: large size; physical plants which are either substandard or laid out in such a way that the ability of administrators to manage today's inmate population safely and effectively is restricted; location in nonurban areas; concentration of male felons in Northern California although the majority of male felon commitments come from Southern California; only one institution for women; and an inability to provide adequate work opportunities for all inmates.

Inmate Characteristics

The median age of male inmates is 29.2 and has been declining steadily in recent years. About 26 percent of the male inmates are less than 25 years of age. Women are slightly older with a median age of 29.6 and 23 percent under 25 years of age.

Nearly half of the men in prison are native Californians. Three-fourths have lived in this state for at least 10 years. A total of 55.6 percent are minorities -- 33.7 percent Black, 20.1 percent Mexican-American, and 1.8 percent Other. Among the women felons, minorities constituted 53.4 percent of the total with 34.7 percent Black, 16.8 percent Mexican-American, and 1.9 percent Other.

The typical inmate, both male and female, possesses average intelligence, and the median educational achievement level is just under eighth grade for males and above eighth grade for females.

The changing characteristics of the inmate population have resulted in the department having an oversupply of minimum security facilities and a shortage of facilities for medium security inmates. As discussed in Volume II, there are a number of reasons why minimum housing is not suitable for housing higher security inmates. The changes in the inmate population which began in the mid-1960's reflect changes in community attitudes and sentencing practices as a continually increasing proportion of the prison population is composed of those who have committed offenses against persons rather than against property. For example, in 1963, the percentage of inmates convicted of crimes against property was 35.3 while, the percentage convicted of crimes against persons was 37.1. In 1977, the percentages were 21.5 and 58.9 respectively.

Inmate Violence and Gangs

In addition to the changing characteristics of the inmate population, California prisons are now seriously affected by the activities of prison gangs which originated in the late 1960's and achieved prominence in the last few years. While neither gangs nor violence are new to prisons, certain aspects of the current gang activity present new problems to the prison administrator. One is the tendency of gangs to develop along ethnic lines. This means that the racial tensions which exist normally in a prison as they do in the community are exacerbated, and gang rivalries develop into widespread racial strife. The difficulty of identifying gang members and of taking action to isolate them may result in charges of racism and may in fact cause certain inmates to be regarded as gang members purely on the basis of race/ethnic background and personal association. Another characteristic is the increasing effectiveness of the organization and discipline of gangs and the stability of the leadership. Hitherto, it has been axiomatic that inmates were individualistic and only concerned with doing their own time and therefore not capable of effective group action. The new gangs belie that as the members display a discipline and willingness to carry out orders regardless of the personal consequences. This creates serious problems for prison administrators and permits the effective exploitation of large numbers of inmates by a relatively small percentage of the population.

A recent survey of violent incidents during 1975-76 and 1976-77 reveals that male inmates committed for homicide, robbery, and assault were involved in significantly greater numbers than their proportion in the prison population. This tends to support the judgment of prison administrators that the changing characteristics of the inmate population are contributing to the increase in violence in the institutions. Corollary to and further dramatizing this finding is the increase in violent incidents in the prisons. In 1970 the number of institutional incidents involving assaults by inmates with weapons was 79, in 1976, 204.

Inmate Rights

The activities of the gangs have coincided with the dramatic increases in recent years of inmate rights and efforts to liberalize the restrictions on inmate behavior paralleling and reflecting the civil rights movement in American society. By court decisions, law changes and administrative actions restrictions on visiting, mail and access to legal services have been modified drastically. Inmates have had restored by statute the vast majority of civil rights. Their rights to constitutional liberties have been affirmed and reaffirmed and their protection by Federal courts has been vigorous. As a result of these factors, the discretion of the prison administrator has been markedly curbed.

While this basic upheaval in the balance of power between inmates and staff has certainly not created the prison gangs, they have capitalized on and exploited the opportunities these changes offered to increase the flow of contraband, to recruit new members, to facilitate communications both within and between institutions, and in general to develop financial resources and cohesion which would have been difficult if not impossible under conditions as they formerly existed.

The challenge this poses to prison administrators is how to deal with the problem of gangs and the violence they cause without overreacting at the expense of the legitimate rights of the majority of inmates who do respect the rules and rights of each other. Free society faces the same challenge as it attempts to respond to the problem of crime and the depredations of a few on the many without trampling on the civil rights of everyone and anyone.

Staff and Inmate Concerns

The increase in statutory rights of inmates and the concomitant reduction in the discretion of staff has resulted in some concerns on the part of staff and some bitterness as they believe -- or at least verbalize -- that now inmates have more rights than staff. They are apprehensive about their safety and demand more physical and other means of providing for their personal security.

Ironically, at the same time that line staff are complaining about what they regard as an imbalance between the rights of staff and inmates, inmates continue to see themselves as essentially without rights and subject to the whims of a staff who are overly concerned with security. They perceive a strong backlash in public opinion about crime and criminals. In discussing the recommendations of this report, they expressed considerable skepticism about the implementation of those elements which would provide what they regarded as improvements in facilities and programs. One concern they do share with line staff is safety. They suffer both the depredations of the gangs and the consequences of the department's efforts to control gangs and violence.

The department faces the dilemma of mounting concerns on the part of staff and inmates alike about safety. Compounding this is the compelling need for sensitivity to the public's demand to commit more criminals to prison while simultaneously improving physical facilities and program opportunities for those committed. In our dialogues with inmates, staff and many other relevant sources, we found no one in favor of idleness or large institutions.

Despite operating one of the largest and most extensive prison industries programs in the country, many of our current physical facilities are inadequate and allow limited opportunity for meaningful work for inmates. And above all, California is now faced with an increase in prison population after being the only state in the nation with a reduced prison population in 1976.

Current Population Status

The total institution population of the department on December 31, 1977 excluding civil addicts, was 17,820. In August we projected this group to be 18,945 on that date. The primary reason for this variance was the conservative approach we took in predicting the impact of the Determinate Sentence Law.

Under the recently-replaced indeterminate sentencing which has been in effect in California since 1917, a typical California male inmate in recent years has served about 36 to 40 months in prison prior to first parole, although the median figures have fluctuated from year to year. Typically, a California parolee has remained in that status from about 20 to 24 months, although great individual variations have occurred.

Under the Determinate Sentence Law which went into effect July 1, 1977 the median time served in institutions for men is expected to decrease somewhat while time on parole will decrease markedly. The median time for women will probably increase.

One of the features of the Determinate Sentence Law was the retroactive application of the new sentence standards to inmates already in prison. After July 1, 1977, inmates who had served more time than was set forth in the new law were released except for those who met the criteria for extended term hearings. We projected a drop of 302 in the population housed in male felon institutions. Instead the actual drop between June 30 and December 31 was 1,393.

We had anticipated that the Community Release Board would take the whole 1977-78 fiscal year to accomplish the retroactive review and release procedure for the two categories of less serious offenders. However, a large part of the task had been accomplished by the end of December with the resultant surge of releases. Many of those released in the first six months had been anticipated to be released in the last six months instead. Therefore, we believe that our actual and projected figures should be closer together by June 30, 1978.

The total felon intake for 1977 was 8,802, the largest intake in a single year since 1961, and the seventh consecutive year of increased intake. Our projected intake for July, 1977 through December, 1977 was within 100 of the actual.

Population Projections

Each year as part of the department budget preparation the staff of the Management Information Section develops a population projection for the next several years. The forecast for the coming year is the basis for the department's budget planning for that year and long-range planning is based on the long-range forecasts.

The forecasters start first with the current population. Based upon their continuing study of data, they next make a number of assumptions concerning state population changes, law changes, economic conditions, and other factors which have an effect on the commitment rate. Past experience is then used to develop anticipated commitment rates for each major crime category. Because of the Determinate Sentence Law's expected enhancements, good-time credits and other variations which would affect length of sentence had to be determined. By applying the same method to the current population the length of stay is predicted. For the approximately 10% of the population still under indeterminate sentence a model which forecasts the release policies of the Community Release Board is used. Therefore there are three factors affecting population in the future: *current population plus new commitments minus releases*. This computation results in the projected population.

Obviously, any forecasting process, whether of prison population, product sales, economic trends or weather, is a combination of statistical technique and data interpretation. While there may be relative degrees of statistical sophistication involved, the most vulnerable aspect of any forecast process is the assumptions upon which the forecasts are based. Prison population forecasting is no exception. We have no question that the statistical process we

use is appropriate and accurate. We likewise have no question that there is room for legitimate difference of opinion about the myriad assumptions which underlie our system.

Nevertheless, policy makers rely upon forecasts for two reasons: by articulating the assumptions and the conditions which affect the future, a forecast permits policy makers to adjust those conditions to avoid the consequences identified in the forecast; or, if the conditions are not changed, it enables policy makers to take the necessary action to cope with the anticipated consequences. Furthermore, any effective planning process also provides for periodic testing of the forecast forming the basis of the action against the actual results as time passes so that plans can be adjusted to accommodate changing conditions. But policy makers must use the best available data in attempting to anticipate the future and plan accordingly. Otherwise, the organization is left to react as best it can to events as they occur.

There was criticism last year that previous departmental forecasts of population increases had not been substantiated by results. In response we should note that law changes have a tremendous effect on our projections. In addition, in the past a major variable affecting prison population was the policies of the Adult Authority. A major change in policy would have significant impact upon our population. These changes were not always possible to predict. The Determinate Sentence Law minimizes, although it does not entirely eliminate, the impact of policies of the Community Release Board on institutional population. Law changes and release policy changes should be noted as illustrations of the point made earlier that projections enable policy makers to consider action to change the future rather than to cope with it.

We must emphasize that attempting to predict the immediate impact of the Determinate Sentence Law, both on the inmate population and on time to be served by those sentenced by the courts, has been very difficult. By the time legislative hearings are held on these recommendations we should have available more data to present based on experience with the new law. Although the determinate sentence became effective July 1, 1977, it applied only to crimes committed on or after that date. Most crimes prosecuted for the early months occurred before July 1. Through December 31 we had received a total of 733 commitments with determinate sentences, 92 of which had combined determinate and indeterminate sentences. New commitments with determinate sentences accounted for only 17% of our total of 4,267 court commitments.

The department's population statistics and projection system is one of the most advanced in the nation, having the benefit of many years of study and experience. The department's statisticians are among the most experienced in the nation, supported by other states that call upon them as consultants for assistance in development of correctional information systems. Computer technology was recently adopted to enable more rapid determination of probable effect of each of the many continuing legislative proposals which would impact upon numbers of people entering or leaving prisons.

Housing Needs

The department and the legislature are now at a decision point. Our best available information based on data and informed judgment

about the meaning of that data, is that our population will begin to increase shortly and will continue to increase. Total existing design capacity will be exceeded by 1978 for women and 1981 for men.

Housing needs should not be determined on the basis of total design capacity, but on the basis of a 90-95 percent overall occupancy level. Occupancy level is the filled percentage of the total of all available beds in the department -- whether in camps, lockups, minimum dormitories or whatever. Years of handling prison populations that have fluctuated as much as 4,000 inmates in one year alone, shows that overcrowding in parts of the system begins at an overall occupancy level of 90 percent. Mainline beds in the heavy-security prisons where the demand is the greatest usually are the first to become full.

The situation becomes critical at 95 percent overall occupancy as the heavy institutions approach their absolute capacity by double celling, and inmates who should be in heavy facilities must be sent to less secure institutions. This is explained in greater detail in Volume II of this report. The following table shows our projected bed situation relative to population through 1983:

MALE FELON PRISONERS
(20,847 existing beds)

<u>Year</u>	<u>Projected Population at June 30</u>	<u>Total Bed Needs at 95% Occupancy</u>	<u>Additional Bed Needs</u>
1978	18,670	19,652	-1,195 (Surplus)
1979	18,960	19,957	- 890 (Surplus)
1980	19,595	20,626	- 221 (Surplus)
1981	20,400	21,473	626
1982	21,310	22,431	1,584
1983	22,205	23,374	2,527

FEMALE PRISONERS
(1,330 existing beds)

1978	1,260	1,326	- 4 (Surplus)
1979	1,445	1,521	191
1980	1,590	1,674	344
1981	1,675	1,763	433
1982	1,735	1,826	496
1983	1,780	1,874	544

There are two principal reasons for this anticipated increase: continuing increase in the state population (if the commitment rate per 100,000 of state population remained the same, an increasing population alone would cause an increase in prison population); but, additionally, our data revealed an increase in the rate of commitments to prison of convicted felons. Since 1970, the number of persons committed to prison has increased. In 1976, the intake was 1,634 over the previous year, the highest since 1961, and continues at the expected high rate. The departmental population fluctuations in the past have been related to changes in the release rate.

California has made extensive use of community-based correctional programs as alternatives to incarceration since the early 1960's when nearly 30% of convicted felons were being sentenced to prison. Since that time the percentage of persons convicted of felonies sentenced to prison has fluctuated according to the kinds and numbers of alternatives available. The year 1971 saw the lowest percentage in several years, 9.6; however that percentage has increased each year since, reaching 17.8 in 1976, the latest year of available court disposition statistics.

These statistics indicate that the courts are sending more people to prison, consistent with the legislature's making commitment mandatory for more offenses as a method of dealing with an increasing crime rate.

We believe the effect of the Determinate Sentence Law will be that more people will be sentenced to prison than in the past, and we believe this increase will consist mostly of persons convicted of crimes against person rather than those convicted of crimes against property. People who in recent years would have served sentences in the county jail and/or probation will be sentenced to prison with relatively short determinate sentences and the ability to qualify for good-time credits to shorten the sentences even more.

Prison Alternatives

As we contemplated this anticipated increase we considered alternatives to recommending new prisons as a means of coping with the problem.

In discussing alternatives it must first be clear that this report and its recommendations deals with a very specific group -- those sentenced to prison after being convicted of felonies. This group represents a small percentage of those persons arrested for felony crimes, and has passed through several decision points where alternatives were available. The arresting police officer, the district attorney making the charge and handling the case, the probation officer filing a recommendation with the court and the sentencing judge usually had opportunities to consider a variety of alternatives of dealing with the offender. According to California Department of Justice, Bureau of Criminal Statistics, out of 157,537 arrests for felonies only 3.5% were ultimately sentenced to state prisons in 1976. In our extensive reading of national activities we were unable to discover an alternative that California has not considered or implemented.

We are therefore not addressing pretrial detention or bail reform, plea bargaining, or community diversion projects as an adjunct to probation. These are all legitimate concerns for society and for broad studies of the total criminal justice system. But they are all beyond the control of the Department of Corrections whose legislated role in the criminal justice system is to accept and keep for the time specified, those sentenced to state prison and to supervise paroled prisoners until their term expires.

Placement in Facilities of Other Jurisdictions

We considered placement of state prisoners in federal or county jails, but neither represent acceptable solutions. The federal system, itself faced with a serious population increase, has solicited space from the Department of Corrections, and is involved in a major construction program to provide adequate facilities. It therefore has no space available for California prisoners. County jails are likewise crowded. In addition, they are designed for relatively short-term incarceration and have few facilities available for work, training, visiting, or other programs. Despite our projected population increase, we do not anticipate a marked decrease in county jail population. We do not see county jails as alternatives to state prisons nor do we believe the counties would.

Community Release Centers

We have examined community-based alternatives, and believe the department must make more than its current use of community facilities. The department has encountered problems in the past with extensive work release programs under the indeterminate sentence structure and has therefore restricted the use of this program and also of halfway house programs for parolees. While we recognize the difficulties inherent in work release programs, we do believe that community release facilities are essential to serve as a decompression stage for inmates. We believe that most inmates should have approximately 30 to 90 days for community reentry depending upon the amount of time served and individual adjustment problems anticipated. This period in the community enables the inmates to obtain drivers' licenses, readjust family relationships, obtain employment, develop skills and self-reliance in daily living in the community, and become involved with the necessary community resources.

We recommend that the legislature authorize the department to establish small facilities throughout the state to provide community beds for 600 inmates, both men and women. These beds would be located primarily in facilities of not more than 30-bed capacity operated under strict standards by community organizations who would contract their services to the department. The department might develop a small percentage of beds in state-operated facilities to provide specialized services or to meet needs where private resources are not available.

We currently have pre-release activities in most of our institutions but they are hampered by the other institutional activities and by the remoteness from urban areas which characterizes most of our institutions. We therefore propose to establish in the urban communities to which significant numbers of inmates go on parole, release centers to provide up to 600 beds statewide. These would be small residential facilities with control and accountability for

the inmate's activities and with the option to return inmates to the institutions for cause.

This recommendation would not only provide a needed service to augment the existing parole resources now available, but would avoid the necessity of constructing an additional 600 prison beds. The per capita cost of providing adequate service in such facilities may not be significantly less than the per capita costs in prisons, but there are no capital investment costs and no long-term commitments involved. It should also be noted that 600 beds with an average stay of 60 days would accommodate 3,600 releasees. Last year 7,967 were released on parole. We believe that with legislative approval the department might develop this program and begin operation of a pilot project as early as 1979.

Regional Jail Camps

Another alternative available currently being explored is the possibility of regional jail camps. Since 1953, the Penal Code has provided authorization for the department to establish regional camps and to contract with counties who wish to place prisoners in those facilities. Such a camp has never been established. Therefore we are actively exploring the feasibility of such camps including the receptivity of counties to such a proposal.

We anticipate that such jail camps might offer an alternative to judges in deciding between a jail sentence or a prison sentence. Recognizing that most jails have inadequate program facilities for most long-term prisoners, judges might consider a camp placement under state auspices but without the legal implications of a felony commitment to prison, more appropriate for some convicted offenders. While it is not likely that such camps would ever develop into a major prison diversion alternative, nevertheless we believe the concept has sufficient merit to pursue. It would offer benefits both to counties wishing to offer more program alternatives for jail inmates, and to the inmates themselves.

We considered trying to develop community-based facilities, other than release centers, but rejected the prospect as these would be most adaptable to house only minimum security inmates. As already noted, we have enough facilities built to accommodate minimum security inmates; our needs are for facilities to house medium-security inmates.

Other Alternatives

In addition to alternatives available to the department to cope with the anticipated population increase, there are alternatives available to courts and legislators in the way of actions which could be taken to change the circumstances which will contribute to the population increase.

Changes in laws dealing with the penalties for various crimes could affect our future population. Decreasing terms for various crimes, repealing recently-enacted laws which mandate prison terms rather than probation for certain types of crime, or decriminalizing certain types of behavior now categorized as illegal are examples of legislative actions which would have a diminishing effect upon prison commitments. Changes being considered for the probation subsidy program could also affect our population.

Conversely, the legislative action taken in the past ten years indicates a trend toward reliance upon prison sentences. Recent law changes have been in the direction of either longer terms for certain crimes or further restricting the discretion of the judges to use probation.

Another possibility would be for a significant change to take place in sentencing policies. If there were to be an increase in the percentage of convicted felons placed on probation rather than sent to prison, this too would cause a change in our population. Here again, however, there is no indication of any such reversal in the existing trend; on the contrary, we anticipate an increase for at least the near future based upon mandatory sentence laws.

A third alternative would be to change the rate and nature of crime in California. Since the admissions to prison are related to the numbers and types of crimes committed, any successful efforts to reduce crime would ultimately affect the prison population. While many crime prevention techniques are being used by the police and other agencies, to date the results have been mixed and nonspecific in their impact on various types of crime. Efforts to deal with the root causes of crime are long-term, and it may be years before any results are known.

New Facilities

We are recommending that any additional institutions have a capacity of approximately 400 beds based upon the consensus of national authorities, including the American Correctional Association, the National Commission on Criminal Justice Standards and Goals, and the National Clearinghouse. In Volume III of this report our architectural consultants speak strongly to the issue of institution size as did many of the speakers at the Colloquium whose papers are reproduced in Volume IV.

Admittedly, 400 is not a magical number. The generally accepted rationale as stated by the National Commission of Criminal Justice Standards and Goals is that the institution should be limited to that size which permits the superintendent to have a personal relationship with each inmate. The experience of our own administrators who have operated 600-bed units is that they are too large for optimum effectiveness.

Comparative cost-effectiveness data, while sparse and difficult to find, suggests that larger institutions have lower initial construction costs. Small institutions have lower long-term operating costs, taking into consideration such factors as stress-related disabilities of staff, lost time due to lockdowns, inmate and staff injuries and deaths, and other serious effects not commonly considered in purely budgetary or fiscal analyses.

Based on our population projection and an examination of alternatives available to us and others, we recommend to the legislature the following new facilities:

1. *A 400-bed institution in Northern California for women felons and nonfelon addicts.*

All women felons in the department are currently housed in the California Institution for Women near Corona. All women nonfelon

addicts are housed in the California Rehabilitation Center near Norco. Our projections show that by 1983 total women population will exceed the 95% occupancy by 544 beds. A 400-bed institution, approximately 100 of the recommended community release beds and placement of appropriate cases in specialized psychiatric treatment facilities, will provide the needed capacity for women. This will provide an opportunity to house women committed from Northern California nearer their families.

2. *Five 400-bed institutions for men in Southern California, one of which will be a psychiatric facility.*

By 1983, we project a deficiency of 2,527 beds for male felons. Five institutions totaling 2,000 beds plus approximately 500 community release beds will provide the needed capacity for male felons.

We should emphasize that the recommendation for 600 community-release beds resulted in the need for 600 fewer new institutional beds.

We currently house inmates needing intensive psychiatric care in the Medical Facility. An additional 600 psychotics in remission are housed in the California Men's Colony. We need additional facilities for psychiatric patients as part of our anticipated population increase, and they should be located in Southern California to permit the maintenance of family ties for that group which is perhaps most in need of family support of any of our population. This specialized facility should be built and staffed in accordance with current standards for the care and treatment of psychiatric patients. One unit of the facility should be used for women now being housed in the Psychiatric Treatment Unit at CIW.

The construction cost of these six institutions is approximately \$120 million exclusive of site acquisition but including equipment. Many specifics of the cost estimates will be determined ultimately by the sites selected and whether individual institutions are built on single sites, or clusters sharing central facilities are built on a common site. The architectural consultants developed cost data based upon their prototype institution described in Volume III. The California Office of the State Architect then adjusted these data for specific California circumstances.

The projected costs are based on July 1978, estimated prices, and will need to be adjusted for inflationary factors of about one percent per month until construction contracts are ultimately let.

Although our current projections for male nonfelon addicts also indicate a need for additional beds, we are deferring any recommendation until next year. The reason is primarily because we are anticipating a renovation of the California Rehabilitation Center, and we need to determine the ultimate capacity of the remodeled institution before further needs can be identified. In addition, there are some present indications of changes in the rate of commitments to this program which may be related to the Determinate Sentence Law, and which we must explore further.

The other four institutions for men, and the one for women, should be based on a work-oriented program and must incorporate architectural design features which enable the prison administrator to operate with maximum flexibility within a secure perimeter. We must house a cross section of our inmate population in each institution rather than developing limited purpose high or low security institutions.

It is a sobering thought that we are designing prisons for the 21st century. As we look back on the history of corrections, we must be impressed with the changes in philosophy and practice that have influenced prison design and construction over the years. A basic instruction which we gave the architectural consultants was that we must end up with a prison design concept which will enable the prison administrator of 20 years hence to operate effectively, even if every one of our basic concepts is wrong. Flexibility is therefore the most essential ingredient of design. It is vital to achieve the management control required for safety of staff and inmates.

As part of this flexibility new prisons must be capable of housing all categories of inmates from minimum security to maximum. With the exception of the psychiatric facility we cannot afford any more special purpose institutions. In fact, it will even be possible in the future if desired, to operate these proposed new facilities with both men and women inmates. We do not propose at this time to do so, but the federal experience with co-correctional institutions suggests that California could be considering such an option within the life cycle of the proposed new facilities.

Architectural Concepts

Among the architectural concepts which should apply in all of the new facilities being recommended are:

1. Single rooms rather than cells, designed for one inmate with 80 square feet per room as contrasted with the 50 square feet we now have in several facilities.
2. Modular living units of 50 or less rooms capable of closed operation if necessary. Each such living unit should include facilities for dining, visiting, recreation, religious services, outpatient medical care and space for group meetings, counseling, education classes and work program. Our experience in recent years demonstrates that we need to be able to react to violence, either actual or potential, by locking up segments of an institution for some time. Existing physical plants are such that it is almost impossible to carry on any type of normal activity in a locked-down unit.
3. Central services to provide living units and work areas with prepared food, inpatient medical care, utilities, maintenance, fire suppression, perimeter and emergency security, and general business services.

One method of achieving economy and still maintaining the advantages of small institutions is to build more than one on a site, each served by a common core of central services. The most notable example of such an arrangement is the Northern California Youth Center developed by the Youth Authority near Stockton. This was originally master-planned to include 12 independent 400-bed facilities, each served by common central services. The site currently has three 400-bed institutions operating in this manner.

4. Physical plants which are secure, yet achieve their security through architectural planning, avoid the conventional repressive appearance which marks large, traditional prisons.

The use of colors, textures, and forms which contribute to a more normal and humane atmosphere without increasing costs or affecting internal control is important and will have positive impact upon both inmates and staff. Noise suppression features are necessary also.

5. Factories and work centers located so that inmates from different housing units may be kept separate, if necessary, but still have an opportunity to work.
6. While most housing units will be built for medium-security inmates, one in each of the institutions may be built for maximum-security inmates to permit additional dispersal of problem inmates. Program facilities will be included in the maximum unit to permit participation of these inmates in some activities now unavailable to them in existing institutions.

The flexibility such physical plants would provide to management, along with the incentives for inmates to benefit from the various activities available, should serve to minimize many of problems which now contribute to the violence and gang activities in our existing institutions. These concepts are discussed in Volume III of this report.

Sites

The selection of prison sites is almost always controversial. Despite general agreement by experts and inmates that new prisons should be located close to metropolitan areas, some residents of areas where potential sites are being considered will react adversely. Many agree that California needs more prisons, but don't want them in their area.

At this time we are making no recommendation on specific proposed sites. Working with our architectural consultants we have developed a list of criteria which will enable us to evaluate potential sites. However, we believe the issue of new prisons should be considered on its merits and not clouded by debates on specific sites.

The legislature has established a Joint Committee on New Prison Facilities and Alternatives to Incarceration. One function of this committee is to hold public hearings on proposed sites. We will have recommendations to present to that Committee at the time of their hearings.

Criteria

Among the factors to be considered in evaluating potential sites in addition to size and cost are: proximity to metropolitan areas, availability of utilities, cost of site preparation, and impact upon the community.

There are two possibilities in terms of the size of site necessary. If we are to build 400-bed institutions on individual sites, we need a minimum of 25 acres and preferably 30 acres. On the other hand, if we are to cluster more than one such facility on a site to attain economies of construction and operation through joint use of some of the expensive central services such as power

plant, water and sewage treatment facilities, and food preparation, additional acreage would be required. To cluster four such facilities, for example, would necessitate at least 150 acres per institution. Space requirements increase for a cluster arrangement because buffer zones, patrol roads, and the enlarged central services must be accommodated.

It must also be emphasized that the cost figures cited earlier do not include any funds for site acquisition or for any other than minimal site preparation. If we are to consider the acquisition of property which is now privately owned, it would increase the cost of construction as well as add to the time involved before the institutions would be available for occupancy. We anticipate that with state-owned sites readily available, the construction would be completed by 1983.

While a number of privately-owned land parcels and buildings were considered, we have concentrated our search on state-owned property. At this time we do not have any appropriated funds for the purpose of site acquisition, and therefore believe it would be premature to approach private owners of property to discuss possible purchase several months in the future. There are, of course, many advantages to the use of state-owned property if it is otherwise acceptable for the purpose: (1) it involves no additional outlay of funds; (2) it provides for faster construction because there would be no delay in acquiring the site; (3) it avoids taking additional land off the tax rolls; (4) it tends to minimize potential land use conflicts.

However, virtually every site we have looked at would involve some adverse community reaction. The Joint Committee will have to evaluate the advantages and disadvantages of potential sites, giving strong consideration obviously to community reaction. If the legislature concurs that new prisons must be located near metropolitan areas, it is likely that any acceptable site whether state owned or privately owned will generate some opposition. It has been our experience, however, that after a prison is built and operating it becomes accepted as a part of the community and the community concerns tend to diminish.

There are a number of economic advantages to a community which result from the establishment of a prison: (1) It provides a source of employment for citizens; (2) the prison does business in the community including purchasing and banking; (3) its employees settle in, do business in, and pay taxes in the community; and (4) the prison becomes a source of community-support activities.

Program Concepts

We said at the beginning of this report that the department views this planning effort as providing a blueprint for a major re-direction of its efforts in the future. Therefore, the recommendations for new program concepts are an integral part of the recommendations for new facilities. We do not want new facilities for the sake of new facilities or even just to house additional inmates. We believe that the most important purpose of new facilities will be to enable us to do things differently than we have done them in the past. They will serve as a visible symbol of the development and implementation in California of a set of standards which marks a new spirit of corrections and a significant break with the past.

Productive Work

The primary program emphasis will be on productive work. We have stated our belief in the role of work in a prison and it is crucial to our whole planning effort. Traditionally, prison work whether it be in industries, maintenance, food service, or other institutional support activities has been marked by overassignment and underproductivity. Inmates as a group tend to have had little significant work history prior to incarceration and, especially in recent years, tend to possess few work skills. There has been little incentive either for inmates or prison administrators to increase productivity because of lack of work opportunities and lack of incentives including adequate pay for inmate workers. Prison administrators generally prefer overassignment to idleness. Due to lack of adequate inmate employment opportunities and incentives, the prison culture has developed a climate of lack of productivity and lack of performance standards. Like everyone else, inmates tend to respond to the climate of expectations and perform accordingly.

Many aspects of the traditional institution mitigate against productivity. The dictates of security, the logistics of mass feeding and mass movement and the physical plant layout all reinforce the message that a productive work day is relatively low on the priority scale.

In planning new institutions, therefore, we are proposing that the institution be planned to support an 8-hour work day and that there be full employment available for all inmates. In addition, there must be available a variety of positive incentives including pay.

In the traditional prison the system is based on negative coercion, primarily regulations and a series of consequences if they are not obeyed. There are few opportunities available to prisoners to earn benefits. The food ration is the same for virtually everyone; the cells and their furnishings are the same; the clothing is the same; radio and TV access is generally the same. One of the few incentives is pay, although the availability of pay jobs is limited, and the range of pay is restricted. In California the maximum hourly wage is 35 cents, a legal limit which has been in effect since 1963. To expand work opportunities and increase inmate pay requires law changes.

The most obvious vehicle for increasing employment in prison is Correctional Industries. Under the policy direction of the Correctional Industries Commission, Correctional Industries now employs about 2,200 inmates in 11 of the department's 12 institutions. There are 24 industrial enterprises and seven agricultural operations. The sale of goods and services is limited to public agencies, and they must be sold at the market price. Correctional Industries is self-supporting, using a revolving fund which is supported entirely by the sale of products. Despite the low wages paid to inmates, there are several factors which make it difficult for Correctional Industries to be self-supporting. There is low productivity due to a short work day, frequent interruptions and rapid inmate turnover; security considerations rather than profitability frequently affect production decisions; state regulations often make good business practice impossible or at least difficult; and there is a restricted market and resistance from industry and labor toward some efforts at expansion.

A series of proposed law changes being considered which would increase the legal limit on inmate pay, permit a change in agricultural practices, ease restrictions on purchasing, and permit sale of products to nonprofit organizations would all assist Correctional Industries in its objective of providing more work to inmates. Adequate industrial space is being planned in each proposed new institution, and the staff of Correctional Industries is analyzing the possibilities for new enterprises to be developed.

It is even possible that the interesting efforts being developed in other states to involve private industry in relationships with prison industries may be explored in California. Such involvement might make it possible for some inmates to earn significantly more in wages than is now possible, and to make a transition directly into good employment upon release. These are discussed in Volume IV of this report.

It is vital that we explore with private industry and organized labor various ways in which the basic Correctional Industries program can be expanded with negligible impact on the private sector.

The other major source of work for inmates is in the maintenance and support activities such as food service. We are currently experiencing serious difficulties in staffing our maintenance programs because of a shortage of inmates with the requisite skills and with the appropriate security classifications. It is necessary for us to capitalize on the real work opportunities available in these programs and to avoid some of the difficulties that have marked them in the past.

There should be reasonable pay for all work. We do not advocate the payment of minimum wages. We do, however, advocate paying a wage which permits an inmate to purchase items from the canteen and to save some for use after release. One recommendation which we intend to explore if pay reaches sufficient levels, is a percentage of earnings going into the fund from which the legislature reimburses victim claims.

One work opportunity which we propose is to permit some inmates to operate their own businesses. There are already a number of inmate-operated enterprises existing surreptitiously in prisons. We would like to bring these into respectability. We propose a series of small shops which would operate as franchises available to inmates to provide goods and services to other inmates, staff and visitors. These would be self-supporting. Inmate entrepreneurs would be provided training in the areas necessary for small business success. Examples would be barber and hair styling shops, laundry and dry cleaning (for a greater range of individual services than can be offered by the institution laundry), fast food service, small appliance repair, and TV repair. Others may well develop as the ingenuity and interest of the inmates and staff consider the possibilities.

Construction Work

Another work opportunity we believe should be explored is permitting broader inmate participation in construction activities. Although we have traditionally offered vocational training in a wide variety of building trades, a lack of adequate live work has

always hampered the ability of students to achieve an employable level of productivity. We believe therefore that in a construction program of the magnitude proposed here, there should be opportunities for some construction to be accomplished with inmate labor. In the past construction trade unions have opposed any significant use of inmate labor in prison construction.

We appreciate the position of the unions particularly in light of existing unemployment in the building trades. However, we have never had a construction program for new prisons as extensive as that proposed, and we believe therefore that there exist opportunities for a constructive joint effort involving labor, the department, and the construction industry to find ways to increase the use of inmate labor, and at the same time still recognize the legitimate concerns of organized labor.

12-Hour Day

While we envision a real 8-hour work day, we also see it operating within the context of a 12-hour activity day. Currently, one of the most serious causes of an inadequate work day is the attempt to squeeze most activities into the same 8 hours. A 12-hour day would be possible with adequate internal controls and with planning. Work assignments would be based on three 4-hour blocks of time and workers could work virtually any combination of them. Counselor appointments, clothing exchange, canteen purchases, and other personal business would be accomplished in the 4-hour block not scheduled for work. This would require some careful scheduling of program activities and staff schedules, but we believe it can be done.

Vocational Training

One proposal we intend to implement is to have a much closer tie between vocational training and the work program, whether industries or maintenance. We believe it important to provide training to meet work opportunities within the institution. We believe also that we must set up a climate of positive expectations. Janitors, food service personnel, clerical workers, and maintenance workers will all be required to perform to a set of standards covering both quantity and quality of work and be paid according to their level of performance. Training will be provided those who do not meet the standards. Those who continue to perform unsatisfactorily will be reassigned to other work.

We propose, further, that the vocational training be flexible and responsive to inmate needs and changing labor market conditions. To achieve this we plan to develop short-term training modules, to relate training to the work activities, to use community resources heavily, and to provide training that relates to expected job opportunities in the community.

Academic Education

Academic education also will be tied in with work and training in a skill-center concept. The academic education will be based on the adult education model in the community with participation voluntary but with heavy encouragement for participation by educationally-handicapped inmates. We anticipate an increased range of available educational experience including traditional classroom

instructors, media learning centers, mobile education units, individual and small group instruction with continued emphasis on assistance toward functional literacy and high school equivalency certification. There will also be increased emphasis upon survival-coping-social skill training.

To accomplish these objectives we plan space in the living units usable as classrooms for in-unit group instruction, including closed-circuit TV capability. This will permit educational programs to be offered even to inmates in closed housing units, something very difficult to achieve now.

Other major program concepts include:

1. Counseling Services

Individual and group counseling should be available to inmates on a voluntary, not required, basis and must be integrated into the total institutional program rather than conducted in a vacuum. We need a team approach to program planning, progress evaluation, and crisis prevention/intervention. Several years ago we introduced the Correctional Program Supervisor personnel structure to some of our institutions in an effort to combine the responsibility for custody and casework in one person with the objective of providing closer staff/inmate relationships. While this class has not fully achieved the objectives, nevertheless, we continue to believe the concept has merit. Such generalists require access to highly-skilled specialists for team training, consultation, and casework quality control. One point on which line staff and inmates are in complete agreement is that we need to break down the barriers, physical and otherwise, which now separate staff and inmates in most of our institutions.

2. Leisure-Time Activities

We need to continue to provide a variety of options for constructive use of leisure time, including games, sports, physical recreation, and wholesome entertainment and cultural activities. This, too, is an area where we anticipate more active community involvement. Because it will be planned to take place during nonwork hours, visiting is also considered a leisure-time activity.

In planning, we have contemplated a physical plant which would provide both centralized indoor and outdoor recreation and visiting areas, but also in, and adjacent to, the living units so that inmates in closed units or not wishing to participate in the centralized activities would have access to adequate facilities.

3. Health Care Services

This is a highly sensitive area and one which can be very expensive. Because of the economic impracticality of maintaining a complete hospital at every institution, the department has already endorsed the concept of a few regional hospitals with infirmaries in the remainder of the institutions. We would extend that concept to new institutions. Where adequate acute and specialty-care facilities exist in other nearby institutions or are dependably available in the community, we would provide only infirmaries in new facilities. If several new institutions are built either on the same site or relatively near each other, one hospital could service all of them.

We plan an increased emphasis on preventive care, education to provide knowledge of body functions and early signs of disease, in addition to the normal health care services. In addition we see a special need for programs to deal with drug addiction and alcohol abuse which are basic problems with many inmates. Unfortunately, this is an easier need to identify than to meet. We hope to work closely with the Department of Alcohol and Drug Abuse in developing programs which are designed for the inmate group.

An important aspect of health maintenance in these new institutions will be a healthful environment providing some personal privacy, reasonable noise limits, a variety of visual textures and colors, and adequate exercise space. Such surroundings will reduce tensions which lead to serious illnesses and disabilities in both staff and inmates.

A most significant element of health care is psychiatric treatment. In view of our current population needing psychiatric services and the anticipated increase directly related to overall population increases, we are recommending that one of the institutions be a specialized psychiatric facility. We believe this new facility should be designed and built in accordance with standards for such treatment units to provide the quality of care required and to avoid the controversy over accreditation which has surrounded the Medical Facility in recent years.

4. Religion

The department will continue to facilitate inmate participation in religious activities. The growing number of denominations and demands for equal shares of budgeted resources and space require a new program approach. We propose the establishment of a coordinator of religious activities to be provided in lieu of chaplains of specific faiths. The coordinator would assist inmates in meeting their religious needs through community resources on either a volunteer or contractual basis. We also plan to provide multipurpose space for religious services rather than to construct expensive single denomination chapels.

5. Classification

The existing system of classifying inmates was developed three decades ago with the evolution of the clinical treatment model of rehabilitation. We need to continue its evolution to adapt it to current needs in the light of changing expectations and the determinate sentence.

We believe one of the most significant factors in classifying inmates in the future will be the amount of time to be served. Other factors will include history of institutional violence, disruption, or escape; community ties; work and training interests and needs; and special medical and psychiatric problems requiring treatment in specialized facilities before the inmate can be considered for a general institution.

We believe the classification process in the future will be more concerned with the nature of the individual and less with the

diagnosis of treatment needs. Because of the determinate sentence, some cases with relatively short sentences can be assigned to camp or other minimum security placements directly from the reception center.

There is a need in the reception centers to identify the predatory inmate and the inmate with gang affiliations, but this must be done with care, and only after thorough assessment of the available information.

The department must embark upon a thorough review of the classification process to develop a new one which meets current needs. This must be followed by extensive training efforts. The classification process is central to the effective functioning of institutions and to the ability of inmates to benefit from the full services of the department. Therefore, any change in the system must be accompanied by thorough training to assure that staff members involved make the necessary adjustment in their approach to the process and in their application of the new concepts.

Institution Program Evaluation Model

Inasmuch as it will take at least five years until any new facility is activated, we believe the department should begin a pilot project of installing the major part of these program concepts in an existing institution. This will give us the opportunity to test the new concepts, so that when it is time to install them in new facilities, we will have had the benefit of experience with them. A budget package to accomplish this should be submitted next year.

Existing Facilities

As stated earlier, it is imperative that we move to apply the standards for both programming and architecture to existing institutions as well as new ones. Inmates have often criticized the departmental planning for restricting new concepts to new institutions, thereby permitting relatively few inmates to benefit. In the case of our current planning the new institutions would constitute about 10% of our bed capacity, so it is essential that we extend the same concepts to at least several of the older facilities as well if we are to involve a majority of the inmates.

We therefore recommend that architectural studies be undertaken of Folsom, Deuel Vocational Institution, the Medical Facility, the Correctional Training Facility, and the California Rehabilitation Center. The first four need study because of the architectural problems their physical plants pose and of the type of inmates they house. The Rehabilitation Center must have a major renovation because of the age and inadequacy of the temporary structures now being used.

The objective of the studies will be to determine how best the architectural concepts planned for the new institutions can be applied to remodeling existing ones. It is essential for the northern institutions, particularly, that we somehow break them down into small, more secure, more manageable, safer units capable of self-contained operation. We must provide more living space and more program space in such a way that different groups of inmates needing different levels of security can live, work,

go to school, visit with families and friends, and take part in recreation without the level of danger to themselves and staff that now exists in those institutions.

Each of these studies will result in master plans for renovation which we plan to bring back to the legislature next year for funding. Whether these will be phased renovation programs or not will depend upon the specific recommendations of the architects. We will be bringing a similar recommendation for San Quentin based on the study done there by our architectural consultants and discussed in Volume III of this report. The San Quentin study describes a range of alternatives from remodeling to rebuilding to abandonment. Our inclination at this stage of knowledge is to recommend retention of the site and replacement of the massive cell block with smaller institutions. We hope to have a firm recommendation by time of the 1978 budget hearings.

Another aspect of next year's submission will probably be the necessity of additional new construction. We anticipate that the renovation schemes for each of the institutions may include recommendations for decreasing the overall capacity. We will therefore need additional new capacity beyond that recommended this year for population increase alone to offset the decreased capacity resulting from the remodeling. Since we have no idea at this time of the total number of new beds which may be needed to offset the decreased capacity, we prefer to wait until next year to enable the legislature to consider a firm proposal.

It should also be noted here that our anticipated needs to replace this decreased capacity is further supportive of this year's recommendations. Should our anticipated population increase not materialize at the expected level, our overall needs for both new and replacement beds can be modified during the planning phase. Proceeding with this year's proposal simply assures that we begin to meet our overall needs.

Organizational Concepts

It is obvious that the major changes set forth in these recommendations will have significant implications for the overall management of the department in the future, as well as the changes identified in institutional operations. While these do not have immediate funding implications, we believe they may be of interest to those concerned with the department's total efforts toward redirection.

Following action by the legislature on the program and construction recommendations, the department will initiate a reorganizational study using both internal and outside resources to develop the structure necessary to deal effectively with the management problems of the future. Several of these are discussed in Volume II of this report. One that may be of general interest follows:

Facility Construction Advisory Committee

Because of the scope and complexity of the construction program envisioned in this report, and the one planned for next year, we believe the interests of the public and the department would be best served with the establishment by the Director of Corrections of an advisory committee. The function of the committee would be to help assure the Director that the objectives set forth in this report are in fact being met in the design of new facilities.

Specifically, the committee would advise on the selection of architectural firms, review and advise on architectural plans and concepts, advise on site selections (should those not be resolved by other means earlier), and assist in determining the extent and manner of inmate involvement in construction, and any other aspects of the construction program which the Director considers appropriate.

Among the types of persons we would anticipate being appointed would be a representative of the Community Release Board, a representative of the Board of Corrections, an institutional superintendent, a member of the Correctional Industries Commission, the State Architect and a private architect, a psychiatrist, a representative of the Association of General Contractors, a representative of the building trades unions, an ex-offender, and possibly a top official of the Federal Bureau of Prisons.

Conclusion

The best information available indicates we will run out of beds for females in 1978, and beds for male felons in 1981. A period of overcrowding will exist until additional housing is available. We expect to be about 3,100 beds short by 1983, the earliest date new facilities can be occupied if construction is authorized and site selected in 1978. With an ever-larger proportion of violence-prone inmates and the grim influence of inmate gangs, it is essential that the administration and the legislature act together to, not only provide the necessary housing for the state's prisoners, but to ensure that new and existing institutions will permit productive activities in safe places for both staff and inmates.

This is the first phase of a two-phase program we will be submitting. The first year's recommendations will cost \$120 million; the second, depending upon how it is phased may be even more costly. There can be no denying that prisons are expensive to build and expensive to maintain. The kinds of people being sentenced to prison and the backgrounds of violence they bring with them require the kinds of facilities we have described. We have no illusions that these facilities will cause any significant percentage of inmates to be rehabilitated, whatever that word connotes. However, we do believe that these facilities will be safer places for staff to work and inmates to live. We believe they will offer more opportunities for inmates who, through whatever process might be involved, decide they want to make their stay in prison as constructive as the circumstances permit. We believe that these facilities, however distasteful they may be to some people, nevertheless will serve to reduce the cause of the idleness, tensions and fears characteristic of oversized limited-purpose institutions.

Finally, the need for approval of our proposals is probably one of the most crucial decisions the legislature must make this year. Time is of the essence, as the need to increase the number of prison beds is inevitable and usually requires five years. Delays will result in overcrowding which overtaxes the physical plant, its support services, program activities, and poses a serious threat to the safety and well-being of staff and inmates. Delays will also result in additional costs to the state as inflation accounts for an increase of about one percent, or one million dollars per month, until construction contracts are ultimately let.

11

6
y

11

11

END