

Jail Rehabilitation Programs, Are They Effective???

SUMMARY

The 2012-2013 Orange County Grand Jury conducted an inspection of the Inmate Correctional Programs Unit, which provides opportunities for inmates to participate in rehabilitative programs while incarcerated in all five of the adult detention facilities in Orange County. These facilities are: (1) Intake Release Center, (2) Men's Central Jail, (3) Women's Central Jail, (4) Theo Lacy, and (5) James Musick. The Correctional Programs Unit was created in compliance with the California Penal Code, California Board of Corrections Titles 15 & 24 and related case law, to minimize the number of inmates who recommit crimes after release.

Current programs and resources include educational classes such as General Education Development (GED), English as a Second Language (ESL), vocational educational training (sewing, carpentry, welding, and food services), and "life skills" classes, such as, Parenting and Job Development. Other programs for personal improvement include: programs focusing on substance abuse recovery, domestic violence, anger management, religious and inspirational programs, general and law library services targeted re-entry services, and Canines Offering Life Lessons and Rewards (COLLAR). All are designed to maximize the chances of an inmate's successful transition into the community upon release. A number of new programs such as, Parent/Child Visiting, In Custody Transition, and Warehouse Worker Training are being considered.

The Sheriff's Department has expressed concern over the increase in jail population due to passage of AB109. AB109 transfers responsibility from the state to the county for incarcerating low security risk inmates. Limiting the jail population to the space available has brought the issue of recidivism to the forefront. Although current management is providing many programs intended to rehabilitate, at a cost of about \$5 million per year, their effectiveness in reducing recidivism is absolutely unknown due to the lack of a system to compile measurable data and a clear definition of recidivism.

Orange County Sheriff's Department (OCSD) Correctional Programs management and the criminology and sociology programs at the University of California at Irvine (UCI) have initiated conversations whereby the two entities could eventually work together to create a scientific statistical analysis of the Correctional Programs' efforts.

REASON FOR STUDY

Spending "about" \$5 million per year on Correctional Programs without any evidence that this money has rehabilitated a single inmate is unacceptable. It is hopeful at best and wasteful at worst. This study demands accountability for efforts and money directed towards reducing recidivism.

The Correctional Programs Unit was created in compliance with the California Penal Code, California Board of Corrections Titles 15 & 24 and related case law, to

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minimize the number of inmates who recommit crimes after release. The effectiveness of these programs is of vital concern from a financial and human perspective.

METHOD OF INVESTIGATION

The 2012-2013 Grand Jury engaged in the following activities:

- Visited all the facilities.
- Interviewed the managers and the supervisors of the facilities by phone.
- Reviewed listing of current programs.
- Examined successful programs in other counties and state prisons.
- Reviewed limited financial records as provided by Correctional Programs.

BACKGROUND AND FACTS

Finances

The 2012/2013 Correctional Program’s Unit’s annual operating budget appears to be about \$5 million. It is self-funded through revenues generated from the inmates via the sale of commissary products, telephone commissions, education and vocational contracts with Rancho Santiago Community College District, rent on a building it owns, interest on past earnings held in reserve, Orange County bankruptcy repayments, sale of capital assets, and other miscellaneous revenues. Table 1 and Table 2 show the revenue budget history and expense budget history for the last five years.

Table 1 – Revenue Budget History Fiscal Year (FY) 2007-08 through FY 2011-2012¹

Revenue Type	FY 2007-2008 Amount, \$	FY 2008-2009 Amount, \$	FY 2009-2010 Amount, \$	FY 2010-2011 Amount, \$	FY 2011-2012 Amount, \$
Interest	402,977	181,990	74,062	34,681	30,995
Telephone Commissions	2,624,091	2,262,860	2,406,001	2,476,372	2,495,318
Education Services	358,674	388,126	333,579	282,257	252,893
Rental and Administration	262,147	247,221	198,865	308,352	313,824
Miscellaneous	51,584	55,400	49,618	47,529	44,544
Commissary Profits Transferred	650,000	415,916	700,000	500,000	500,000
Total Incoming Revenue	4,349,473	3,551,513	3,762,124	3,649,191	3,637,574
From Fund Balance Available (FBA)	(177,389)	1,569,022	1,222,210	953,265	369,222
Total Revenue	4,172,084	5,120,535	4,984,334	4,602,456	4,006,796

¹ Provided by Correctional Programs Unit Staff on April 4, 2013. “Actual” budget numbers used.

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Table 2 – Expense Budget History FY 2007-08 through FY 2011-2012²

Expense Type	FY 2007-2008 Amount, \$	FY 2008-2009 Amount, \$	FY 2009-2010 Amount, \$	FY 2010-2011 Amount, \$	FY 2011-2012 Amount, \$
Salaries & Benefits	3,114,454	3,619,289	3,716,760	3,444,866	2,931,998
Services & Supplies	1,057,630	1,501,246	1,267,574	1,157,589	1,074,798
Total Expenditure	4,172,084	5,120,535	4,984,334	4,602,455	4,006,796

As seen in Tables 1 and 2, the budget for the last five years was between \$4 to \$5 million, with about \$3.5 million from various sources of revenues, largely from telephone commissions and commissary profits. It is clear that every year the incoming revenue is less than the required expenditure, except for FY 2007-2008, and, therefore, a substantial amount of money from the Fund Balance Available (FBA) account is used to make up the difference. The FBA account has been declining as shown in Table 3.³

Table 3 – FBA Account Balance History

Fiscal Year	FBA Balance, \$
2007-2008	9,343,954
2008-2009	7,783,995
2009-2010	6,565,044
2010-2011	5,617,243
2011-2012	5,377,417

The FBA account was established more than 25 years ago with seed money from found funds dedicated to inmate rehabilitation. Dedicated funds are referred to as “trust funds” in county accounting. The future balance is dependent upon the wisdom of the Correctional Programs to balance future budgets.

Staff

The Correctional Programs staff of 34 employees earn on average about \$86,235 per year. They plan, coordinate, conduct and evaluate activities provided at each of the Orange County’s five adult jail facilities: (1) Intake Release Center, (2) Men’s Central Jail, (3) Women’s Central Jail, (4) Theo Lacy, and (5) James Musick. About 1,100 volunteers from religious and community organizations work with the Correctional Programs Unit to provide many programs at no cost to the county, many of which are of spiritual nature.

Current Programs

The following programs are currently offered at the stated facilities:

² Provided by Correctional Programs Unit Staff on April 4, 2013. “Actual” budget numbers used.

³ Provided by Correctional Programs Unit Staff on April 2, 2013.

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Educational Programs

- Adult Basic Education (ABE) at all five facilities
- GED Instruction/Testing at all five facilities
- High School Diploma at all five facilities
- English as a Second Language (ESL) at Men's Central Jail & Theo Lacy
- Working for Inmate Literacy Now (WIN) at all five facilities
- Money Matters at all five facilities

Educational programs may help increase future earning power for inmates. Even though GED holders have lower wages than a person with a high school diploma, their opportunities are still significantly better than those with neither a GED nor a diploma. Attaining an education while in jail may bridge the wage gap and provide minimum wages after incarceration. Though the Orange County Correction Programs Unit has no evidence of the effectiveness of its GED program, it expresses a "feeling" that it benefits the inmates in some manner.

The Correctional Programs Unit collaborates with Rancho Santiago Community College District (RSCCD) to provide inmates educational as well as vocational programs. The Correctional Program collects money from RSCCD which receives funding from the California Department of Education for each inmate for each day he or she takes classes sponsored by RSCCD. Though there is no cost to the Correctional Program, this is not to say there is no cost to the taxpayers. Again, whether this program reduces recidivism is completely unknown.

Vocational Programs

- Introduction to Software Applications at Men's Central Jail, Women's Central Jail, Theo Lacy, & James Musick
- Workforce Readiness at all five facilities
- Institutional Food Preparation at Theo Lacy
- Welding at James Musick for male inmates only
- Cabinetry at James Musick for male inmates only
- Commercial Sewing at James Musick for female inmates only

It is believed that inmates that receive vocational training while incarcerated are more likely to be employed after release. Correctional Programs Unit has no verifying data to support such hopes.

General Resources

- Religious Services at all five facilities
- Books from the Law Library located at the Commissary distributed to all five facilities
- Two libraries located at Theo Lacy & James Musick
- Book exchange available at all five facilities

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Library programs seek to support the other rehabilitative programs. In addition to entertainment reading, books are distributed concerning job development skills, parenting, overcoming addiction, goal setting, and a variety of other self-improvement topics. Magazines and newspapers further the inmates' exposure to philosophies and possibilities they would not otherwise consider. Reading materials are available in English, Spanish, and Vietnamese.

Behavior Modification Programs

- “Domestic Violence” at the Intake Release Center, Theo Lacy, & James Musick are designed to address key topics related to domestic violence issues for both victims and batterers
- “Thinking for a Change”, is an evidence based program, offered at all five facilities (this 25 lesson program is designed to assist inmates in changing their own negative ways of thinking. Individuals who start the classes in custody continue to attend classes post release with Probation and many other residential community providers)
- “Anger Management” at Men’s Central Jail & Intake Release Center helps inmates identify their own physical and mental symptoms of anger while providing healthy coping skills
- “Criminon” at Men’s Central Jail, Women’s Central Jail, Intake Release Center and Theo Lacy, is a self-study course that provides the inmates with basic principles on the subject of morals and honesty (this program also addresses literacy, study skills, communication, drug rehabilitation and prevention, personal values and integrity)

Substance Abuse Programs

- Alcoholics Anonymous at all five facilities
- Narcotics Anonymous at all five facilities
- Substance Abuse Class at all five facilities
- AIDS Prevention at Intake Release Center & Theo Lacy
- Mental Health at Intake Release Center

Life Skills Programs

- Workforce Preparation at Men’s Central Jail & Women’s Central Jail: provides current job search techniques, emphasizes resume styles, interviewing strategies, communication practices and topics that are critical for employment success.
- Faith Based Parenting at Men’s Central Jail, Women’s Central Jail, and Intake Release Center: is an eight week parenting class with a faith-based component, covering topics such as how to establish a strong family foundation, how to communicate with children, mother and father roles, single parenting, and how to reunite with their children after release.
- Positive Parenting at all five facilities: Assists parents in child management techniques, including various theories in developmental psychology as well as parental responsibilities.

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- Mothers of Preschoolers (MOPS) at James Musick: is an international organization that focuses on child rearing issues, separation from children and personal issues that interfere with forming healthy relationships. Group members are given referrals to continue attending similar MOPS meetings after release.
- Self-Esteem training at Intake Release Center & James Musick: is provided for female inmates to help rebuild their self-esteem through several techniques including everyday activities.
- Marriage classes at Intake Release Center: helps spouses to interact in a more positive manner.

Re-entry Programs

- Assessments at all five facilities
- Great Escape/Re-entry (Pre-release) Planning at all five facilities
- Discharge Planning at all five facilities (for high risk to reoffend inmates only)
- Probation 101 at Men's Central Jail
- Great Escape Resource Center at 909 N. Main St, Santa Ana (Post release)
- Mentoring Programs at Men's Central Jail, Intake Release Center, & Women's Central Jail
- Orange County Re-entry Partnership: A structured Board of Directors meets monthly and the General Membership meets bi-monthly to discuss Inmate Re-Entry issues. Meetings are at the Great Escape Resource Center at 909 N. Main St, Santa Ana.
- Lights on at Men's Central Jail during 11:00pm – 5:00am
- Veteran Services at all five facilities
- Back on Track (Employment) at all five facilities. Inmates are instructed on proper business attire, interviewing skills and resume writing. Upon release they can meet with a Re-Entry Coordinator at the Great Escape Resource Center to discuss job placement referrals.
- COLLAR at James Musick is the newest of the programs. There have been several Inmate Dog Training Programs in the United States, with the closest ones being COLLAR at the Orange County Juvenile Hall, and TAILS in San Mateo, California. The inmates learn to work with the dogs to train them to obey basic commands and socialize the animal within the confines of a jail. The program has not yet been monitored in Orange County to show its effect on recidivism; but, anecdotal stories from other locations indicate great success. In any event, there are some benefits to society such as: (1) unwanted dogs are given a second chance, (2) dogs are made available to individuals wanting a trained animal, (3) the inmate receives skill in a viable occupation and (4) perhaps the most important is that inmates, often for the first time in their lives, feel the unconditional love of a dog. Additional costs for dog food, kennels, and veterinary services and trainer(s) salaries are expected.

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These re-entry programs and services are all designed to assist inmates both in custody and post release to help them achieve a successful reintegration back into society, thus to increase public safety, and to reduce recidivism rates.

Future Programs

The following programs are being considered at the stated facilities:

- A Parent and Child Visiting Program: is being considered at the James Musick facility. It would be a pilot program to promote a healthy bond between an incarcerated parent and child. If successful, the program will be implemented at all facilities. The program would allow two weekly contact visits inside a secure area, one hour maximum per visit, supervised by qualified staff. Incarcerated parents must meet certain criteria to be considered for the program. No additional cost is expected for this program.
- In Custody Transition Program at James Musick: Adopting the concept of an In-Custody Drug Treatment Program promoted by the California Department of Corrections and Rehabilitation, the Correctional Programs Unit is proposing a new In-Custody Transition Program to be located at the James Musick facility. This program is for a maximum of 50 of the high risk to re-offend male population only. The program is a sixty day curriculum, designed to enhance an inmate's chance of successfully reentering society upon release. The sixty day curriculum includes:
 - Substance Abuse and Relapse Recovery
 - Thinking for a Change
 - GED Preparation
 - Probation 101
 - Computer Business Skills
 - Offender Workforce Preparation
 - Discharge Planning and Realistic Goal Setting

Beside the initial cost of converting the recreation tent to 50 beds and classrooms, additional operating cost is not expected since the existing Inmate Services Re-entry staff will be used.

- Warehouse Worker Training at the Commissary: When implemented, this program will not only provide a few inmates with useful skills to increase the inmate's employability upon release, but also will help reduce some of the operating cost at the commissary.

Program Participation

Inmates may voluntarily participate in any program offered, depending on their security classification level. They may enroll in classes by completing inmate message slips, speaking with Education Coordinators, or consulting with a Life Coach. For inmates who cannot participate in programs due to their classification level, staff provides them with self-study packets. The process of determining who participates in classes and the number of inmates who can attend is different at each facility.

Guidelines for each facility are stated below:

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Intake Release Center (IRC): Staff recruits in the housing areas, in other classes, and via inmate message slips. All female inmate classes held in the IRC accommodate 32 students. Only low security risk female inmates are allowed to attend. There are two GED classes held for moderate security risk male inmates in an IRC classroom, which accommodates up to 15 students.

Men's Central Jail: Program staff strives to maintain full classes and constantly recruits inmates when class room space becomes available. All classes in the Men's Jail are held in the second floor classrooms which accommodate up to 24 students. For the vocational computer classes, however, participation is limited to 16 students. Both minimum and moderate security risk inmates are allowed to attend all the classes at the Men's Jail.

Women's Central Jail: All women's classes are held in the second floor classroom. Program staff strives to maintain full classes and recruits inmates when the class room becomes available. The classroom accommodates up to 24 students. For the vocational computer classes, however, participation is limited to 12 students. Only minimum security risk inmates are allowed to attend all the classes at the Women's Jail.

Theo Lacy: The classes at Theo Lacy are restricted by security classification and size of the classroom. On average, 30 inmates receive a pass to attend classes. Additional inmates are recruited as needed to fill the classes, if the attendance falls below 24 inmates. The one exception for class size would be the computer class, which can only accommodate up to 24 students. The staff strives to maintain an acceptable level of 20 to 24 inmates in this class. Food Service and Computer classes are not "open ended", meaning, if an inmate leaves the class their seat will not be filled until a new class begins. The classes offered at Theo Lacy are only for the inmates classified as low security risks. If security clears these inmates to participate in classes at the Programs building, they will be allowed to attend. Participation is entirely voluntary.

James Musick: All of the inmates for the occupational classes (Sewing, Cabinet Shop, Welding Shop, and Workforce Readiness) are chosen by the Work Deputy. The instructors may submit names; however, the Work Deputy makes the final choice as a result of the inmate's classification. Participation in continuing education classes (GED, ESL, parenting, Money Matters, substance abuse, and Great Escape) are selected from message slips and recruited by the Program staff. On average, 18-20 inmates are allowed to attend Continuing Education classes while only 10-12 are allowed to attend Vocational classes.

Correctional Programs Effectiveness

Although management has done an excellent job providing many programs intended to reduce recidivism, their effectiveness is unknown due to the lack of a system to compile data and measure results. Further, there is a lack of support among the staff's rank and file. A significant number of the guards view the rehabilitation

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programs as a waste of time, money and energy.⁴ As a result, cooperation in the jails is not always there. For example, a security guard may fail to deliver an inmate to a rehabilitation class on a timely basis, if at all. Without some kind of tangible proof of rehabilitative efforts, it is understandable why some guards may scoff at the program when they see the same faces being incarcerated over and over.

The Correctional Programs Unit has no research department to measure changes in recidivism attributed to any particular program. To their credit, attempts have been made to track the seventeen percent (17 percent) of the inmates most likely to reoffend. These reoffenders tend to be people addicted to drugs and alcohol as well as those committing petty thefts. Reoffenders also represent the greatest cost because of their repeated incarcerations. The Correctional Programs Unit should be commended for its efforts to accomplish what they do with the talent available on their staff. Investment in sophisticated statistical research and analysis in other county agencies has seen huge financial returns.⁵

Among the missing elements for measuring the Correctional Programs are:

1. The County has no definition for recidivism and no means of tracking released inmates who might be re-incarcerated in other counties or states.
2. The monitoring of inmates is not comprehensive. Only about 17 percent of the inmates are being tracked. These are the “high risk offenders”.⁶
3. Other than segregating “high risk offenders”, there is no categorization of inmates. Consideration should be given to several types of differences among inmates:
 - Mental/emotional capability – Half the Orange County jail population have an IQ over one hundred and half below. Frustration over issues above or below one’s capability yields poor results in an educational process. Likewise, emotional skills must be considered. For example in the extreme, submariners sharing cramped quarters for long periods of time must be emotionally evaluated before placed in such a situation. Emotional intelligence is an important consideration.
 - Age – People of different ages simply respond in different ways. Learning is maximized when a mix of educational methods are used.
 - Race (cultural and gang issues) – Race here is not a discriminatory concern, but rather a security risk. Putting a

⁴ This view point was repeated to this Grand Jury by both sworn and unsworn jail employees. It was not stated with malice but as a matter of fact.

⁵ The Department of Child Support Services increased its collection of child support by approximately 50 percent by careful statistical analysis of who pays what and under what conditions. This has amounted to hundreds of millions of dollars. See 2012 - 2013 Grand Jury report, “**Best Interest Of The Child**” **Lost Child Support Costs \$1.3 Billion.**

⁶ High risk offenders (not to be confused with high security risk) are so classified based a numerical score assigned to 1) the age when first committed a felony, 2) how many priors and 3) current age. They tend to be alcohol and drug addicted individuals as well as those committing petty thefts.

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white supremacist with a black power inmate is obviously dangerous and not done. Carrying this further, sensitivity to cultural issues is vital to effective communications. To that point, the US Navy Language School in Monterey California devotes significant time to cultural issues when teaching language. For example, arms akimbo to an American may represent an emotion of questioning frustration, while to an Eastern European, that posture carries a message of extreme belligerence well beyond most American's comprehension. When racial differences are not adequately addressed, the associated risks affect all inmates and staff, regardless of race.

- Type of offense (e.g. violent or non-violent) – A wife beater may have different issues than an inmate doing time for driving while intoxicated.
- Prior incarceration in Orange County or elsewhere – An inmate's history of offenses also bears attention. It may be that some inmates have a history of being incorrigible. Taxpayers' money may be better spent on more receptive inmates.
- AB 109⁷ status – These inmates will deserve special tracking as they represent a classification of inmates never before incarcerated in county jails.
- Drug and Alcohol addiction – In one sense this is an issue of single concern, i.e. the addiction itself. In another sense, it may be the driving force for all other crimes resulting in the inmate's incarceration making any and all other education and counseling programs irrelevant to the addict.

The jails have long classified and separated inmates to minimize violence. Such classifications have included among other things gang membership, race, and proclivity toward violence, mental and emotional status. Changing mindsets requires sensitivity to human differences. Psychologists counseling conflicted divorced parents raising children found race, culture, subcultures, and education among other variables to be of vital concern if the counseling was to be effective.⁸ Likewise, changing criminal mindsets needs to account for human differences.

The Correctional Programs Unit has stated that in addition to rehabilitation, they have an obligation under Title 15 to give inmates an opportunity to rehabilitate

⁷ AB 109, since passage in 2011, has increased jail population in Orange County by approximately 950. In the future, AB 109 inmates classified as non-serious, non-violent, and non-sexual (non-non-non's) are to be incarcerated in the county jails instead of the state prisons. Not only do these inmates constitute additional jail population, the sentences may be of longer duration. AB 109 inmates will need rehabilitation attention different from typical jail inmates sentenced to about 30 days.

⁸ **THE NEW BEGINNING PROGRAM FOR DIVORCING AND SEPARATING FAMILIES: MOVING FROM EFFICACY TO EFFECTIVENESS** by Sharlene A. Wolchik, Irwin N. Sandler, Sarah Jones, Nancy Gonzales, Kathryn Doyle, Emily Winslow, Qing Zhou, and Sanford L. Braver, published in **Family Court Review**, Vol. 47 No. 3, July 2009 page 428

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themselves. This Grand Jury opines that money and manpower are far too valuable to simply be used to occupy idle hands and minds. Every dollar and man hour spent by the Correctional Programs Unit should be directed towards effective rehabilitation.

Currently, the only measurable success is counting graduates of the GED program. During the fiscal year 2011/2012, 169 out of approximately 7,000 inmates graduated with a GED. This amounts to 2.4 percent of the total inmates. How many of the inmates were incarcerated without a high school diploma or GED is unknown. The low number of graduation is partially due to the short period of time the inmates are in custody. The impact of earning a GED from returning to jail is unknown.

Orange County is one of six counties in the nation selected by the Urban Institute and the National Institute of Corrections to participate in the "Transition from Jails to Communities" (TJC) initiative. Orange County Sheriff's Department (OCSD) was tasked to work on researching/developing a system to compile data that would track recidivism rates. Even though the TJC initiative was completed at the beginning of 2012, the OCSD Correctional Programs and Re-entry Units has yet to provide a data system that will provide the necessary tracking data, which would be a useful step towards some meaningful in depth analysis.

OCSD has initiated conversations with the University of California at Irvine (UCI). It is hoped that UCI will add an objective perspective to what the Correctional Programs Unit is doing and apply sophisticated statistical analysis to the County's efforts. How a marriage between UCI and OCSD Correctional Programs Unit will be established is beyond this study other than to applaud the effort to address a most obvious problem.

This Grand Jury recognizes that the County's rehabilitative efforts are well intended. However, a research program is absolutely vital to monitor effectiveness. Proceeding without sophisticated data is but blind effort and a waste of precious resources. If necessary, assets should be shifted from some existing programs to fund analysis of the effectiveness of the remaining programs.

FINDINGS

In accordance with California Penal Code Sections 933 and 933.5, the 2012/13 Grand Jury requests responses from each agency affected by the findings presented in this section. The responses are to be submitted to the Presiding Judge of the Superior Court.

Based on its investigation of the Inmate Services Division, the 2012/13 Orange County Grand Jury has arrived at eleven (11) principal findings as follows:

- F1 The FBA balance has been declining as the expenditure has exceeded revenue since 2009. This problem is enhanced with the diminishing income from interest and OC bankruptcy repayment. What will happen to the Correctional Programs when the FBA balance becomes zero is unknown.

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- F2 This Grand Jury found that the current staff of the OCSD Correctional Program Unit is providing numerous programs designed to educate and mentor inmates during incarceration.
- F3 The County has no definition for recidivism.
- F4 Neither the effectiveness of any **particular** rehabilitation program nor the Correctional Programs Unit as a whole is known.
- A. **Particular** programs refers to GED instruction, Money Matters, Introduction to Software, Institutional Food Preparation, Domestic Violence, Thinking for a Change, Substance Abuses classes, etc.
 - B. “As a whole” refers to the overall effectiveness of the Correctional Programs Unit in reducing recidivism.
 - C. “Effectiveness” refers to both ending the human suffering of re-incarcerating the same individual over and over again, and the economics of capturing, judging and supporting in jail the same individual again and again.
- F5 There is very limited classification of inmates regarding issues of age, race, type of crime, etc. as these differences might apply to rehabilitation.
- F6 The new programs being considered by the OCSD Correctional Programs Unit staff are not accompanied with metrics to measure the effectiveness.
- F7 The “Transition from Jails to Communities” program was completed at the beginning of 2012. The results have yet to be released and utilized.
- F8 There is a lack of universal acceptance by the rank and file of the OCSD of the benefit of rehabilitation programs.
- F9 UCI has professional and academic talent in the area of criminology and social studies which could play a significant role with researching data about the effectiveness of rehabilitation programs.
- F10 OCSD Correctional Programs could benefit by sophisticated statistical analysis from UCI.
- F11 The effectiveness of jail sponsored rehabilitation programs could be financed by closing down dubious programs and re-directing those monies towards research and statistical analysis of the remaining rehabilitation programs.

RECOMMENDATIONS

In accordance with California Penal Code Section 933 and 933.5, the 2012/13 Grand Jury requires responses from each agency affected by the recommendations

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presented in this section. The responses are to be submitted to the Presiding Judge of the Superior Court.

Based on its investigation of the Inmate Services Division, the 2012/13 Orange County Grand Jury makes the following nine (9) recommendations.

- R1 Correctional Programs Unit must address the budget issue immediately. "Addressing the budget" refers to:
- A. The continual draw against the "Fund Balance",
 - B. Deployment of funds to a research team to determine the best use of available money – even if that means terminating some existing rehabilitation programs in order to determine the effectiveness of others. (F1, F2, F11)
- R2 The Sheriff's Department must encourage the establishment of a meaningful definition for recidivism. (F3)
- R3 Continuation of **any** correctional program without metrics shall be maintained at minimum cost until a meaningful program to assess its effectiveness can be implemented no later than Dec 31, 2013. (F1, F2, F3, F4, F6)
- R4 This Grand Jury recommends new programs be implemented **only** if metrics are attached. (F1, F2, F4, F6)
- R5 Rehabilitation programs must be tailored for differences between inmates: age, race (cultural and gang issues), type of offense, etc. (F2, F5)
- R6 The Correctional Programs Unit shall continue to compile the necessary data started with the TJC initiative. (F7)
- R7 The Correctional Programs Unit should develop a partnership with the University of California at Irvine (UCI) criminology department. The purpose would be to aid in measuring the efficiency of the entire Correction Programs Unit and individual programs in particular. The measure of effectiveness must gauge the change in recidivism. The statistical support sought from UCI must measure the financial cost of supporting those who recidivate and the savings realized by preventing recidivism. (F4, F6, F9, F10)
- R8 If the partnership with UCI fails as recommended in R7 above, a research department must be established by the Correctional Programs Unit to perform the statistical analysis as outlined in R7 above. (F3, F4, F5, F6, F11)
- R9 The Sheriff's Department must demand and gain positive commitment and cooperation from its entire staff for rehabilitation. (F8)

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REQUIREMENTS AND INSTRUCTIONS:

The California Penal Code §933 requires any public agency which the Grand Jury has reviewed, and about which it has issued a final report, to comment to the Presiding Judge of the Superior Court on the findings and recommendations pertaining to matters under the control of the agency. Such comment shall be made *no later than 90 days* after the Grand Jury publishes its report (filed with the Clerk of the Court); except that in the case of a report containing findings and recommendations pertaining to a department or agency headed by an elected County official (e.g. District Attorney, Sheriff, etc.), such comment shall be made *within 60 days* to the Presiding Judge with an information copy sent to the Board of Supervisors.

Furthermore, California Penal Code Section §933.05 (a), (b), (c), details, as follows, the manner in which such comment(s) are to be made:

- (a) As to each Grand Jury finding, the responding person or entity shall indicate one of the following:
 - (1) The respondent agrees with the finding
 - (2) The respondent disagrees wholly or partially with the finding, in which case the response shall specify the portion of the finding that is disputed and shall include an explanation of the reasons therefore.
- (b) As to each Grand Jury recommendation, the responding person or entity shall report one of the following actions:
 - (1) The recommendation has been implemented, with a summary regarding the implemented action.
 - (2) The recommendation has not yet been implemented, but will be implemented in the future, with a time frame for implementation.
 - (3) The recommendation requires further analysis, with an explanation and the scope and parameters of an analysis or study, and a time frame for the matter to be prepared for discussion by the officer or head of the agency or department being investigated or reviewed, including the governing body of the public agency when applicable. This time frame shall not exceed six months from the date of publication of the Grand Jury report.
 - (4) The recommendation will not be implemented because it is not warranted or is not reasonable, with an explanation therefore.
- (c) If a finding or recommendation of the Grand Jury addresses budgetary or personnel matters of a county agency or department headed by an elected officer, both the agency or department head and the Board of Supervisors shall respond if requested

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by the Grand Jury, but the response of the Board of Supervisors shall address only those budgetary /or personnel matters over which it has some decision making aspects of the findings or recommendations affecting his or her agency or department.

Comments to the Presiding Judge of the Superior Court in compliance with Penal Code section §933.05 are required from:

Responses Required:

Orange County Sheriff-Coroner Department is required to respond to **F1, F2, F3, F4, F5, F6, F7, F8, F9, F10, F11**

Orange County Sheriff-Coroner Department is required to respond to **R1, R2, R3, R4, R5, R6, R7, R8, R9**