

**TO:** City Council  
**FROM:** James L. App, City Manager  
**SUBJECT:** Paso Robles Juvenile Justice Facility Conversion Update  
**DATE:** March 18, 2008

---

**NEEDS:** For the City Council to discuss proposed possible re-use of the Paso Robles Juvenile Justice facility for adult corrections facilities.

**FACTS:**

1. On January 3, 2008, the City was informed that the Governor's Budget proposal includes closure of the Paso Robles Juvenile Justice facility (Youth Authority) effective July 31, 2008.
2. At the time of the announcement, possible alternative uses of the facility were briefly discussed.
3. The City was advised that the State is in the process of preliminary consideration for conversion to an adult correctional "re-entry" facility.
4. At a State-initiated meeting on March 3, it was announced that a likely reuse of the facility would be to house up to 1,000 medium risk adult male (over age 50) inmates.
5. At the same meeting, it was noted that a fire camp might be re-established as well. Generally, fire camps are populated with 80-200 low risk inmates (with an average age of 28).
6. Additionally, it was indicated that should the community also desire a re-entry facility, it could be considered
7. On March 5, S.L.O. County informed the City that on March 11 the Board of Supervisors would consider authorizing an application to the State for grant funding to expand the Women's Jail. Part of the application will offer SLO County as a receiver site for a re-entry facility. It was also noted that the application/action might be modified to specifically recommend Paso Robles as the receiver site. On March 7 the City received notice it was so modified.
8. Between the first notice of closure of CYA January 3 and March 7, the City has been informed of State and County initiatives that could result in up to three adult inmate facilities – a 1,000 bed medium risk facility, 80-200 man fire camp, and a 200-500 inmate re-entry facility, in place of the current juvenile justice facility.

9. These initiatives are independent of Paso Robles community impact analysis or input.

**ANALYSIS &**

**CONCLUSION:** The possible conversion of the Juvenile Justice facility to one or more adult correctional facilities raises many questions. Some of the community impacts and questions were identified in the first subject matter report to the City Council of February 5, 2008 (attached). It appears that proposals are moving forward absent specific proposal data and/or substantive dialogue with Paso Robles citizens.

It is important that Paso Robles residents, business and property owners be provided proposal specifics, and the opportunity to evaluate and comment upon, their impacts, before proposals are submitted and/or implementation decisions are made by the County and the State.

**POLICY**

**REFERENCE:** Economic Strategy; California's "Public Safety & Offender Rehabilitation Services Act of 2007".

**FISCAL**

**IMPACT:** Not yet determined.

- OPTIONS:**
- A. Council Provide Direction Regarding the Possible Reuse of the Paso Robles Juvenile Justice Facility for Adult Correctional Facilities.
  - B. Amend, Modify or Reject the Option Above.

Attachment: February 5, 2008 Staff Report with Exhibits:  
A - "Reform & Inform", 2007/08 Publication of the CA Dept of Corrections & Rehabilitation  
B - "Final Conceptual Program Plan for Secure Re-Entry Correctional Facility"  
C - "The Role of Prisons in Rural Development" by D.M. Tootle, Ph.D.  
D - 2007/08 County Correspondence Regarding Re-Entry Facilities

**TO:** City Council  
**FROM:** James L. App, City Manager  
**SUBJECT:** Paso Robles Juvenile Justice Facility Conversion  
**DATE:** February 5, 2008

---

**NEEDS:** For the City Council to consider possible re-use of the Paso Robles Juvenile Justice facility as an adult corrections facility.

**FACTS:**

1. On January 3, 2008, the City was informed that the Governor's Budget proposal includes closure of the Paso Robles Juvenile Justice facility (Youth Authority) effective July 31, 2008.
2. At the time of the announcement, possible alternative uses of the facility were briefly discussed.
3. The City was advised that the State is in the process of preliminary consideration for conversion to an adult correctional "re-entry" facility.
4. No specifics regarding the nature or size of a possible re-entry operation were provided, except that they are generally intended to house, and provide transition support services to, State male prison inmates who are within 12 months of release to San Luis Obispo County.
5. The Paso Robles facility, as currently configured, could accommodate as many as 900 inmates, although substantive modifications to the physical plant may be required.

**ANALYSIS &**

**CONCLUSION:** The possible conversion of the Juvenile Justice facility to an adult correctional facility raises many questions as to community impacts.

The "Public Safety & Offender Rehabilitation Services Act of 2007", a.k.a. A.B. 900, directed the California Department of Corrections & Rehabilitation to construct 53,000 new prison/jail beds. Provisions of the Act are described in the Department's 2007/08 "Reform & Inform" publication (attached as Exhibit A):

- 16,000 of the 53,000 beds are designated for "secure re-entry facilities";
- Re-entry facilities should be located in Counties where the exiting offenders reside;
- Re-entry facilities are intended to be small, 200-500 beds, although small Counties may choose to develop regional facilities;
- Re-entry facilities are for offenders in their last 12 months of custody before parole;

- Inmates at all custody security levels are eligible;
- Re-entry facilities are intended to house low-to-medium level prisoners with “opportunity for high-level custody offenders”;
- Inmates with high risk to re-offend receive priority;

Given \$7.7billion is available for 53,000 beds, each bed costs approximately \$145,000 (average). With 58 Counties, the 16,000 beds could be divided equally at 278 beds each. Each 278 bed facility would cost approximately \$40,000,000 (based on an average per bed cost of \$145,000).

The Paso Robles facility currently includes 157 acres and space for 900 beds. It is conveniently located near Monterey and Kern Counties. Given its size, capacity, and proximity to other small Counties, it might be considered as a “regional” site. No information is available concerning size limits for regional facilities.

A November 2007 report detailing the design and staffing concept was released January 23, 2008 [Exhibit B]. The report presents “secure re-entry facility” prototype designs, program plans, and staffing. A 500-bed facility would include:

- 12-15 acres;
- 250 parking places;
- 280,000 square feet of buildings;
- 316 staff (approximately 140 correctional officers);
- Security perimeter will be the building perimeter (i.e., few fences).

An independent, objective academic study of general economic impacts of prisons provides an overview of the general economic impacts of prisons on small towns. The study [Exhibit C], prepared by D.M. Tootle, PhD., currently Associate Professor of Community & Economic Development at the University of Arkansas, includes a review of then (2004) current research and generally concludes:

- Prisons appear to have a negligible, or perhaps negative, impact on economic development;
- Prison construction and operation tend to crowd out alternative economic activities, stifling economic diversity;
- Small towns without new prisons perform economically better than those with prisons;
- Small towns without prisons experience greater job growth and increases in average household wages, numbers of businesses, retail sales, number of housing units, and median value of housing units;
- Prisons can affect population distribution, economic infrastructure, and quality of life.

Additionally, the location of the facility – adjacent to a City gateway facility (Airport) and industrial park(s), and community objectives to promote tourism may present unique compatibility concerns. Community concerns may be amplified if the facility were to include large numbers of, and/or maximum security, prisoners.

Regrettably, the opportunity for collaboration with sister (County) agencies in objectively investigating the cost/benefits of conversion has been undermined as the County appears to be motivated by an opportunity to gain preference points for a funding application to expand the County Women's Jail [Exhibit D]. Consequently, the City must consider potential impacts itself.

**POLICY**

**REFERENCE:** Economic Strategy; California's "Public Safety & Offender Rehabilitation Services Act of 2007".

**FISCAL**

**IMPACT:** Not yet determined.

- OPTIONS:**
- A. Council Provide Direction Regarding the Possible Reuse of the Paso Robles Juvenile Justice Facility as an Adult Correctional Facility.**
  
  - B. Amend, Modify or Reject the Option Above.**

Exhibits: A – "Reform & Inform", 2007/08 Publication of the CA Dept of Corrections & Rehabilitation  
B – "Final Conceptual Program Plan for Secure Re-Entry Correctional Facility"  
C - "The Role of Prisons in Rural Development" by D.M. Tootle, Ph.D.  
D - 2007/08 County Correspondence Regarding Re-Entry Facilities

# reform & inform

Moving Forward with Prison Reform in California



2007 2008

## Prison Reform: A Path Toward Rehabilitation

Assembly Bill 900, also known as the Public Safety and Offender Rehabilitation Services Act of 2007, is now California law, and it has triggered the CDCR and a number of community and state partners to begin working to improve services, reentry opportunities, and to reduce inmate overcrowding.

The goal of the Department is to develop and support improved rehabilitation and community reentry programs designed specifically to reduce crime and enhance public safety.

This effort, referred to as "AB 900," provides the first and largest prison capital outlay program in decades by allocating \$7.7 billion in funding and bond resources.

AB 900 will add some 53,000 prison beds and in-jail beds. It will also provide legislative approval to move inmates out-of-state as a temporary solution to ease overcrowding woes in the prison system.

In addition, immediately following signing of AB 900, Governor Schwarzenegger appointed two strike teams to guide the CDCR in its effort to reduce overcrowding and increase rehabilitation and reentry opportunities statewide.

One strike team will advise the Secretary and assist reform in prison rehabilitation programs; the other will ensure that the construction of correctional facilities is expedited. The teams are made up of more than 20

experts from universities, community organizations and state government. The two strike teams will work in tandem to provide the Department with the support it needs to carry out these necessary reforms.

"The state is working on many fronts to reduce overcrowding in California's prisons," said CDCR Secretary James E. Tilton. "We will be using all of the tools at our disposal to implement the new reforms, and ensure that public safety is protected."

The goals of the prison reform are simple: First, provide much needed beds for treatment and rehabilitation, and second, reduce the overcrowding that

has made it difficult for the department to offer services because dayrooms and gyms are overflowing with inmates.

Through AB 900, the Department will continue to work with local governments, prison treatment providers, prison reform experts and academia for their endorsement, guidance and participation as the Department increases programs, initiates an infill bed construction program, and builds community partnerships to ensure reentry facilities are in as many communities as possible.

### The Problem

The state currently houses more than 172,000 inmates in prisons, with nearly 18,000

(Continued page 3)

## Public Safety Amongst Growth and Change

By James E. Tilton, Secretary, CDCR

Assembly Bill 900, also known as the Public Safety and Offender Rehabilitation Services Act of 2007, was signed by Governor Schwarzenegger May 3, 2007, following an historic agreement struck by legislative leaders and the

Governor.

Now state law, this effort represents a seismic shift in California's corrections system. CDCR can now begin the effort to move away from a model of massive, remotely-located prisoner warehouses

(Continued page 4)



# Expert Panel to Design CDCR's Roadmap for Rehabilitation

By Terry Thornton, Information Officer II, Office of Communications

A panel of national experts has begun working with the CDCR to assess and strengthen its rehabilitation programs. The panel is chaired by Marisela Montes, Chief Deputy Secretary, Adult Programs. Made up of national experts in the fields of corrections, criminal justice, rehabilitation, academia, reentry, substance abuse treatment, and other disciplines, this panel completed a comprehensive evaluation of all adult prison and parole programs designed to reduce recidivism.

"This is a dream team of experts," said Joan Petersilia, Ph.D., Director of the Center for Evidence-Based Corrections, University of California, Irvine, and co-chair of the panel. "The panel is a unique blend of researchers and practitioners heavily weighted with people with practical experience."

The 2006-2007 Budget Act provided \$900,000 to CDCR to assemble the group of experts. The experts conducted an inventory of all programs and determined their impact on recidivism reduction. The panel also compiled statistics showing the number of offenders who participate in such programs, the effectiveness of each

program, and the need to expand them to other offenders who could benefit from them. This information will be used to design a program model for evidence-based offender rehabilitation.

"If we are to truly make a difference, we need to realize that the first day of imprisonment is also the first day of rehabilitation," said Montes. "Reducing recidivism requires attention at every stage of incarceration, from custody through parole."

"Parole has to be a seamless transition," added Mark Carey, criminal justice consultant with the Mark Carey Group and member of the expert panel. "What gets started in prison gets finished in the community. Decisions need to be based on the date of release rather than seniority."

During the first half of 2007, panel members put in substantial amounts of time reviewing California's adult offender programs to identify best practices and make recommendations. CDCR will use these recommendations – essentially a road map for rehabilitation – to develop more effective programs that reduce recidivism and address the expectations outlined in the Budget Act language.

"We need to know what

programs work and don't work," Carey said.

It also will assist local governments and law enforcement in dealing with parolees enabling CDCR to strengthen its collaboration with communities.

The panel submitted its first report to the chairpersons and vice-chairpersons of the committees in both houses of the Legislature who consider the state budget, and to the Legislative Analyst's Office in late June.

The report included an inventory of existing programs and how many

offenders each of the programs can serve. It also provided recidivism strategy recommendations to implement new programs and improve existing ones and identified best practices from other states.

"The expert panel's efforts are major steps toward a systematic and ongoing evaluation of adult offender programs," Montes said. "We are expecting this to be a major catalyst in reducing recidivism and enhancing public safety for all Californians."

## Expert Panel Members:

The panel is chaired by Marisela Montes, Chief Deputy Secretary, Adult Programs, and co-chaired by Dr. Joan Petersilia, Ph.D., Director, Center for Evidence-Based Corrections, University of California, Irvine. Panel members include (in alphabetical order):

James F. Austin, Ph.D., JFA Associates  
 Jeffery A. Beard, Ph.D., Director, Pennsylvania Department of Corrections  
 Barbara Bloom, Ph.D., Professor, Criminal Justice, California State University, Sonoma  
 Mark Carey, Mark Carey Group  
 Elyse Clawson, Executive Director, Crime and Justice Institute  
 James H. Gomez, Director (retired) California Department of Corrections  
 Marty Horn, Commissioner, Department of Corrections, New York City  
 Kermit Humphries, Reentry Specialist, National Institute of Corrections  
 Steve Ickes, Deputy Director, Arizona Department of Corrections  
 Michael Jacobson, Ph.D., President, VERA Institute of Justice  
 Barry Krisberg, Ph.D., President, National Council on Crime and Delinquency  
 Joe Lehman, Secretary (retired) Washington State Department of Corrections  
 Mimi Silber, Ph.D., President and CEO, Delancey Street Foundation  
 Faye Taxman, Ph.D., Professor at Wilder School of Government and Public Affairs  
 Reggie Wilkinson, Ed.D., Director (retired) Ohio Department of Corrections.

## In This Issue

Reform Strike Teams	pg 5
Reentry Facilities	pg 6
Local Jail Beds	pg 9
Parolee Employment	pg 10
Out-of-State Inmate Transfers	pg 12
Focus on Female Offenders	pg 14

reform  
inform

The Reform and Inform is a special edition publication produced, and distributed by the Department of Corrections and Rehabilitation Office of Public and Employee Communications.

Office of Public and Employee Communications  
 (916) 445-4950

Arnold Schwarzenegger  
 Governor

James E. Tilton  
 CDCR Secretary

Deborah Hysen  
 Chief Deputy Secretary,  
 Facilities, Planning and Construction

Kathy Jett  
 Undersecretary of Programs

Marisela Montes  
 Chief Deputy Secretary,  
 Adult Programs

Oscar Hidalgo  
 Executive Editor

George Kostyrko  
 Managing Editor

## Contributors

Margot Bach  
 Cheryl Campoy  
 Glenn Lavin  
 Frank Losco  
 Jonathan Parsley  
 Kathy Prizmich  
 Bill Sessa  
 Christopher Strattan  
 Terry Thornton  
 Seth Unger

**("Reform" from pg. 1)**

inmates double- and triple-bunked in gyms, dayrooms, and other facilities never intended to house inmates.

More than 32 local jail systems are operating under population caps, court-imposed or other, with an estimated 18,000 local inmates a month avoiding jail completely or being released without completing their sentences because of overcrowding.

Contributing to the crisis is the fact that California has some of the highest return to prison rates in the nation, meaning not only increased costs and overburdened capacity, but also a revolving door of repeat offenders creating new victims every time they are released.

Currently, the state has a handful of federal judges threatening to impose an inmate population cap, because inmates' attorneys argue that overcrowding has impacted the Department's ability to provide adequate medical and mental health care, as well as access to the Americans with Disabilities Act.

Many of these factors, the overcrowding crisis – the threat of federal takeover of the state prison system, among others – combined with the Governor's commitment to true reform and a Legislature supporting substantive reform – produced AB 900.

**Legislation Provides Necessary Authority**

The Public Safety and Offender Rehabilitation Services Act of 2007 includes a comprehensive series of reforms that would increase the capacity of the prison system, increase bed space in local jails and build secure reentry facilities to house

rehabilitation efforts. In addition, this legislation provides the Department a short-term solution to tackle overcrowding by moving appropriate inmates to out-of-state correctional facilities.

**• Prison and Community Reentry Beds for State Prisoners: 40,000.**

The law provides \$6.1 billion to increase the number of beds in state prisons. Rehabilitation services: substance abuse treatment, mental health services and job training.

These beds are broken down into three distinct areas:

**• Rehabilitation and**



Inmates who earn certification for job skills are more likely to succeed.

**Secure Reentry Beds: 16,000.** The law prioritizes rehabilitation and recidivism reduction. It directs CDCR to set aside 4,000 beds for drug treatment and create 16,000 new beds in secure reentry facilities.

**• Infill Beds: 16,000.** The law adds 16,000 beds at existing prisons to reduce the number of prisoners in emergency beds. Currently, state prisons house approximately 172,000 prisoners in facilities designed for about half that number.

**• Medical Beds: 8,000.** The law authorizes construction of up to 8,000 medical, dental and mental health facility beds as mandated

by the federal Receiver. The Receiver will determine when and where these beds will be added, and also what services (mental health, long-term care, other) they will provide. Funding of those beds remains to be determined.

**• Local Jail Beds: 13,000.**

The law provides \$1.2 billion to increase the number of beds in county jails by approximately 13,000 in an effort to remediate overcrowding faced by counties across the state. Counties are required to match 25 percent of the \$1.2 billion

the next four years. The legislation authorized CDCR to move up to 8,000 inmates into out-of-state facilities by the year 2011.

**Reentry Centers – An Innovative Approach**

This reform package not only addresses prison overcrowding, it contains inmate programming efforts geared to reduce the offenders' likelihood of re-offending, thus resulting in safer communities. It is more than just beds—it is programming.

The agreement prioritizes rehabilitation and focuses on reducing recidivism. It directs CDCR to set aside 4,000 beds for drug treatment and to create 16,000 new beds in secure reentry facilities.

One of the most important innovations of this proposal is the new secure reentry centers that will be built. These centers will require a great amount of coordination between the state and local government. Working with CDCR, two strike teams were created by Governor Schwarzenegger to expedite efforts to plan, build and open such reentry centers throughout California.

To date, several counties have signed "Agreements to Cooperate" in a joint partnership to build a Secure Reentry Program Facility in their county and another 19 counties and cities are in the review process.

Kathy Jett, Undersecretary of Programs, who also serves as the Rehabilitative Strike Team Chair, said the goal of the strike teams is to assist the Department in expediting reform efforts.

"The strike teams are looking at these various overlaying processes so

(Continued on page 4)



**("Reform" from pg. 3)**

we can lay a groundwork that the Department can follow to implement the necessary AB 900 changes," Jett said. "We are performing a number of tasks, including troubleshooting in terms of expediting contracts, and meeting with some of the other control agencies so they are aware of our priorities and the deadlines to accomplish tasks within AB 900. Essentially, this is a joint effort by both strike teams to support the goals of AB 900."

Secure facilities in the community where the parolee is returning will enable the Department and local community agencies to create an unprecedented continuity of care in the provision of needed support services.

The state will be working closely with local governments and law enforcement to site secure reentry facilities, some of which may be built in conjunction with local jail facilities.

Deborah Hysen, Chief

Deputy Secretary of Facilities, Planning and Construction for the CDCR, and chair of the Facilities Construction Strike Team, noted that considering the effort needed to build infill beds and reentry facilities, her team wants to make sure the effort is thoughtfully planned, so they don't lose focus on the need.

"Getting these beds on line to ease overcrowding is critical," Hysen said. "However, when decisions are made to accelerate the appropriation of sites, and construction to house beds, we must also consider and incorporate the rehabilitation and reentry needs so that the product that we build will meet expectations."

The reentry centers are a new concept in California that will provide a transition to inmates as they leave prison and return to their communities on parole. These secure reentry facilities are the legislation's rehabilitation centerpiece, and are considered small correctional centers built in local

communities that will provide much-needed services at a critical time in an inmate's incarceration – just prior to their release.

These facilities will incorporate space for rehabilitation programs, from vocational and educational training to counseling and anti-addiction programs. Additional programs will include:

- Substance abuse treatment programs
- Job training and placement
- GED coursework
- Anger management classes
- Family counseling and,
- Housing placement

As part of the reentry effort, a number of outreach and educational activities will occur throughout the state through 2007 and 2008 to explain processes and give interested cities, counties, and nonprofit organizations a chance to participate in the process. Those activities will include web-based conferencing, as well as regional and local "town halls" in communities that are motivated to partner on the

reentry efforts.

**Partnerships**

"CDCR will be working closely with organizations, such as county Boards of Supervisors, every step of the way to implement these new reforms and address overcrowding at all levels in our prison and jail system," said Tilton. "Inmates, parolees and probationers are not a problem of the prison system or the jail system—they are a community-wide responsibility."

"The department needs everyone's cooperation to succeed—local police, local sheriffs, local service agencies, and local and statewide elected officials. As more organizations step forward to partner with the department, the CDCR leadership will work closely to make sure that treatment and public safety goals are met".

For more information, please visit the CDCR website at [www.cdcr.ca.gov](http://www.cdcr.ca.gov) and click on the prison reform link.

**("Public Safety" from pg. 1)**

that breed more crime to smaller facilities that focus on rehabilitation.

Our goal is improved and expanded rehabilitation and community reentry programs designed specifically to reduce crime and enhance public safety.

Without a doubt, this effort provides for the first and largest prison capital outlay program in California in decades by providing \$7.7 billion in funding and bond resources to add 53,000 in prison beds and jail beds.

These changes are expected to occur in two specific phases that are both interlinked.

Unless this organization

succeeds in the first phase, and meets the 13 specific expectations detailed in the AB 900 language – phase two will not be funded.

The challenge then, now, and for the near future, is to provide beds for treatment and rehabilitation, while at the same time, reduce overcrowding that has made it difficult for the department to offer rehabilitative services.

With thousands of inmates released every year from local jails, the success rates must improve.

- More than 95 percent of those in our prison systems will eventually be released; and
- Approximately 60,000 of all inmates will be released

within the next three years. We can no longer warehouse inmates. We must focus our efforts in getting offenders ready to return home. The plans to reduce our inmate population while increasing opportunities for reentry both at the institution level and in the communities that offenders will return to, are aggressive and have the support of local law enforcement and the Governor.

The bar has been set high for this department through this legislation; no one is a harsher critic of this department's efforts and progress than I.

I am encouraged by the progress made by this department since the summer of 2006.

I am pleased to have two strike teams focusing on rehabilitation and facility placement and construction. The teams will assist CDCR in providing treatment and construction and facility siting expectations in the months ahead.

While the task ahead of us is rigorous, I know we can accomplish the goals and objectives set forth in AB 900. I look forward to sharing that progress.

I ask that you read this publication carefully, noting the various actions, collaborative partners and

(Continued on page 5)

**("Public Safety" from pg. 4)**  
solutions the Governor, the Legislature and this Department plan to take.

This is our roadmap to working collaboratively with

local government, non-profit agencies, CDCR employees, and most importantly California residents, who realize that incarcerated offenders require the

necessary tools and skills if they are to return home and not reoffend.

For more information, I encourage you to visit the CDCR website specifically

focused on this effort. You can reach it by visiting [www.cdcr.ca.gov](http://www.cdcr.ca.gov) at the prison reform link.

## Office of Inspector General Charged with AB 900 Oversight Responsibilities

A specific oversight body to independently track the progress and effectiveness of AB 900 reform efforts has already begun working, conducting public meetings and setting an aggressive schedule to ensure the state's resources are utilized correctly.

Assembly Bill 900 (the Public Safety and Offender Rehabilitation Services Act of 2007) created the California Rehabilitation Oversight Board (C-ROB) within the Office of the Inspector General.

"At one time, California was a national leader in its commitment to programming designed to reduce inmate and ward recidivism. Through the California Rehabilitation

Oversight Board, we hope to assist the department in its present effort to return to that level of commitment to rehabilitation," said Inspector General Matthew L. Cate. "Investing in rehabilitation programs is instrumental for reducing recidivism, and the Legislature created C-ROB to hold CDCR accountable for radically improving the Department's results in this area."

C-ROB's mandate is to regularly examine the various mental health, substance abuse treatment, educational, and employment programs for inmates and parolees operated by CDCR.

C-ROB has already scheduled quarterly meetings and is staffing

up to meet its statutory mandate to submit reports to the Governor and the Legislature twice a year on January 15 and July 15 in 2008 and 2009.

The Inspector General also said that C-ROB will make the rehabilitation oversight process more transparent for every stakeholder.

"All of the oversight board's meetings are open to the public, and all reports of findings will be available online," said Cate. "This high level of accountability will ensure that appropriate programs are finally available to inmates who want to change their lives. This is our best hope of reducing recidivism rates, thereby making our state a safer place to live and work."

C-ROB reports are expected to include findings on the effectiveness of treatment efforts, rehabilitation needs of offenders, gaps in offender rehabilitation services in the department, and levels of offender participation and success in the programs.

The board is expected to make recommendations to the Governor and the Legislature with respect to modifications, additions, and elimination of offender rehabilitation and treatment programs. C-ROB reports will be publicly available on release and be hosted on various CDCR and Office of the State Inspector web sites.

## Reform Strike Teams Drive Rehabilitation Improvements; Spur Necessary Construction

Two strike teams created by Governor Arnold Schwarzenegger in May 2007 have begun guiding CDCR in its effort to reduce overcrowding and increase rehabilitation and reentry opportunities statewide.

Both strike teams will report their recommendations and provide a progress roadmap directly to CDCR Secretary James E. Tilton as well as provide key recommendations on construction and rehabilitation challenges. Their work is expected to continue through the

Summer 2008.

"My administration is taking immediate action to implement California's historic prison reform plan," said Governor Schwarzenegger, when he announced the strike teams on May 3. "With these strike teams, we are aggressively moving forward to shift our approach to rehabilitating prisoners in California. And, we will cut through the red tape to expedite construction, just as we have done with California's levees, and recently with the collapsed overpass in the



Joan Petersilia addresses the strike team.

Bay Area. I will not tolerate bureaucratic hangups and delay when it comes to public safety."

One strike team will address reform of prison rehabilitation programs while the other will

(Continued page 7)

# Reentry Facilities Provide Hope – Opportunity for Felons Returning Home

By Kathy Prizmich, Community Outreach Liaison

Parolees ARE returning home to their communities and they are facing multiple challenges: employment opportunities, housing, substance abuse addiction, transportation, and mental health services, to name a few.

Many have strained relationships with family members, which impacts their parole. More than 81,000 parolees returned to custody in 2005 for new crimes of non-compliance with the terms of their parole. Research shows an emerging consensus that nationwide, offender reentry programs are critical in developing safer communities.

The signing of AB 900 by Governor Schwarzenegger on May 3, 2007, represents an historic and seismic shift in California's correctional system – providing the "R" (Rehabilitation) in CDCR. Referred to as the "Public Safety and Offender Rehabilitation Services Act of 2007" ("Act"), this legislation provides for the delivery of jail beds, prison beds and secure reentry program facility beds and places a greater emphasis on rehabilitation for adult offenders.

Among the provisions of this Act are funding for increased offender programming, 16,000 beds in Secure Reentry Program Facilities (SRPF), and an appropriation of \$1.2 billion in jail construction funding through state lease-revenue bonds. Reentry facilities are a unique and new concept in California that will provide a transition to inmates as they leave prison and return to

their communities on parole. It also provides integrated services for parolees in their communities.

"Prisoners do come home," said Marisela Montes, Chief Deputy Secretary, Adult Programs, during a recent town hall meeting in Monterey County with Governor Schwarzenegger, "and we DO have an obligation to send them home better prepared to deal with the challenges they're going to face than when they first arrived."

Reentry facilities will be designed in cooperation with the local county and/or city officials, Corrections Standards Authority (CSA), private industry and contracted service providers. Because each community has differing needs for their reentry facilities, the programs will be developed to specifically address the needs of those communities.

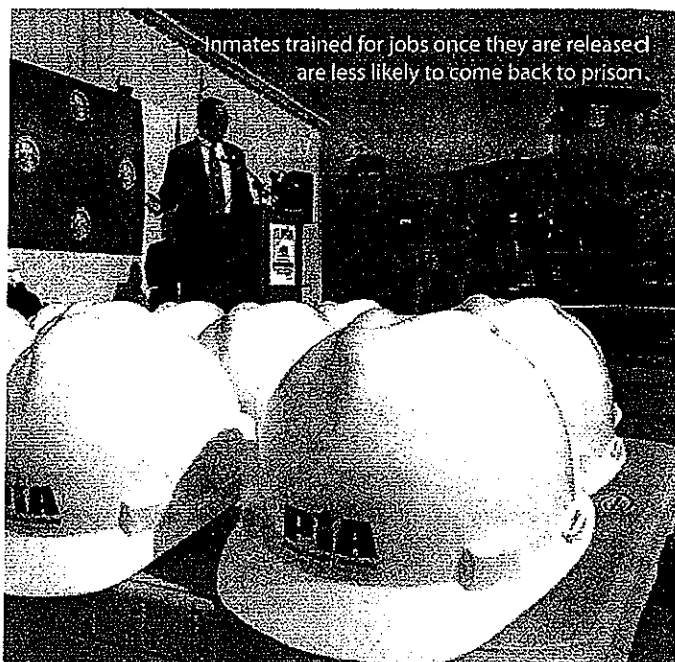
Some smaller counties may choose to develop regional secure reentry facilities.

The six major offender programming areas in each of the reentry programs will include:

1) criminal thinking, behaviors, skills, and associations; 2) aggression, hostility, anger and violence; 3) academic, vocational and financial; 4) family, marital and relationships; 5) substance abuse and 6) sex offenders.

Below is a general description of a reentry facility that will be located throughout the state:

- Houses medium-level custody to lower-level custody offenders, with some opportunity to



house high-level custody offenders;

- Provides a maximum of 500 beds with both celled and dormitory style housing;
- Provides space and support staff for medical, dental, and psychiatric treatment, in compliance with court-mandated standards;
- May provide for the sharing of infrastructure costs and services with other local corrections-related buildings or infrastructure to be determined through negotiations by mutual agreement.

The target populations for each of the reentry facilities will differ according to the needs of the local community. Inmates at all levels are eligible for consideration if they are within 12 months of release. Those with a high-risk to reoffend will receive priority placement as long as they are willing to program and can benefit from the programs offered.

Inmate participation will be voluntary and will target those

inmates six to 12 months prior to release. Incentives to participate in the reentry program will be the possibility of employment prior to release, being incarcerated closer to home, participating in the various treatment programs and working with a caseworker for two to three years.

"This is a period of time when we can really work on their criminogenic needs — the issues that landed them in prison to begin with," Montes said. "Research also shows that this is a period where inmates are most receptive to changing their lives for the better."

Public Entity Agreements (PEAs) will be used between the states and counties. PEAs are negotiated agreements that will define the site of the secure reentry program facilities, the program within the facilities and the populations to be served. The PEAs also will be used to establish the parameters

(Continued pg. 9)

**("Strike Teams" from pg. 5)** ensure that the construction of correctional facilities is expedited. The teams are made up of more than 20 experts from universities, community organizations and state government. The two strike teams will work together.

Assembly Bill 900 (AB 900), also known as the Public Safety and Offender Rehabilitation Services Act of 2007, provides \$7.7 billion to add 53,000 prison and jail beds in two phases and fundamentally shifts how the CDCR approaches rehabilitation for California's prisoners.



Kathy Jett

Kathy Jett, Undersecretary of Programs, and chair of the Rehabilitation Strike Team, said the role of the strike teams, following the passage of AB 900, is to assist CDCR to focus its resources where they can have the greatest positive impact.

"The strike teams are looking at these various overlaying processes so we can lay a groundwork that the department can follow to implement the necessary AB 900 changes," Jett said. "We are performing a number of tasks, including troubleshooting in terms of

expediting contracts, and meeting with some of the other control agencies so they are aware of our priorities and the deadlines to accomplish tasks within AB 900. Essentially this is a joint effort by both strike teams to support the goals of AB 900."

Deborah Hysen, Chief Deputy Secretary of CDCR Facilities, Planning and Construction and chair of the Facilities Construction Strike Team, noted that considering the effort needed to build infill beds and reentry facilities, her team wants to make sure the effort is thoughtfully planned, so they don't lose focus on the need.

"Getting these beds on line to ease overcrowding is critical," Hysen said. "However, when decisions are made to accelerate the appropriation of sites, and construction to house beds, we must also consider and incorporate the rehabilitation and reentry needs so that the product we build will meet expectations."

The Rehabilitation Strike Team is focusing on evaluating existing education, training, and substance abuse treatment programs and has committed to assist the Department in developing leading-edge rehabilitation programs.

"On the rehabilitation strike team, we are tapping into the best experts within California and the rest of the nation to look at the best way for us to transition from what is a custody organization and gravitate toward an organization that provides both rehabilitative and custody services," Jett said.

The goal of this strike team is to assist in the delivery of services to inmates and

### Facilities Construction Strike Team membership

Deborah Hysen chairs the Facilities Construction Strike Team. She was appointed as Chief Deputy Secretary of Facilities, Planning and Construction for the Department of Corrections and Rehabilitation. She is a former Chief Deputy, Department of General Services (DGS) and California Performance Review leader.

Facilities Construction Strike Team members include:

- Robert Denham, retired Chief Deputy Sheriff, Sacramento County
- Kevin Carruth, former Undersecretary, California Youth and Adult Correctional Agency
- Jim Varney, Major Damage Engineer, Department of Transportation
- Bert Martin, Acquisition Manager, DGS Procurement
- Scott Harris, Executive Director, Corrections Standards Authority
- Karen Finn, Department of Finance Capital Outlay Principal Program Budget Manager
- Doug Burton, Deputy Director, Real Estate Services, DGS

parolees to improve public safety. Before construction begins, the rehabilitation strike team will assist with designing facilities to best accommodate the newer programs. In addition, the strike team will work with communities to continue existing services and create new opportunities for parolees returning home to counties that may not have had services available.

"We have already had a number of discussions about being involved in facility design. Specifically, we are looking at the need for space to provide individual counseling," Jett said. "Right now, a lot of what do in the institutions are group settings. However, the real critical discussions are going to occur in a one-on-one private setting. That is one area we would like to develop."

"We would like to get a setting in our facilities that is more campus-like and gets the idea across of what community reentry is about. Transitioning people also means giving them more freedom as well within our own facilities. If they can't behave and interact within that setting, it will give us a good clue they may not make it outside the walls."

The Facilities Construction

Strike Team is focusing on ways to speed up approval of reentry and infill beds projects, as well as find ways to keep costs to a minimum and satisfy the necessary environmental considerations. It intends to restore CDCR's major project management capability and begin work immediately to build reentry, infill, medical and jail beds.

"The real estate investments made by the state must also reflect the investments made by the parolees and inmates occupying reentry centers and infill bed areas," Hysen said. "The result must be robust public safety, lower rates of recidivism and making sure the offenders are given the best chance to successfully reenter society by giving them the skills and tools to do it, in facilities such as these."

"The reentry facility concept is so new that we need to ensure that we do it right. That is going to take careful planning, and the outside experts working with those in the Department that can temper our ideas with the practical needs of a security environment."

The Facilities Construction strike team is also charged with looking at alternative options for housing inmates in

(Continued pg. 8)

**("Strike Teams" from pg. 7)**  
existing facilities throughout the state. Finally, this strike team is expected to talk with communities who have concerns about existing prison facilities in their communities in an effort to resolve problems.

Both Jett and Hysen said that Secretary Tilton has asked them to "dig deep" in their efforts to identify any potential challenges so that reentry and rehabilitative services can be transitioned efficiently into the current CDCR structure. This is a joint effort between the strike teams and CDCR.

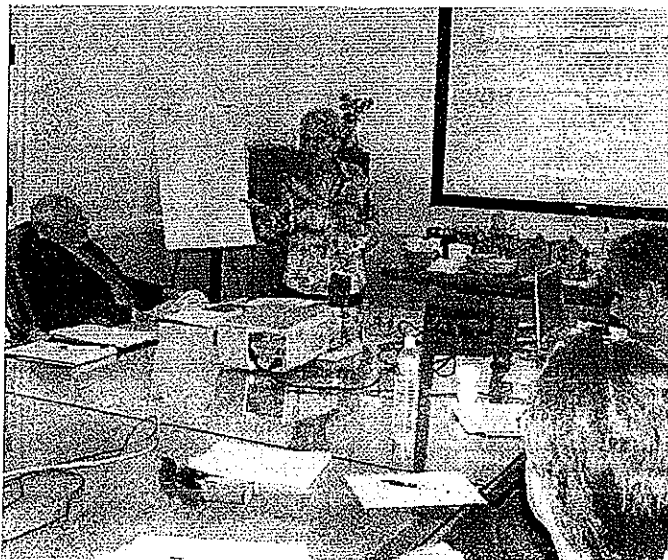
"Right now we are trying to get underneath the surface issues to determine whether the barriers are real or legitimate, so we can use our statewide resources to move through those barriers," Jett explained. "For example, say we can deliver the beds, but if we don't have the support processes in place, we won't be able to determine who goes in those beds and whether that is the best use of our resources."

"When we get to the point where we are all on the same workplan and some of the necessary changes at CDCR begin to occur, Secretary Tilton will be in a better position to monitor the progress and ensure that resources are going where they need to," Jett said.

Hysen noted that this initiative gives the state a rare opportunity to make a difference.

"California is in a unique position with this initiative," Hysen said. "The Legislature has funded it, and this is absolutely supported by Governor Schwarzenegger. We have a rare opportunity to fund something – an approach to corrections that just doesn't exist anywhere, and drive rehabilitation efforts and approach not just statewide, but throughout the country in a meaningful way."

The two strike teams will take from six to 12 months to complete their work. During this time, the strike teams will review the Expert Panel Report and make recommendations.



Kathy Jett leads a recent strike team meeting.

## Rehabilitation Strike Team Membership

Kathy Jett, Undersecretary of Programs and former Director of the Department of Alcohol and Drug Programs (ADP), chairs the Rehabilitation Strike Team

Strike Team members include a mix of individuals from the private sector as well as academia and government.

### Rehabilitation Strike Team members include:

Joan Petersilia, Ph.D., Professor, Criminology, Law & Society Director,  
UC Irvine Center on Evidence-Based Corrections

Jose' Millan, Vice Chancellor, Economic Development & Workforce Preparation, California Community Colleges

Nena Messina, Ph.D., Principal Researcher, UCLA Institute of Substance Abuse Treatment

Matt Powers, Director, PRIDE Industries (Sacramento)

Mimi Budd, retired Chief Counsel, Department of Alcohol and Drug Programs

Joe Lehman, retired Washington State Director of Corrections and National Institute of Corrections consultant

Barbara Bloom, Ph.D., Associate Professor, Department of Criminology and Criminal Justice, Sonoma State University

Frank Russell, Director, Division of Education, Vocations and Offender Programs, CDCR

Todd Jerue, Department of Finance, Corrections Program Budget Manager

Julie Chapman, Deputy Director, Department of Personnel Administration

Debra Thompsen, Classification and Compensation Division, Department of Personnel Administration

Kevin Carruth, Former Undersecretary, California Youth and Adult Correctional Agency

Harry Wexler, Ph.D., National Development and Research Institutes, Inc.

Pat Nolan, President, Justice Fellowship



("Reentry" from pg. 6)  
for the ongoing working relationships between the parties.

As the Department moves forward with its negotiations with the counties on reentry facilities, CDCR will conduct numerous internal

and external meetings and workshops that will educate and inform staff and the public on the status of implementation. In addition, the CDCR will begin to build a web page that is both informative for the public but also

provides local governments with information for doing business with the Department on reentry.

The overall goal is to reduce the frequency of parole violations through successful coordination and communication between the

state and local government, and thereby enhance public safety for the communities.

For more information, please visit the CDCR website specifically focused on this effort. You can reach it by visiting [www.cdcr.ca.gov](http://www.cdcr.ca.gov) at the prison reform link.

## Local Jail Beds a Critical Component of AB 900 Reentry

By Jonathan Parsley, Information Officer II, Office of Communications

With local jails swollen beyond capacity and thus causing the early release of thousands of inmates every year, providing for local jail bed space is a critical component of the prison reform effort. A new prison reform act provides \$1.2 billion to increase the number of beds in local county jails, specifying that at least 4,000 beds be under construction or sited in the first phase of \$750 million.

"AB 900 represents a solution that considers and helps resolve the problem on a systemic level," Secretary Tilton said.

In order to receive the funds provided by AB 900, counties are required to match 25 percent of the \$1.2 billion funding (approximately \$300 million), unless that county's population is less than 200,000. In these smaller counties, the Corrections Standards Authority (CSA) can reduce the amount of matching funds upon petition by the county.

Scott Harris, CSA Executive Director, also serves as a member of the Facilities Construction Strike Team and stated his role as one that assists the strike team understands the demand for services.

"My role as a member of the strike team is to keep the chair apprised of CSA's ongoing status of the jail construction funding process. The team is certainly aware of the critical role the local jail beds play in the larger picture of incarceration needs statewide, and the need for a partnering effort as counties and the state move forward to make positive strides with crowding and rehabilitation issues. CSA will help to facilitate those partnerships within the role we play in our direct working relationships with local entities," Harris said. "CSA's

ongoing communication with local counties indicates the counties will put forth many viable proposals for critically needed jail beds. The need far exceeds the funding allotted."

All counties assisting the state in siting reentry facilities, mental health day treatment and crisis care, and/or providing a continuum of care in mental health and substance abuse counseling services following a parolee's termination from parole, will receive funding preference.

However, challenges remain. There are 20 counties that have a population cap mandated by the courts and another 12 counties with self-imposed caps. In 2005 alone, 233,388 individuals avoided incarceration or were released early from jail sentences due

solely to a lack of county jail space. This increase in local jail beds is expected to help relieve to some degree the overcrowding faced by counties throughout the state.

The CDCR, the participating counties and the State Public Works Board are expected to make a construction agreement for these projects providing performance expectations. The requirements include the acquisition, design, construction, or renovation of the local jail facility, and guidelines and criteria for its use. The agreement will outline the cost of the approved local jail facility project to include ongoing maintenance and staffing responsibilities for the term of the financing.



Prison overcrowding puts pressure on local jails.

# Employment Considered Vital to Parolee Success

By Frank Losco, Public Affairs, Prison Industry Authority

An essential element for reducing recidivism is the ability for parolees to obtain meaningful employment upon release. Recent legislation addresses this issue by enhancing the Department's inmate education, treatment, and rehabilitation programs.

Rehabilitation has become the operative course in the Department's goal of reducing recidivism. Governor Arnold Schwarzenegger and the Legislature have established rehabilitation as a priority because of its fiscal and societal benefits.

Incarcerating inmates with the outdated practices of the past has become untenable considering the realities of the present. The cost to house one inmate

in a California prison now approaches \$44,000 per year.

For roughly every 23 inmates who parole without recidivating, the General Fund realizes a \$1 million savings. By extrapolating this figure to roughly 300 inmates who are released daily, it becomes increasingly evident that the Department must re-evaluate its rehabilitative efforts.

Even moderate success in enhancing inmate rehabilitative programs can have an immense impact on the number of parolees who return to California's penal system.

"We are looking at many new and innovative options to provide programs for inmates. The Department can provide the rehabilitative programs; however, it is up

to the individual inmate to use these opportunities and take the initiative to make meaningful changes in their lives," said Secretary James E. Tilton.

Frank Russell, Director of the Division of Vocational Programs, explained that the Department's work also has an impact on society.

"The societal benefits of reducing recidivism are significant to each Californian. Every community is faced with the challenge of new parolees entering their community. The effect on crime victims and our court system further substantiates the need for change. Inmates are either prepared and ready to be released, or not prepared and commit new crimes. We have a responsibility and an

opportunity to ensure that inmates succeed."

Russell and his staff are reviewing numerous areas to begin the planning and implementation of new rehabilitation programs.

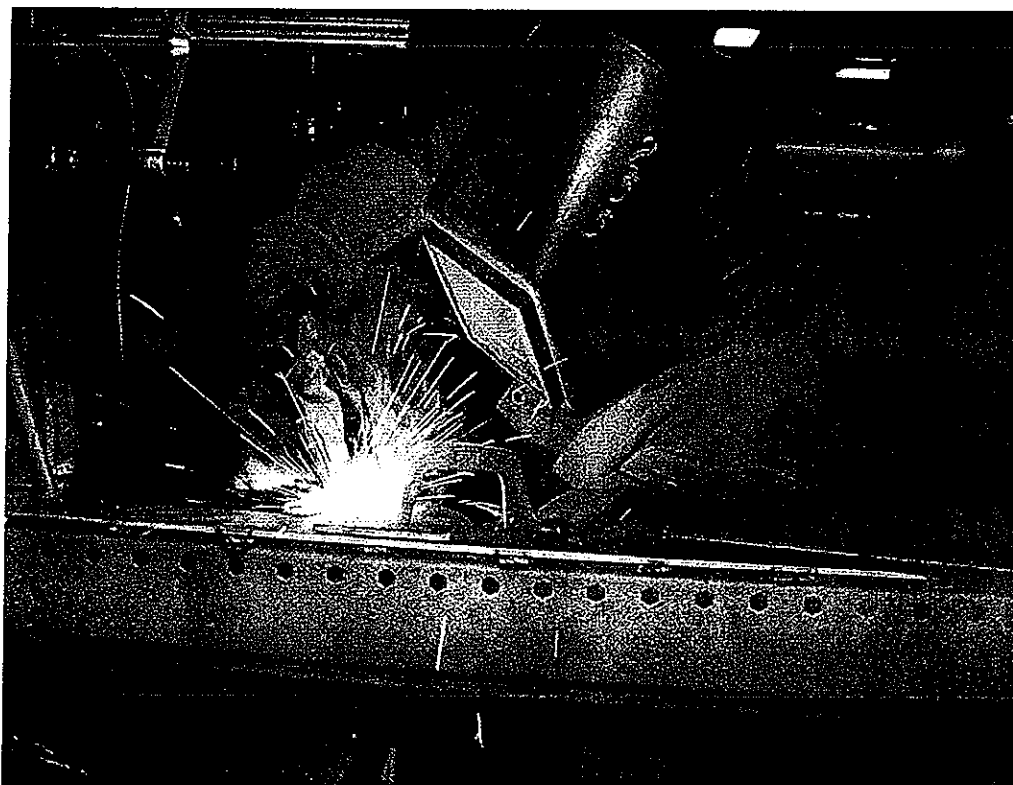
"We are reviewing many different areas where a substantial impact can be made to reduce the number of inmates who return to prison," Russell said. "Programs are being evaluated to determine whether they provide sufficient skills for inmates that would likely result in their employment in the community. Obtaining employment is essential for parolee success."

The Division is moving aggressively to fill vacant instructor positions, which are critical to its basic rehabilitation mission. Education has traditionally been the backbone of rehabilitation and more resources are planned to expand the existing opportunities and courses for inmates.

The Division also is reviewing workforce evaluations to determine where jobs are available and where inmates will be paroled. This information will provide the Department with better information on placing inmates in the community.

Another important aspect of enhancing rehabilitation programs is assessing an inmate's risk level to recidivate. This data will be used to evaluate those inmates that have a medium to high risk of recidivism. The Division's plan is to use a case management system that will

(Continued on pg. 11)



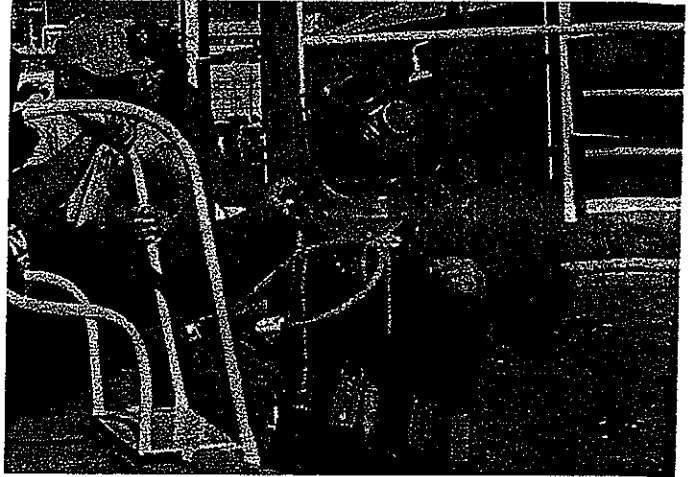
Trade skill training can begin in prison, preparing an inmate for a job on release.

**(“Employment” from pg. 10)**  
track the progress of these higher risk inmates.

The Division also is reviewing the “gate” money that is given to inmates at release to determine if changes should be made. The Division is reviewing alternative resources to enhance rehabilitation as the new legislation allows the Department to use the resources of other state or local agencies, academic

institutions, and other research organizations.

“Rehabilitation is really a matter of public safety, because when we prepare inmates for their eventual release, we are proactively heading off potential problems that could arise later,” Russell said. “Parolees are hitting the streets everyday, and I believe that we can make a difference in their lives.”



One prison has an industrial diving program.

## AB 900 Adds Beds, Rehabilitation, and Infrastructure Improvements at Existing Prisons

By Cheryl Campoy, Lieutenant, Office of Communications

The California Department of Corrections and Rehabilitation’s 33 prisons currently house far more prisoners than it was designed for. CDCR has been forced to house inmates in areas not designed for living space, including gymnasiums, dayrooms, and program rooms, as well as inmates sleeping in triple-bunks.

These spaces have traditionally been dedicated to recreation, education, counseling and other rehabilitative programs.

According to CDCR Secretary James E. Tilton, “Gyms and dayrooms were not designed to house inmates, and this severe overcrowding creates major safety and security concerns for staff and inmates.”

To expand capacity at existing prison facilities Assembly Bill 900, also known as the Public Safety and Offender Rehabilitation Services Act of 2007, will provide \$2.7 billion (\$300 million General Fund and \$2.4 billion lease-revenue bonds). The funding will

add about 16,000 beds at existing facilities, and expand prison infrastructure. The project is being called the “Prison Infill Program” under the requirements of AB 900. Additionally, any new beds constructed will be supported by rehabilitative programming for inmates such as education, vocational programs, substance abuse treatment programs, employment programs, and prerelease planning.

AB 900 provides the funding in two phases and fundamentally shifts how CDCR approaches rehabilitation for California’s prisoners by moving them out of temporary beds to free up these spaces for rehabilitation programs.

Phase I funding will permit immediate construction and will include design and construction at existing prison sites. CDCR is authorized to move forward with all activities related to the infill program to construct prison housing units, prison support buildings, and programming space in order to add 12,000



Rehabilitation is inhibited by overcrowded gyms and day rooms.

beds.

Phase II funding is contingent on the CDCR meeting rehabilitation, management and construction benchmarks during Phase I. CDCR has committed to meeting these benchmarks to trigger Phase II funding for 4,000 more beds. Benchmarks include:

- Successfully completing construction of half of Phase I beds;
- 75 percent average

participation in drug treatment programs over six months;

- Establishing the California Rehabilitation Oversight Board (C-ROB) in the Office of the Inspector General;
- Proper assessment and placement of offenders in rehabilitation programs when they enter the system, and then again when they’re a year away from parole;

(Continued on pg. 19)



# Inmate Transfers Resume Outside California

## Use of Private Facilities Will Ease Overcrowding

By Bill Sessa, CDCR Deputy Press Secretary

The CDCR bus rolled across the Arizona desert in the early morning darkness of June 1, delivering 38 volunteer inmates to the Florence Detention Center near Phoenix in time for breakfast.

They joined 280 other California inmates who had been there since last fall, as California resumed its use of out-of-state correctional facilities to house an overflow of inmates and temporarily ease overcrowding while CDCR expands capacity, increases staff safety, and builds room for rehabilitation programs.

Begun in November 2006, the out-of-state transfers were stalled by legal challenges to the Governor's authority to allow them. That uncertainty was resolved by the Legislature's passage of AB 900, which authorizes CDCR to move up to 8,000 inmates into out-of-state facilities by

the year 2011.

AB 900 repeals the authority to transfer inmates out of state in 2012 or when what the bill calls "temporary beds" are eliminated, whichever occurs first.

The authority expressed in AB 900 "will provide immediate short-term relief while the recidivism strategies and other new reforms are fully implemented," said Governor Schwarzenegger shortly after he signed the bill into law. "This will dramatically improve the safety of California's institutions for our correctional officers and staff as well as inmates. The transferring of inmates out-of-state is a critical component of the state's overall plan to relieve overcrowding and will increase access to rehabilitation programs that will ultimately improve public safety."

Reducing the extent of overcrowding in CDCR's institutions is expected to produce a less stressful environment, reduce the spread of infectious diseases and allow correctional staff to spend less time responding to critical and emergency situations. It also is expected to free up space to improve medical care.

But unlike the inmates in Arizona or the inmates housed in the West Tennessee Detention Facility, both operated by the Nashville-based Correctional Corporation of America (CCA), inmates are now being moved involuntarily by CDCR to meet its goals. "We continue to inform inmates that they can volunteer by showing the video (produced by CDCR) and the fact sheets to reduce the number of inmates we have to move involuntarily," says Terri McDonald, Chief

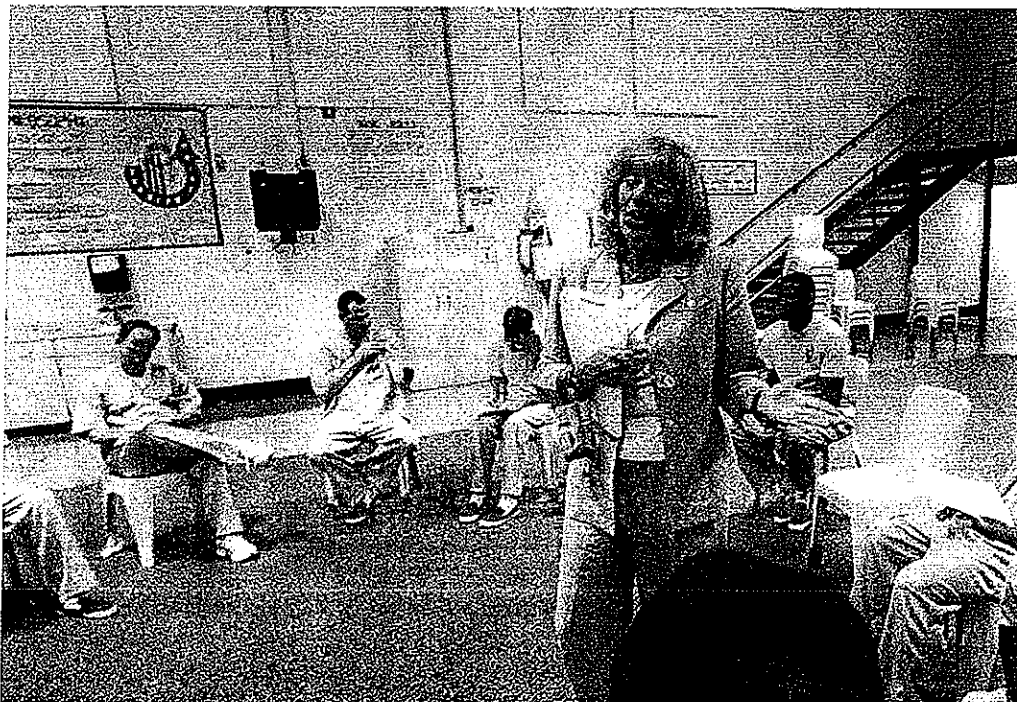
Deputy Warden of the newly created California Out-of-State Correctional Facilities unit.

Some groups of inmates are automatically excluded from consideration for transfer, including those in minimum-security fire camps, those with sentences of life in prison without the possibility of parole, condemned inmates, and maximum-security inmates.

Those inmates to be moved involuntarily will be chosen according to criteria outlined in an executive order issued by Governor Schwarzenegger last October, making approximately 18,000 inmates potential transfer candidates. Among them, the first priority for consideration were approximately 4,500 inmates with immigration holds or potential holds placed by the U.S. Bureau of Immigration and Customs Enforcement (ICE).

In addition, the largest group of potential transfers is approximately 14,000 inmates convicted of aggravated felonies who have no work assignments and who have no demonstrated family ties, based on their visiting records over the last two years.

But meeting these basic criteria does not automatically mean that an inmate will be moved out-of-state. Those that do meet the minimum requirements will be included in a pool of candidates for further screening before final selections are made. The process for screening inmates is extensive, both to protect inmates' rights and to



A treatment specialist works with out-of-state inmates.

ensure that inmates who are transferred are well matched to the institutions where they will be sent.

"We review their central file and then their medical and mental health files, if they have a history of needing that treatment," McDonald said. "We will not send anyone who needs extensive medical care or mental health treatment, but we have transferred disabled inmates and met Americans with Disabilities Act requirements," she added.

The screening process allows inmates to consult legal representation if they request it, McDonald explained. "Final stop on the screening process is the classification committee. If the classification committee recommends a transfer, the inmate has the right to appeal and we will hold him in California through the second level of review," she said.

In addition to the technical screening, McDonald notes that communication with inmates is critical in order for the program to be successful.

"private prison representatives and my staff will go to the prisons to answer any questions inmates have," says McDonald. "We explain the program, where they are going, how they are going to get there and what to expect in programming."

Also, CDCR staff visit California institutions every other week to review CCA's performance and to meet with inmates in an open forum to answer any questions they have.

CDCR plans to transfer approximately 400 inmates a month over the next two years and the maximum 8,000 transfers authorized by AB 900 are expected to be completed by March 2009.

Initially, inmates will



Inmates prepare to fly to another state.

continue to be transferred to Florence, AZ and other facilities operated by CCA, which has a contract to provide 4,056 beds. Additional CCA facilities in Tallahatchie, MS and North Fork, OK are likely also to house California inmates.

In the meantime, CDCR will look for additional contracts, potentially with CCA and

other private correctional companies, to find enough beds for all 8,000 inmates who ultimately will be housed out of state.

So far, it appears that the volunteers who have gone to out-of-state facilities are satisfied with the decision they made. McDonald said, "we have almost 100 percent of them in programming and

the inmate's aren't requesting to come back to California."

For more information on out-of-state transfers, please visit the CDCR website specifically focused on this effort. You can reach it by visiting [www.cdcr.ca.gov](http://www.cdcr.ca.gov) at the prison reform link.

# Helping Female Offenders Succeed Gender Does Make A Difference

By Margot Bach, Director, Special Projects, Office of Communications

Family matters and with family-focused, community-based programs now under way in the California Department of Corrections and Rehabilitation (CDCR) family ties play a significant role in providing some of the most effective innovations in supervising female offenders.

Women now represent an ever-growing segment of offenders under supervision by the CDCR, accounting for about 11 percent of the adult felon population. This program is subject to legislative approval.

This historic effort will provide women serving time in California's prisons with greater opportunities for success in life after their release, with a net benefit to these women, their families and society. Before AB 900 was signed in May 2007, female offender reform efforts were already well in the planning and implementation stages. The CDCR recognized more than two years ago that a comprehensive strategy to address the issues related to female offenders was long overdue.

"Gender-responsive practices can improve outcomes for female

***"Just because your mother is in prison doesn't mean you can't fulfill your dreams."—14-year-old child of an inmate***

offenders by considering their histories, behaviors, and life circumstances," said Wendy Still, Associate Director for CDCR Female



The CDCR made a \$625,000 grant over 18 months to establish the Chowchilla Family Express program, which recognizes and promotes the importance of family reunification to the welfare of children and the eventual post-prison success of inmates.

Offender Programs and Services. "Investments in gender-responsive policy and procedures will also produce long-term dividends for the CDCR and the community as well as for female offenders and their families."

The CDCR is working to provide a foundation for gender-appropriate policies and practices. The Female

Offender Programs and Services mission is taking a multidisciplinary approach to a number of areas: health, family violence, substance

abuse, mental health, trauma, employment, and education. The Gender Responsive Strategies Commission (GRSC) was formed in January 2005 to assist the CDCR in "creating an environment that reflects an understanding of the realities of women's lives and addresses the issues of women."

As the CDCR becomes more and more responsive to the issues of supervising female offenders, it becomes more successful in targeting the pathways to offending that move women into the criminal justice system and return them to it. The CDCR has a historic opportunity to break the intergenerational cycle of incarceration. The CDCR focus is in these areas:

- Acknowledge that gender makes a difference;

- Create an environment that is based on safety, respect and dignity;
- Develop policies, practices and programs that are relational and promote healthy connections to children, family, significant others, and the community;
- Address the issues of substance abuse, trauma and mental health through comprehensive services and appropriate supervision;
- Provide women with opportunities to improve their socioeconomic status; and
- Establish a system of community supervision and reentry with comprehensive, collaborative services. The plan is to move up to 4,500 low-level

female offenders into much smaller secure facilities—called Female Rehabilitative Community Correctional Centers (FRCCCs)—in the communities from which they came. This program is subject to legislative approval. The FRCCCs would house no more than 200 women at a time, and would be located in or within 25 miles of an urban center. Studies demonstrate that placing inmates in community-based programs dramatically reduces recidivism.

“The idea for these smaller women’s facilities is part of an overall shift in how we meet the needs of female inmates,” Still added. “More than half of female offenders have suffered abuse at some point in their lives as compared to about 16 percent of male inmates. They tend to be less educated than their male counterparts and the majority have at least one child under the age of 18.”

These women inmates are serving time for non-serious, nonviolent offenses, with the overwhelming majority serving time for drug offenses or property crimes arising from drug use. They need meaningful services, including substance-abuse treatment and education, vocational training, mental-health treatment and health care, all of which can be provided in the community at a higher quality and lower cost than in a state prison.

With California’s women’s institutions situated in just two counties, thousands of women are inevitably housed far from their families and potential support networks. To be successfully rehabilitated, these inmates

need contact with their families, with culturally-appropriate services and with potential employers – in the communities they will return to after serving their time.

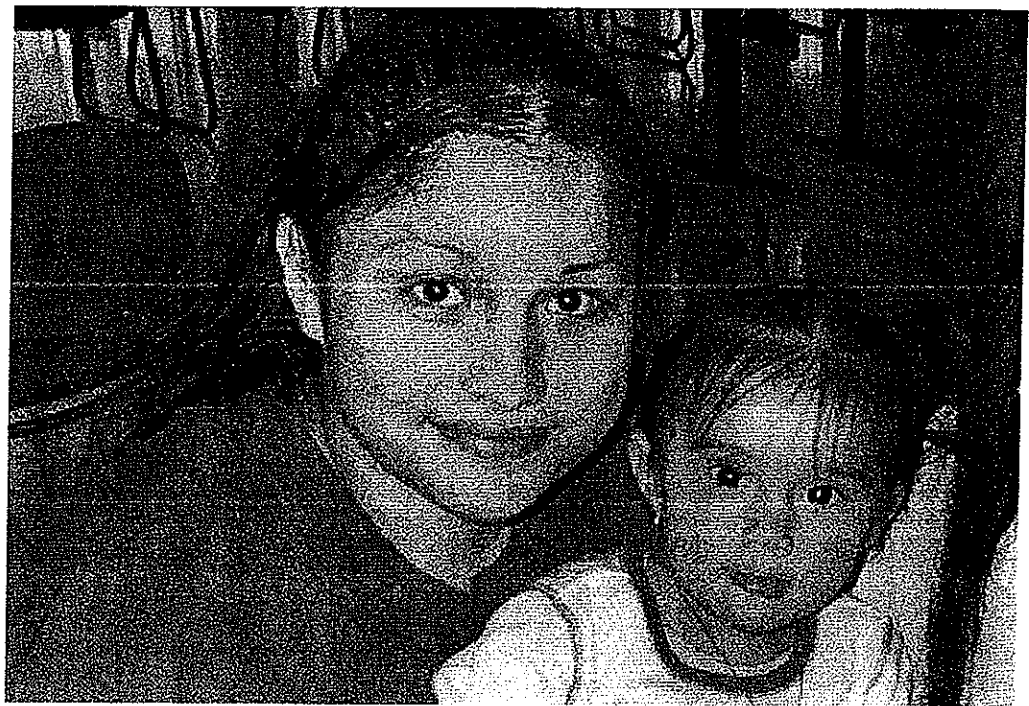
“The value of placing women offenders closer to their families should not be underestimated,” said Still. “Seventy percent of women serving time in our state prisons are mothers of children 18 or younger. Programs already in place in our state — such as the Community Prisoner Mother Program and Family Foundations program — show an enormous rehabilitative benefit from family interaction. Women in community programs

collaborated with Women in Criminal Justice and the Catholic Archdiocese of Los Angeles to expand the popular Get on the Bus program, which brings children and their families to visit over the Mother’s and Father’s Day weekends.

The Chowchilla Family Express began in March 2007, and provides free transportation for children and other family members to visit their loved ones in the two Chowchilla female institutions. The CDCR made a \$625,000 grant over 18 months to establish the program, which recognizes how valuable family reunification is to the welfare of children and the

Express because it provides yet another rehabilitative option for so many women offenders,” said Still. “This bus program provides unique opportunities for female offenders to reunite with their children, who are in most cases hundreds of miles away. We remain committed to extending our responsibility for female offenders beyond their incarceration to improve their chances of success when they return to their communities.”

The impact on children is no less dramatic. The data shows that separation from mothers puts children at a higher risk of ending up in prison themselves. The chance to break the



Studies show female inmates with family visits do better upon release.

that provide comprehensive services and give them frequent contact with their children in a healthy environment reoffend at a rate of just 14 percent.”

In addition to its other current and planned family unification efforts, the CDCR

eventual post-prison success of inmates. The program will send an average of six buses each month from northern and southern California, and is currently scheduled through Fall 2007.

“We are excited about the Chowchilla Family

inter generational cycle of incarceration is reason enough to move these women from their remote locations closer to the people who will motivate and support them.

# The Public Safety and Offender Rehabilitation Services Act of 2007 By the Numbers

Assembly Bill 900, also known as the Public Safety and Offender Rehabilitation Services Act of 2007 provides \$7.7 billion to add 53,000 prison beds and jail beds in two phases.

State prisons currently house approximately 172,000 prisoners in facilities designed for about half that number. In 2005 alone, 233,388 individuals avoided incarceration or were released early from local jail sentences due solely to a lack of jail space.

## Out of State Prison Transfers: 8,000 inmates

The agreement gives the Legislature clear statutory authority to voluntarily and involuntarily move up to 8,000 prisoners out-of-state until 2011.

## Total Beds: 53,000

The \$7.7 (\$7.4 bonds/\$350 General Fund) billion allocated will provide 53,000 prison and jail beds in two phases.

- Phase I: \$3.6 billion lease revenue bond.
- Phase II: \$2.5 billion lease revenue bond. Must be enacted by 2014.
- CDCR will set aside 4,000 beds for drug treatment and create 16,000 new beds in secure reentry facilities.
- CDCR will add 16,000 infill beds at existing prisons to reduce the number of prisoners in beds temporarily placed in day rooms and gyms.

- CDCR will add 8,000 medical, dental and mental health facility beds as mandated by the federal Receiver.
- Funding to increase the number of beds in local county beds by 13,000 to remediate overcrowding faced by counties across the state.
- Local matches: 25 percent (approximately \$300 million) of \$1.2 billion in lease revenue bonds for local jails.
- Additional funding: \$350 million General Fund (\$300 million for infrastructure, \$50 million for rehabilitation).

## Phase I Requirements:

CDCR must meet the following benchmarks during Phase I to trigger Phase II funding. They are:

- Successfully completing construction of one-half of Phase I beds (12,000 new beds).
- 75 percent average participation in drug treatment programs over six months.
- Establishing the California Rehabilitation Oversight Board (C-ROB) in the Office of the Inspector General.
- Proper assessment and placement of offenders in rehabilitation programs when they enter the system, and then again when they're a year away from parole.
- Increasing offender participation in classes and education programs.
- CDCR's completion of a prison-to-employment plan.
- Providing mental health day

- treatment for parolees.
- Completion of various studies by CDCR and C-ROB assessing the effectiveness of inmate programming.

## Phase I

### Prison and Community Reentry Beds for State Prisoners Begins

- **Rehabilitation and Secure Reentry Beds: 6,000**
- **infill Beds: 12,000**
- **Medical Beds: 6,000**

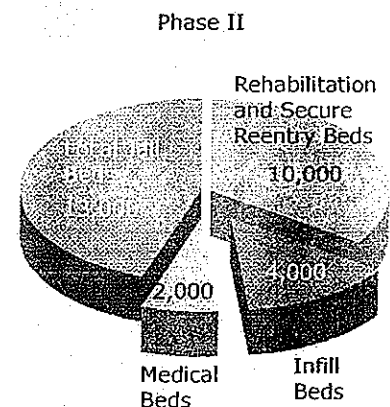
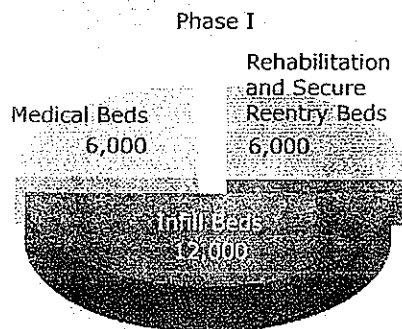
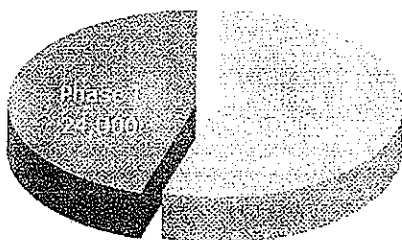
## Phase II

### Prison and Community Reentry Beds Finalizes

- **Rehabilitation and Secure Reentry Beds: 10,000**
- **infill Beds: 4,000**
- **Medical Beds: 2,000**

## Local Jail Beds: 13,000

- Some \$1.2 billion to increase the number of beds in local county beds by 13,000 to remediate overcrowding faced by counties across the state.
- Counties will be required to match 25 percent of the \$1.2 billion (approximately \$300 million).
- Counties with populations less than 200,000 may receive assistance to reduce this match from the Corrections Standard Authority.
- Counties that assist the state in locating reentry facilities and helping parolees get mental health services will receive funding preference.





## Prison Reform – 13 Points of Proof of Practice

Funds for The Public Safety and Offender Rehabilitation Services Act of 2007 are being released in two phases.

In order for the California Department of Corrections and Rehabilitation (CDCR) to receive funding for the second half of the AB 900 mandates, the following 13 conditions need to be met by the Department.

The legislation calls for a three-member panel—the State Inspector General and an appointee of the Judicial Council of California—to be satisfied these conditions are met.

The conditions include:

- (1) At least 4,000 beds authorized in subdivision (a) of Section 15819.40 of the Government Code are under construction.
- (2) The first 4,000 beds authorized in subdivision (a) of Section 5819.40 of the Government Code include space and will provide opportunities

for rehabilitation services for inmates.

- (3) At least 2,000 of the beds authorized in subdivision (a) of Section 6271 are under construction or sited.
- (4) At least 2,000 substance abuse treatment slots established in Section 2694 have been established, with aftercare in the community.
- (5) Prison institutional drug treatment slots have averaged at least 75 percent participation over the previous six months.
- (6) The CDCR has implemented an inmate assessment at reception centers, pursuant to Section 3020, and has used the assessment to assign inmates to rehabilitation programs for at least six consecutive months.

(7) The CDCR has completed the Inmate Treatment and Prison-to-Employment Plan, pursuant to Section 3105.

(8) At least 300 parolees are being served in day treatment or crisis care services, pursuant to Section 3073.

(9) The California Rehabilitation Oversight Board (C-ROB), created pursuant to Section 6140, has been in operation for at least one year, and is regularly reviewing the CDCR's programs. This condition may be waived if the appointments to the C-ROB have not been made by the Legislature.

(10) The CDCR has implemented a plan to address management deficiencies, pursuant to Section 2061, and at least 75 percent of management positions have been filled for at

least six months.

(11) The CDCR has increased full-time participation in inmate academic and vocational education programs by 10 percent from the levels of participation on April 1, 2007.

(12) The CDCR has developed and implemented a plan to obtain additional rehabilitation services, pursuant to Section 2062, and the vacancy rate for positions dedicated to rehabilitation and treatment services in prisons and parole offices is no greater than the statewide average vacancy rate for all state positions.

(13) The CDCR has reviewed existing parole procedures.



Vocational and rehabilitational programs provide opportunities for inmates.

# Substance Abuse Treatment Services Critical Component of Prison Reform

By Glenn Lavin, Correctional Administrator, Division of Addiction and Recovery Services

The Division of Addiction and Recovery Services is playing an integral role in ensuring that the California Department of Corrections and Rehabilitation (CDCR) meets the mandates outlined in the Public Safety and Offender Services Act of 2007 also known as AB 900.

"Substance abuse takes an enormous toll on human lives," Kathy Jett, Undersecretary of Programs said. "Substance abuse has a negative effect on families and drives incarceration; however, research shows that investing in substance abuse treatment has a real cost benefit to the public."

DARS is a cornerstone of the CDCR's overarching mission to improve public safety through crime prevention and recidivism reduction. Formerly known as the Office of Substance Abuse Programs, CDCR established the Division to strengthen its efforts in reducing substance abuse and addressing the criminogenic risks and needs of inmates and parolees.

"Substance abuse treatment is fundamental to this Department's commitment to rehabilitation," CDCR Secretary James E. Tilton said. "Frankly, this department can and will do a better job now that treatment services are such a critical component of the prison reform and rehabilitation effort."

DARS provides coordinated services to inmates and parolees by working with the Department's statewide

partners in law enforcement and in the health and social services communities.

The Division provides broad-based substance abuse treatment programs in correctional facilities including transitional programs to prepare inmates for their release to parole and community-based continuing care to parolees. Community treatment also is available to parolees who have not completed in-prison programs. Professional treatment providers working under contract with CDCR are the engines that drive the Division's programs.

CDCR's substance abuse

programs use the therapeutic community and other treatment models to meet the needs of inmates.

"The therapeutic community concept builds and maintains positive, healthy treatment communities in a highly structured environment," Jett explained.

Community aftercare programs include such modalities as therapeutic residential care and sober living facilities with outpatient treatment.

"Fundamentally, we are committed to ensuring that concepts like the therapeutic community continue or

bridge nicely into the secure reentry facilities," Jett said.

Jett, who also serves as the Rehabilitative Strike Team Chair, said the strike teams are assisting CDCR and the DARS in getting appropriate treatment programs in place as facilities and reentry opportunities become available.

DARS has begun the first phase of the prison reform and rehabilitation effort operation by identifying specific locations in existing prisons and community correctional facilities that will provide substance abuse treatment services for an

(Continued on pg. 19)

## The Division of Addiction and Recovery Services

The Division of Addiction and Recovery Services provides the most effective services possible through striving to achieve the following strategic goals and priorities:

- Reduce recidivism through gender responsive interventions which reduce substance abuse behaviors and criminogenic risks and needs;
- Increase aftercare by promoting the value of aftercare to inmates and through service planning and implementation of client-centered services to ensure the successful linkage between in-prison programs and community aftercare entities;
- Improve in-prison and aftercare program performance by completing program assessments, implementing best practices, and responding to recommendations from the Treatment Advisory Committee;
- Develop and implement comprehensive assessment processes which allow measurement and tracking of individual participant change as a result of services interventions, and
- Improve program performance by partnering with the Treatment Advisory Committee, academic and professional communities, and service providers to identify new program models and innovations to existing program models, and identifying and eliminating unsuccessful programs

("Treatment Services" from pg. 18) additional 4,000 inmates.

In addition, AB 900 directs the CDCR to expand follow-up treatment services in the community for 2,000 offenders in order to ensure that those who participate in in-custody substance abuse treatment receive necessary follow-up treatment while on parole.

This expansion will begin in

2007. Over several fiscal years, additional treatment services to 1,000 inmates will be provided as well as continuing care for approximately 500 parolee substance abuse treatment participants.

An additional 1,000 treatment slots will be added in fiscal year 2008 with an additional 2,000 slots slated for the following fiscal year. As space is made available

from other reform efforts and overcrowding is reduced, treatment staff will continue to work with correctional facilities to ensure that expanded treatment services become available.

Private-service contractors provide most services to DARS inmates and parolees, but Jett said other community-based organizations and state and local government agencies are

essential partners in carrying out the Division's mission.

"The prison reform and rehabilitation effort is expected to expand those community-based partnerships," Jett said.

#### ("Improvements" from pg. 11)

- Increasing offender participation in classes and education programs;
- CDCR's completion of a prison-to-employment plan;
- Providing mental health day treatment for parolees; and
- Completion of various studies by CDCR and C-ROB assessing the effectiveness of inmate programming.

Not everyone may agree that building more prison beds is a good idea for their community.

In lone for example, the locals feel they've done more than their share to accommodate the environmental impact of overcrowding at nearby Mule Creek State Prison. When it comes to bringing in more prison beds, the neighbors' initial verdict echoes resoundingly: not here, no way.

However, as far as expansion goes, Mule Creek State Prison warden Richard Subia said the additional beds anticipated for Mule Creek, oddly enough, will help reduce the inmate population. Right now, Subia said, he has over 700 inmates sleeping in "non-traditional"

beds in triple-bunked gyms and dayrooms. The infill construction project at Mule Creek will ultimately allow him to clear out the so-called "bad beds," while freeing up much needed space for rehabilitation programs. "As the whole plan is rolled out, as everything is said and done, I would have a reduction in population and increased space for rehabilitation," Subia said.

AB 900 also addressed concerns echoed by numerous communities near prisons. How would prison expansion impact local utilities? The answer may be found in AB 900 since the funding will also expand existing power, water, and wastewater treatment facilities to handle a larger population.

Infrastructure improvements funded by the \$300 million General Fund appropriation is underway at identified prison sites. It includes installation of an electronic device to control the number of toilet flushes within a given period of time. With installations currently underway, water and wastewater reductions have been reported as high as 50 percent, with an average

of around 25-30 percent. This provides the relief necessary for treatment plants to operate within permitted levels and provides capacity for the additional housing units.

Environmental reviews have begun at numerous sites, and other sites are preparing to begin construction with funding provided in the bill. The process to hire architectural and engineering firms and site engineering firms for the identified sites has also begun.

To speed up construction and overhaul rehabilitation programs, the Governor has directed his Administration to establish strike teams within CDCR's management. The strike teams are composed of nationally

recognized rehabilitation and prison construction experts. One strike team will assist the Department to reform California's prison rehabilitation programs and the other will expedite the construction of correctional facilities.

Deborah Hysen, the recently appointed Chief Deputy Secretary of Facilities, Planning and Construction for CDCR currently serves as chair of the AB 900 Facilities Strike Team. "Getting these beds on line to ease overcrowding is critical," Hysen said. "But, the end result must be robust public safety; lower rates of recidivism and making sure the offenders are given the best chance to successfully reenter society by giving them the skills and tools to do it."





reform &  
**inform**  
Moving Forward with Prison Reform in California

---

This publication was produced by the California Department of Corrections and Rehabilitation, 2007. All rights reserved.

THIS PAGE  
INTENTIONALLY LEFT  
BLANK

California  
Department of Corrections  
and Rehabilitation



# Final Conceptual Program Plan For Secure Reentry Correctional Facility

## Prototype Facility Design Concepts

*presented to:*

California Department of  
Corrections and Rehabilitation  
Project Advisory Committee

*prepared by:*



November 29, 2007



TABLE OF CONTENTS

SECTION	PAGE NUMBER
<b>I. INTRODUCTION</b>	
Introduction .....	1-1
<b>II. OVERVIEW OF CDCR REENTRY FACILITY</b>	
Project Description .....	2-1
Performance Expectations .....	2-1
Facility Mission Statement and Goals .....	2-2
Target Population .....	2-3
Criteria for Placement .....	2-3
Major Program Elements .....	2-3
Summary of Multipurpose Space Capacity .....	2-4
<b>III. LIVING AND HOUSING UNIT CAPACITY AND CONFIGURATION</b>	
Living Unit by Capacity and Housing Type .....	3-1
Table 3-1: Housing Summary – 500 Bed Capacity Reentry Facility .....	3-1
Living and Housing Unit Configuration .....	3-2
Figure 3-1: Housing and Support Units – 500 Bed Capacity .....	3-2
<b>IV. SPACE PROGRAM AND ADJACENCY DIAGRAMS</b>	
Summary of Space Requirements .....	4-1
Table 4-1: 500 Bed Capacity Summary of Area Requirements .....	4-1
Functional Component	
Space Allocation Tables and Adjacency Diagrams .....	4-2
1.000 - Living Units and Shared Housing Support .....	4-2
1.100 - Reception Living Unit .....	4-2
1.200 - Single Room Living Units .....	4-4
1.300 – Quad Living Units .....	4-6
1.400 – Transition Living Units .....	4-8
1.500 – Housing Shared Support Area .....	4-10
2.000 - Resident Programs .....	4-12
2.100 – Academic and Vocational Programs .....	4-12
2.200 – Library .....	4-15
2.300 – Program Center .....	4-17
2.400 – Visiting Center .....	4-18
2.500 – Religious Programs .....	4-20
2.600 – Indoor Recreation .....	4-22
3.000 – Resident Services .....	4-24
3.100 – Food Services .....	4-24
3.200 – Laundry .....	4-25
3.300 – Health and Dental Services Clinic .....	4-26
3.400 – Canteen/Commissary .....	4-28
3.500 – Barbershop .....	4-28
4.000 – Administration and Security Operations .....	4-29
4.100 – Facility Entrance (Outside Secure Perimeter) .....	4-29
4.200 – Central Administration (Outside Secure Perimeter) .....	4-30
4.300 – Staff Processing/Services (Outside Secure Perimeter) .....	4-32



TABLE OF CONTENTS  
(continued)

SECTION	PAGE NUMBER
<b>IV. SPACE PROGRAM AND ADJACENCY DIAGRAMS (continued)</b>	
4.400 – Security Administration & Control Center (Inside Secure Perimeter) .....	4-34
4.500 – Intake and Release (Inside Secure Perimeter) .....	4-36
4.600 – Vehicle Sallyport (Inside Secure Perimeter) .....	4-38
5.000 – Facility Support .....	4-38
5.100 – Plant Operations/Maintenance .....	4-38
5.200 – Warehouse/Central Receiving/Mailroom .....	4-38
5.300 – PBX/Computer Network .....	4-38
5.400 – Security Electronics Room .....	4-38
<b>V. PRELIMINARY STAFFING ESTIMATE</b>	
Preliminary Staffing Estimate .....	5-1
Table 5-1: Preliminary Staffing Estimate - 500 Bed Capacity .....	5-1
<b>VI. CONCEPTUAL DESIGN</b>	
Introduction and Overview .....	6-1
Facility Size .....	6-2
Housing Mix .....	6-2
Site Configuration/Building Density .....	6-2
Common Threads .....	6-2
Drawing Index .....	6-3
Drawings .....	6-4 through 6-13



**INTRODUCTION**

In late July 2007, the California Department of Corrections and Rehabilitation (CDCR) and Kitchell contracted with the team of PSA Dewberry and Chinn Planning, Inc. to develop a Conceptual Program Plan and Design for a 500 Bed Secure Reentry Facility. Assembly Bill 900, also known as the Public Safety and Offender Rehabilitation Services Act of 2007, provided funding for 16,000 beds in Secure Reentry Facilities to be located in communities throughout California. These facilities, which will be no larger than 500 beds, will provide offenders with job training, education, mental health and substance abuse counseling, housing assistance, and other programs that are critical to successful reentry into their local communities.

Programs will be delivered in a therapeutic environment, and will reflect evidence based approaches to successful reentry and reintegration programming. Because each community has differing needs for their reentry facility, programs and services will be developed to specifically address the needs of those communities. Some communities may desire smaller facilities, or may elect to provide support services (example- Food Service) from existing facilities in the community. As each community plans for their reentry facility, the Conceptual Program Plan for a 500 Bed Secure Reentry Facility presented in this report will serve as the conceptual guideline for development of secure reentry facilities that meet the needs of each jurisdiction.

The Consultant Team met several times with members of a Project Advisory Committee composed of representations of CDCR to provide direction and input into the development of the Conceptual Program Plan. Members of the Consultant Team and Project Advisory Committee included:

<b>PROJECT MANAGER, CONSULTANT TEAM, AND PROJECT ADVISORY COMMITTEE</b>		
	<b>Name</b>	<b>Firm or Agency Discipline</b>
<b>PROJECT MANAGER</b>		
1	Art Lytle, AIA, Deputy Program Manager	Kitchell CEM
2	Danielle DeSilva, Project Manager	Kitchell CEM
<b>CONSULTANT TEAM</b>		
1	James T. Matarelli, AIA, Project Architect	PSA Dewberry, Inc.
2	Gerald P. Guerrero, AIA, Project Architect	PSA Dewberry, Inc.
3	Ronald J. Budzinski, FAIA - PSAD Principal-In-Charge	PSA Dewberry, Inc.
4	Tom L. Allison - Operations Specialist	PSA Dewberry, Inc.
5	Karen Chinn, Project Planning Manager	Chinn Planning Inc.
6	Michael M. McMillen, AIA, Project Planner	Chinn Planning Inc.
<b>PROJECT ADVISORY COMMITTEE</b>		
1	Deborah Hysen	CDCR - OFM
2	Marisela Montes	CDCR - Adult Programs
3	Armand Burruel	CDCR - DRRR
4	Deborah Johnson	CDCR - DRRR



PROJECT MANAGER, CONSULTANT TEAM, AND PROJECT ADVISORY COMMITTEE	
Name	Firm or Agency Discipline
<b>PROJECT ADVISORY COMMITTEE (continued)</b>	
5	Carl Larson CDCR
6	Suzanne Streater CDCR
7	Ernie Van Sant CDCR
8	Cynthia Florez-Delyon CDCR- DJJ
9	Lawrence H. Cook CDCR - DRRR
10	Gail Lewis CDCR - DRRR
11	Allan Loucks CDCR - DRRR
12	Jan Polin CDCR - DRRR
13	Del Sayles-Owen CDCR - DCP
14	Tom Rietz CDCR - DCP
15	Chris Brown CDCR - OFM DSRS
16	Corey R. Cummings CDCR - OFM DSRS
17	Andy Morgan CDCR - OFM
18	Sandi Menefee CDCR - OOSRS
19	George Guinbino CDCR -DAI
20	Juan Jacquez CDCR -DAI
21	Roberto Mata CDCR - DARS
22	Thomas Powers CDCR - DARS
23	Marilyn Kalvelage CDCP - DAPO
24	Kevin Wortell CDCR - DAPO
25	Joe Ossmann CDCR - DAPO
26	Stephen Goya CDCR - DORRR
27	Jim Miller CDCR - DORRR
28	Kim Klee CDCR - CSU
29	Rob Churchill CDCR - OCE
30	James Bruce CDCR - OCE
31	Dave Ford CDCR - Transportation
32	Steven F. Chapman CDCR - Research
33	Merrie Koshell CDCR - Adult Programs
34	Geoff Banks Santa Barbara Sheriff Department

This report contains the following Sections:

Section I ..... Introduction

Section II ..... Overview of CDCR Secure Reentry Facility

Section III ..... Living and Housing Unit Capacity and Configuration

Section IV ..... Space Program and Adjacency Diagrams

Section V ..... Preliminary Staffing Estimate

Section VI ..... Conceptual Design



## PROJECT DESCRIPTION

- California Department of Corrections and Rehabilitation will establish secure Reentry Facilities pursuant to Public Safety and Offender Services Act of 2007.
- Facilities will be located in Cities and Counties throughout the State of California.
- Reentry Facilities will provide Custody and Rehabilitation for offenders serving less than 12 months of their sentence and parolees required to return to state custody for violating the terms of their parole.
- Reentry facilities will vary in size, however will not exceed 500 beds.
- Facilities will not operate beyond design bed capacity.
- Cities and Counties will develop local planning teams to plan for specific programs and services that meet the needs of their community.
- Reentry Facilities will provide a therapeutic treatment environment using evidence based Cognitive Behavioral Programs.

## PERFORMANCE EXPECTATIONS

A successful Reentry Program Facility should have all of these elements:

1. A clearly defined mission including well-established operating principles and objectives, as well as well-defined performance standards and measurements that guide day-to-day operation, provide strategic direction and allow informed decision-making.
2. A population of offenders that are selected based on the evaluation of risk and need that have demonstrated the desire and ability to receive the intensive programming services to be offered.
3. A community that understands and supports the mission of the Facility and is willing to assist the offender in his successful return.
4. A site location that provides the ideal environment for rehabilitation in a safe and secure setting and facilitates full access and utilization for purpose of conducting the business therein.
5. A high-performance building utilizing sustainable principles with a well-designed exterior facade that fits within the architectural fabric of its surrounding environment while providing a secure perimeter.
6. An interior design that provides the proper environment conducive to achieving self-improvement based on “therapeutic community” models.
7. A functionally superior space plan layout that provides the necessary complement of services and the flexibility to provide transitional spaces based on operational requirements and rehabilitation goals.





8. A strategic relationship of design and adjacencies of housing, work, and common areas that facilitates offender's evolution in accountability and involvement in productive group and peer interactions.
9. The development of staff and offender performance expectations and behavior management plans that guide establish parameters and goals for desired results.
10. The provision, measurement and continuous improvement of evidence-based rehabilitation, education, and vocation services and other "best practices" approaches targeting criminogenic needs of offender population.
11. The consistent application of legally required services to meet the constitutional requirements for housing state offenders, including the provision of health care services (including medical, mental health, dental) that provide the necessary "standard of care".
12. The capacity of additional design, support and service features that are necessary to service a confined population with different risks and needs.
13. The organizational structure, capacity, and effectiveness to provide ongoing, superior services to the Facility, its occupants, contractors, and visitors.
14. A cost-effective and qualitative set of design and operational guidelines that leverage technology, utilize "best practices" and adhere to industry standards to maximize the public's investment in the Facility and achieve the stated mission of public safety and reduced recidivism.

*Source: Draft Reentry Program Facility Design Guidelines  
and Performance Criteria, CDCR, July 2007.*

## **FACILITY MISSION STATEMENT AND GOALS**

### **Mission Statement:**

"The mission of the CDCR Secure Reentry Facility is to enhance public safety by providing offenders effective program services which prepare them for permanent reentry into the community."

### **Goals:**

This mission can be accomplished by complying with eight principles and practices which will be prevalent in all of the reentry programs. These include:

1. Target inmates with a high risk to re-offend.
2. Assess offender's needs.
3. Develop Reentry Plan and provide programming that responds to specific treatment needs and deficits.
4. Develop behavior management and transition to parole plans that tie into community support networks.
5. Deliver treatment programs using cognitive-based strategies.



**Goals** *(continued)*

6. Motivate and shape offender behaviors.
7. Engender community support in offender reentry and reintegration.
8. Identify outcomes and measure progress.

**TARGET POPULATION**

- Adult male offenders
- Moderate to high risk to re-offend
- Serving 12 months or less prior to release
- Meet intake criteria
- Parole violators

**CRITERIA FOR PLACEMENT**

Reentry Program and Parole Violators:

- Moderate to High Risk for Re-Offending
- Serving 12 months from Parole Release Date
- Complete an Assessment of Risks and Needs (COMPAS)
- Comply with Program Guidelines
- Participate in Programming
- Major Medical, Dental Or Psychiatric Problems Assessed on Case by Case Basis

**MAJOR PROGRAM ELEMENTS**

- Assessment and Case Management
- Vocational Programming
- Academic Programming
- Substance Abuse Treatment
- Employment Skill Development
- Housing Assistance
- Life Skills Development
- Family Reunification
- Anger Management
- Religious Programs
- Establishment of Identification
- Physical Development/Recreation
- Medical and Mental Health Services
- Cognitive Skill Development
- Victim Awareness
- Restorative Justice
- Visiting Services
- Sex Offender Treatment
- Gang Intervention



**SUMMARY OF MULTIPURPOSE SPACE CAPACITY**

Summary of Multipurpose Room Capacity		
Area	Number Areas	Capacity
<b><u>Housing</u></b>		
Housing Unit Multi-Purpose Rooms	-	-
Housing Support Multi-Purpose Rooms	5	120
<b><u>Academic/Vocational</u></b>		
Classrooms	4	108
Vocational	5	135
Learning Lab	1	27
<b><u>Program Center</u></b>		
Multi-Purpose	2	50
Group Rooms	2	30
Learning Lab	1	20
<b><u>Other Areas</u></b>		
Visiting		
Religious		
Dining		
Gym		
Library		
Independent Study at Housing Support		
	<b>20</b>	<b>490</b>



**LIVING UNIT BY CAPACITY AND HOUSING TYPE**

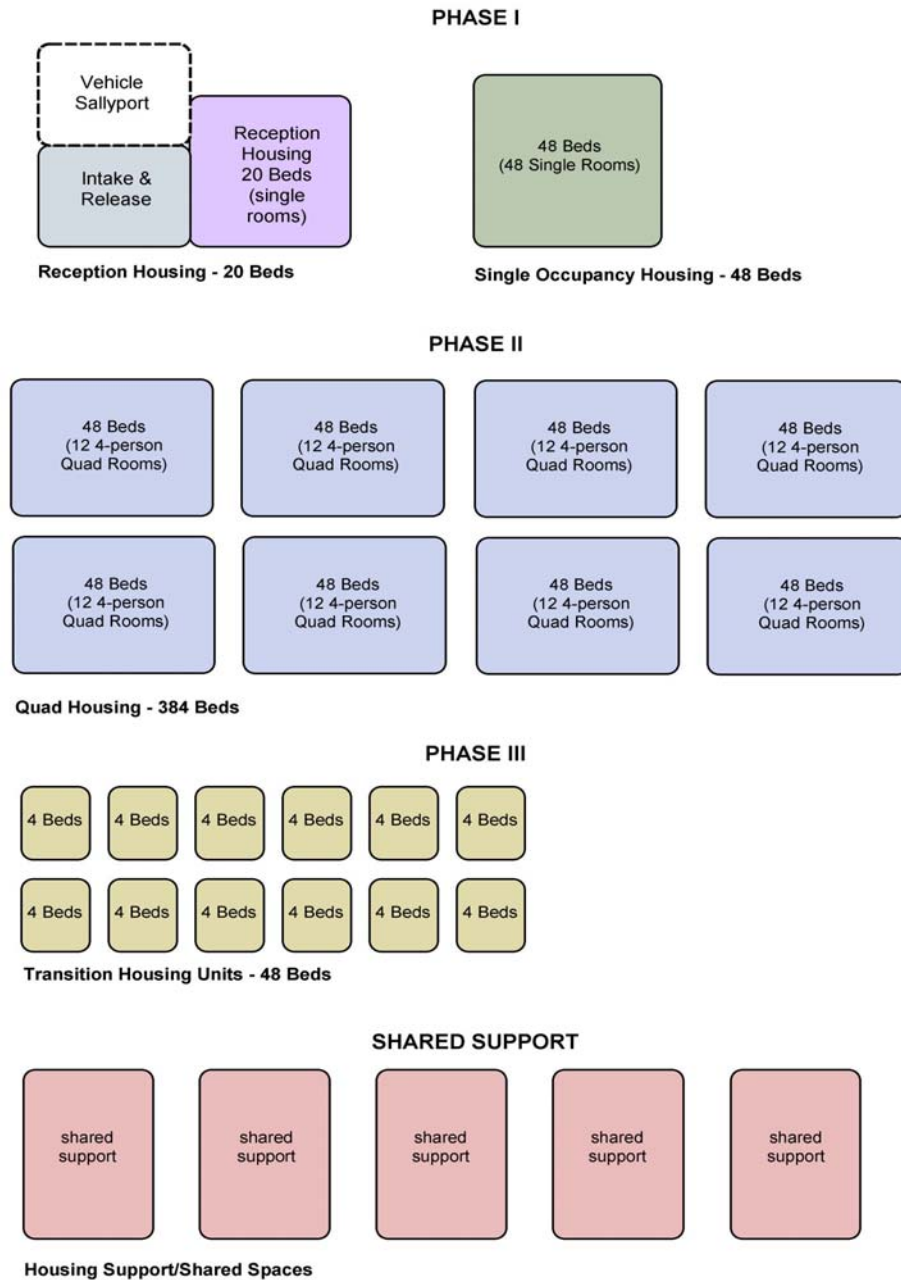
Each institution should consider providing separate housing based on EOP projected population for the County. Staffing may also vary based on the mental health population of each County.

Table 3-1 HOUSING SUMMARY - 500 BED CAPACITY REENTRY FACILITY					
Comp. #	Type	Unit Size	Number of Units	Room Configuration	Total Capacity
1.000	Reception Housing	20	1	Single Cell (Wet)	20
2.000	Single Room Housing	48	1	Single Room (Wet)	48
3.000	Quad Room Housing	48	8	4 Person Secure Rooms	384
4.000	Transition Housing	4	12 Room Areas	4 Single Sleeping Rooms per Area	48
5.000	Housing Support Area		5	Shared by (2) 48 Bed Units	0
<b>TOTAL CAPACITY</b>				-	<b>500</b>



**LIVING AND HOUSING UNIT CONFIGURATION**

**Figure 3-1  
Housing and Support Units - 500 Bed Capacity**





**SUMMARY SPACE REQUIREMENTS**

Table 4-1 500 Bed Capacity Summary of Area Requirements Functional Component		Date
		Nov. 25, 2007
		Total Area (GSF)
<b>1.000 - LIVING UNITS AND SHARED HOUSING SUPPORT</b>		
1.100	Reception Living Unit	6,210
1.200	Single Room Living Units	11,556
1.300	Quad Room Living Units	79,834
1.400	Transition Living Units	15,523
1.500	Housing Shared Support Area	22,596
<b>Subtotal - Living Units &amp; Shared Support Areas</b>		<b>135,719</b>
<b>2.000 - RESIDENT PROGRAMS</b>		
2.100	Academic and Vocational Programs	42,623
2.200	Library	3,089
2.300	Program Center	10,951
2.400	Visiting Center	8,250
2.500	Religious Programs	4,050
2.600	Indoor Recreation	6,362
<b>Subtotal - Resident Programs</b>		<b>75,325</b>
<b>3.000 - RESIDENT SERVICES</b>		
3.100	Food Service	5,220
3.200	Laundry	2,691
3.300	Health Services Clinic	11,338
3.400	Canteen/Commissary	1,739
3.500	Barbershop	596
<b>Subtotal - Resident Services</b>		<b>21,584</b>
<b>4.000 - ADMINISTRATION AND SECURITY OPERATIONS</b>		
<b>Outside Security Perimeter</b>		
4.100	Facility Entrance	2,700
4.200	Central Administration	8,081
4.300	Staff Processing/Services	8,483
<b>Inside Security Perimeter</b>		
4.400	Security Administration and Control Center	4,931
4.500	Intake and Release Processing	3,562
4.600	Vehicle Sallyport	5,693
<b>Subtotal - Admin. &amp; Security Operations</b>		<b>33,448</b>
<b>5.000 - FACILITY SUPPORT</b>		
5.100	Plant Operations/Maintenance	4,500
5.200	Warehouse/Central Receiving/Mailroom	8,000
5.300	PBX/Computer Network	1,000
5.400	Security Electronic Room	1,000
<b>Subtotal - Facility Support</b>		<b>14,500</b>
<b>TOTAL FACILITY BUILDING AREA (GSF)</b>		<b>280,576</b>



**SPACE ALLOCATION TABLES AND ADJACENCY DIAGRAMS**

**LIVING UNITS AND SHARED HOUSING SUPPORT – 1.000**

**Reception Living Unit – 1.100**

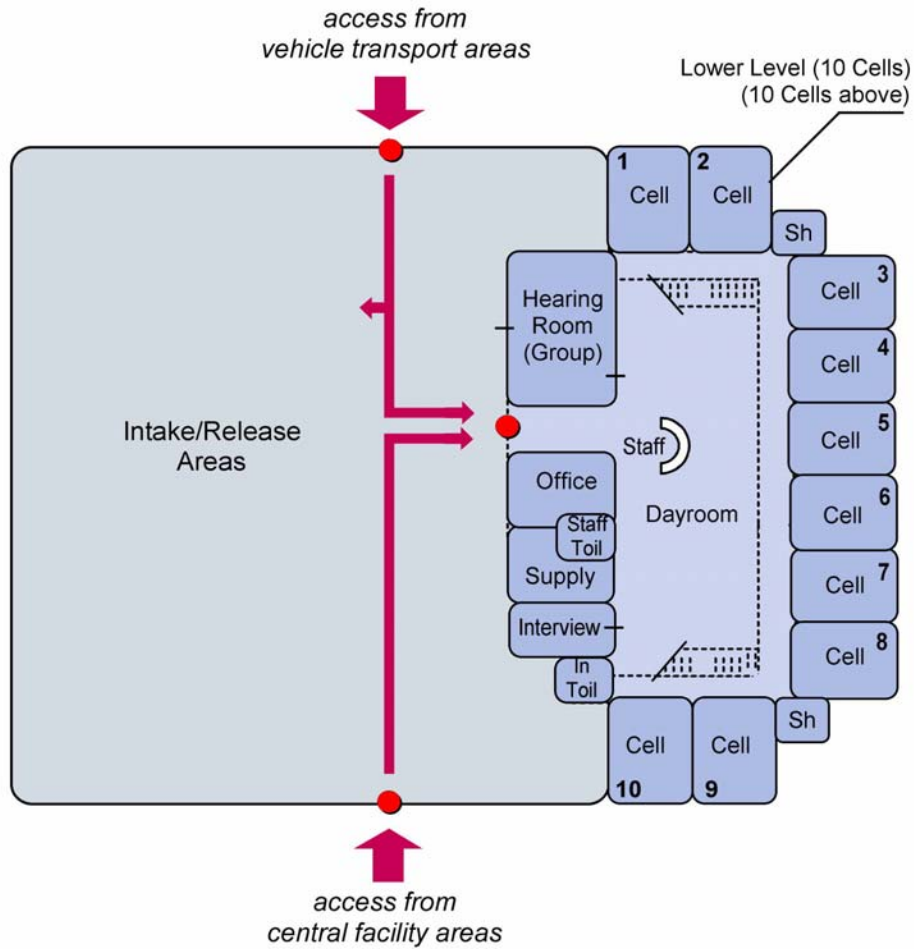
**Component:** LIVING UNITS AND SHARED SUPPORT AREA - 1.000  
**Subcomponent:** Reception Living Unit (attached to Intake) - 20 Total Capacity  
**Component No:** 1.100

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
<b>Living Unit - 20 Bed Single Unit</b>					
1.100	Cells	80	20	1,600	wet cells, one for special observation
1.101	Showers	50	3	150	modesty panels, single user
1.102	Staff Station	40	1	40	open station
1.103	Dayroom/Dining	50	20	1,000	dining in room or dayroom
1.104	Supply Storage	100	1	100	
1.105	Staff Office	100	1	100	
1.106	Interview Room	80	1	80	
1.107	Committee Hearing Room	250	1	250	near dayroom
1.108	Staff Toilet	50	1	50	
1.109	Inmate Toilet	50	1	50	
1.110	Janitor Closet	30	1	30	

Housing Unit Space Subtotal	3,450
50% Department Grossing Factor (DGSF)	1,725
<b>Total DGSF - Reception Living Unit</b>	<b>5,175</b>
20% Building Gross Square Feet (BGSF)	1,035
<b>TOTAL BGSF - RECEPTION LIVING UNIT</b>	<b>6,210</b>



Reception Living Unit Diagram



**CDCR Reentry Facility**  
Reception Housing Diagram  
20 Capacity (Connect to Intake/Release Area)  
● secure access control      ● secondary access control





Single Room Living Unit – 1.200

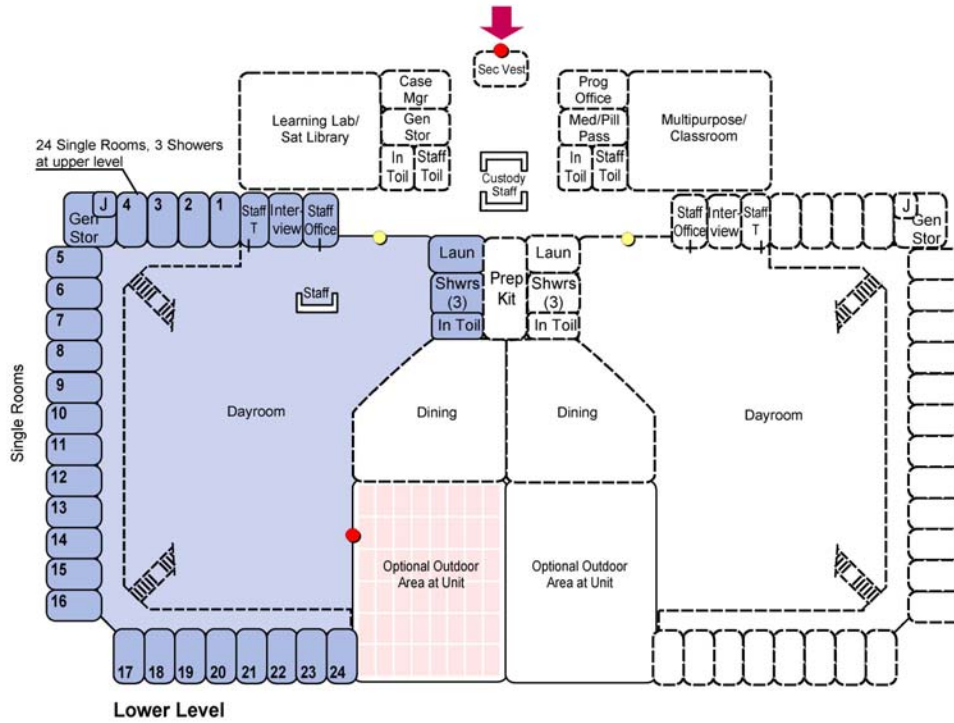
**Component:** LIVING UNITS AND SHARED SUPPORT AREA - 1.000  
**Subcomponent:** Single Room Living Unit - 1 Unit @ 48 Capacity = 48 Total Capacity  
**Component No:** 1.200

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
<b>Living Units - 48 Bed Single Unit</b>					
1.200	Rooms	80	48	3,840	wet cells, one for special observation
1.201	Showers	50	6	300	modesty panels, single user
1.202	Staff Station	40	1	40	open station
1.203	Dayroom	35	48	1,680	
1.204	General Storage	150	1	150	
1.205	Staff Office	100	1	100	
1.206	Interview Room	80	1	80	
1.207	Laundry Area	100	1	100	
1.208	Staff Toilet	50	1	50	
1.209	Inmate Toilet	50	1	50	
1.210	Janitor Closet	30	1	30	

Housing Unit Space Subtotal	6,420
50% Department Grossing Factor (DGSF)	9,630
<b>Total DGSF - Single Room Living Unit</b>	<b>9,630</b>
20% Building Gross Square Feet (BGSF)	1,926
<b>TOTAL BGSF - SINGLE ROOM LIVING UNIT</b>	<b>11,556</b>



Single Room Living Unit Diagram



**CDCR Reentry Facility**  
Single Room Housing Diagram  
1 Unit @ 48 = 48 Total Capacity

- secure access control
- secondary access control



**Quad Living Units – 1.300**

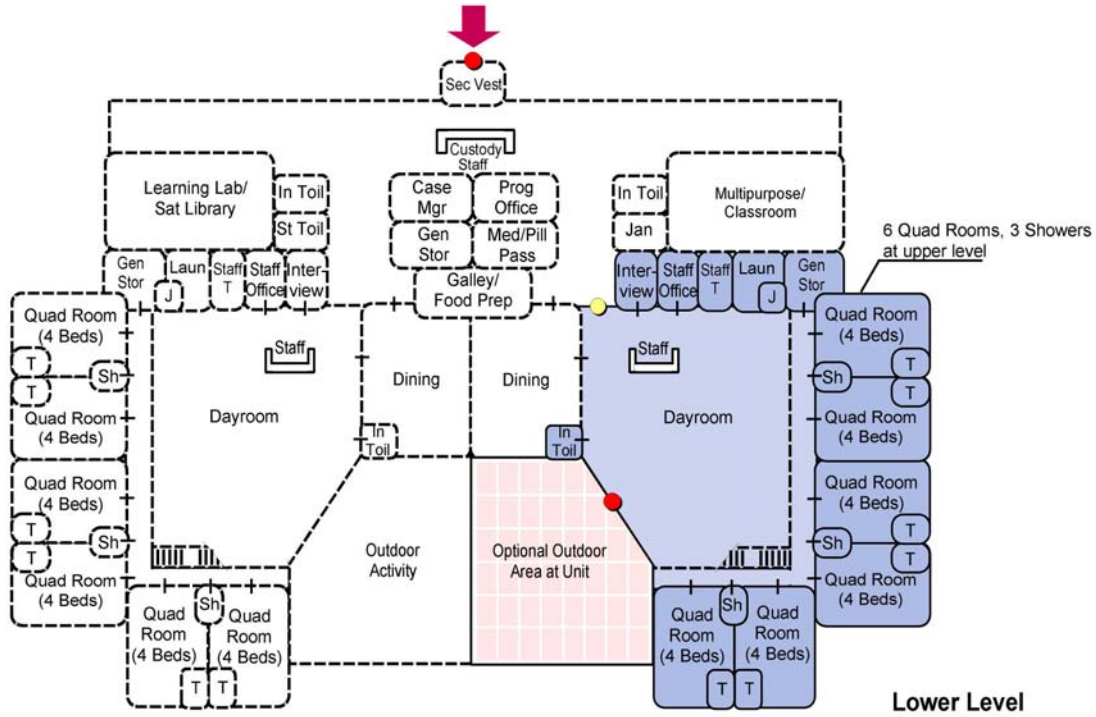
**Component:** LIVING UNITS AND SHARED SUPPORT AREA - 1.000  
**Subcomponent:** Quad Living Units - 8 Units @ 48 Capacity = 384 Total Capacity  
**Component No:** 1.300

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
<b>Living Units - 8 Units @ 48 Capacity</b>					
1.300	Sleeping Rooms (4 person dorm room)	280	12	3,360	4 persons; 70sf/occupant; bed, desk storage, and toilet.
1.301	Shower	50	6	300	single user off dayroom.
1.302	Dayroom	35	48	1,680	
1.303	Staff Station	40	1	40	open station; view into rooms.
1.304	Laundry Area	100	1	100	2 washers and 2 dryers.
1.305	Interview Room	80	1	80	
1.306	Staff Office	100	1	100	
1.307	Staff Toilet	50	1	50	
1.308	Inmate Toilet	50	1	50	
1.309	General Storage	150	1	150	
1.310	Janitor Closet	30	1	30	

Housing Unit Space	5,940
Housing Unit - 8 Units Subtotal	47,520
40% Department Grossing Factor (DGSF)	19,008
<b>Total DGSF - Quad Living Units</b>	<b>66,528</b>
20% Building Gross Square Feet (BGSF)	13,306
<b>TOTAL BGSF - QUAD LIVING UNITS</b>	<b>79,834</b>



Quad Living Unit Diagram



**CDCR Reentry Facility**

**Quad Housing Diagram**

8 Units @ 48 = 384 Total Capacity (12 4-person Secure Quad Rooms per Unit)

- secure access control
- secondary access control



**Transition Living Units – 1.400**

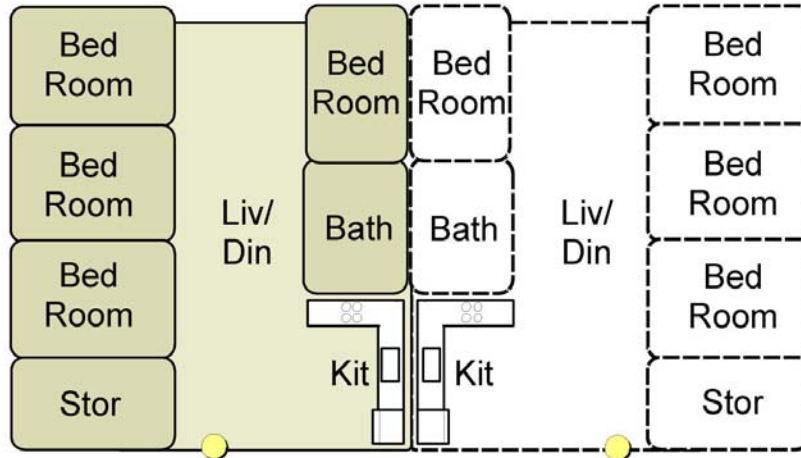
**Component:** LIVING UNITS AND SHARED SUPPORT AREA - 1.000  
**Subcomponent:** Transition Living Units - (12) 4 person Units = 48 Total Capacity  
**Component No:** 1.400

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
<b>Living Units</b>					
1.400	Single Sleeping Room	80	4	320	twin bed; storage and desk.
1.401	Bathroom	70	1	70	single toilet, sink, and shower.
1.402	Living Room/Dining Room	260	1	260	shared by 4 residents,
1.403	Kitchenette	60	1	60	galley style, sink, frig, and stove.
1.404	General Storage	60	1	60	

Living Space	770
Living Units - 12 Units Subtotal	9,240
40% Department Grossing Factor (DGSF)	3,696
<b>Total DGSF - Transition Living Units</b>	<b>12,936</b>
20% Building Gross Square Feet (BGSF)	2,587
<b>TOTAL BGSF - TRANSITION LIVING UNITS</b>	<b>15,523</b>



Transition Living Unit Diagram



**CDCR Reentry Facility**

Transition Housing Diagram

12 Units @ 4 = 48 Total Capacity (4 Single Rooms per Unit)

- secure access control
- secondary access control



**Housing Shared Support Area – 1.500**

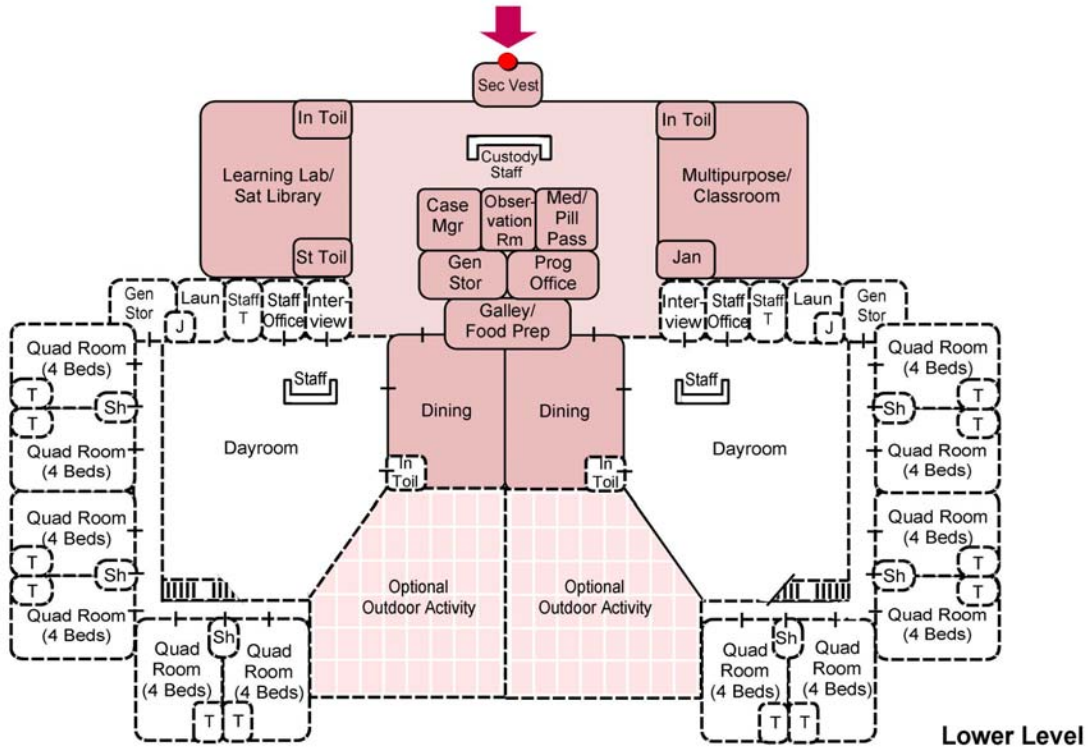
**Component:** LIVING UNITS AND SHARED SUPPORT AREA - 1.000  
**Subcomponent:** Housing Support/Shared Spaces (Shared by (2) 48 Housing Units  
**Component No:** 1.500

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
<b>Housing Support/Shared Spaces</b>					
1.500	Security Vestibule	80	1	80	
1.501	Multipurpose/Classroom	480	1	480	24 users.
1.502	Case Manager Office	120	1	120	
1.503	MH Observation/Safety Room	80	1	80	
1.504	Supervisor/Program/Education Office	120	1	120	shared use.
1.505	Custody Staff Station	40	1	40	
1.506	Staff Toilet	50	1	50	
1.507	Medical Triage/Medical Pass	120	1	120	w/sink.
1.508	Independent Study Space	360	1	360	w/12 computer stations/carrels.
1.509	Inmate Toilets	50	2	100	
1.510	General Storage	150	1	150	
1.511	Dining Area	420	2	840	dining for 28-2 shift dining (24 inmates, 4 staff).
1.512	Galley/Prep Kitchen/Cart Storage	120	1	120	
1.513	Janitor Closet	30	1	30	
1.514	Outdoor Area	(1,600)	1	(1,600)	

Support/Shared Space	2,690
Support/Shared - 5 Units Subtotal	13,450
40% Department Grossing Factor (DGSF)	5,380
<b>Total DGSF Shared Support Area</b>	<b>18,830</b>
20% Building Gross Square Feet (BGSF)	3,766
<b>TOTAL BGSF - SHARED SUPPORT AREA</b>	<b>22,596</b>



Housing Support/Shared Spaces Diagram



**CDCR Reentry Facility**  
Housing Support/Shared Spaces  
(Shared by Two 48 Bed Housing Units)

- secure access control
- secondary access control





**RESIDENT PROGRAMS – 2.000**

**Academic and Vocational Programs – 2.100**

**Component:** RESIDENT PROGRAMS - 2.000  
**Subcomponent:** Academic and Vocational Programs  
**Component No:** 2.100

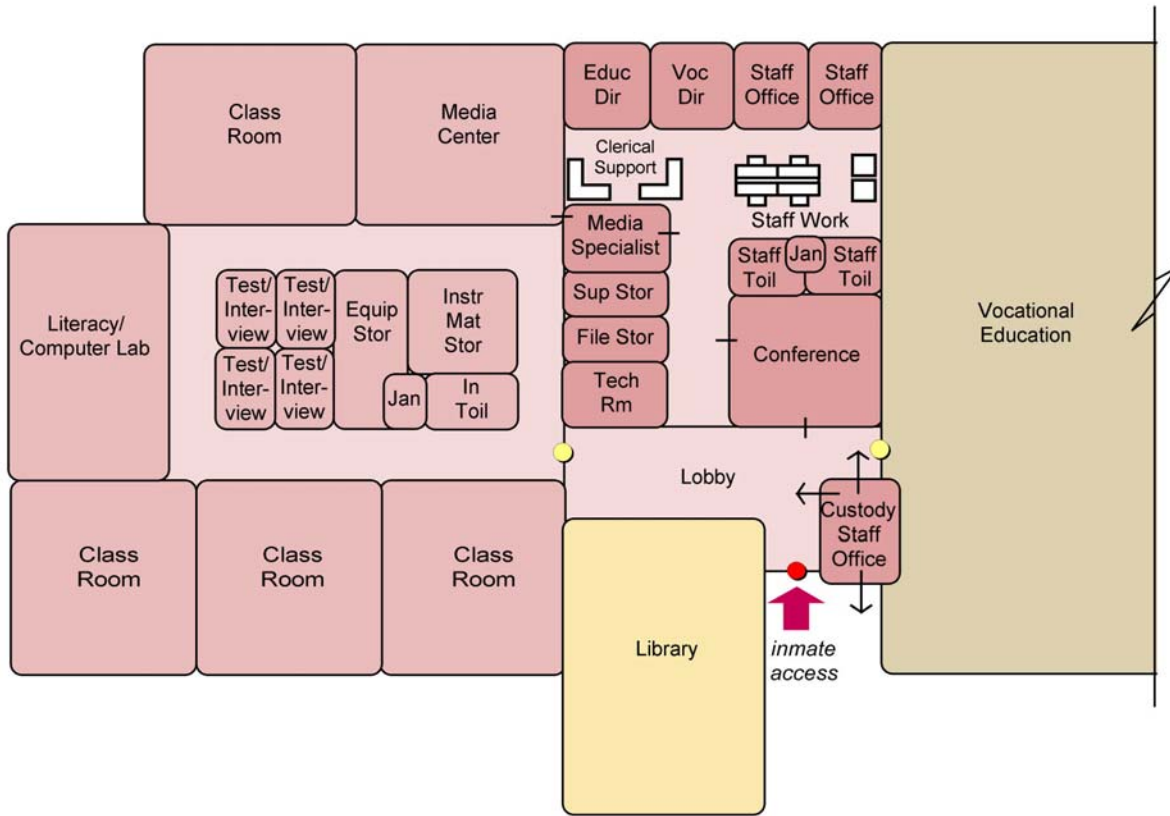
Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
<b>Academic</b>					
2.100	Lobby	300	1	300	
2.101	Academic Classrooms	975	4	3,900	27 students; 2 teacher desks, storage, and 3 computer stations.
2.102	Literacy/Computer Lab	1,215	1	1,215	27 students.
2.103	Testing/Private Study/Interview	70	4	280	
2.104	Media Center	700	1	700	studio and operations room.
2.105	Media Specialist	100	1	100	adjacent to studio
2.106	Instructional Material Storage	250	1	250	near staff work area.
2.107	Equipment Storage	100	1	100	near staff work area.
2.108	Inmate Toilet	100	1	100	multiple staffs.
2.109	Janitor Closet	30	1	30	
<b>Education Administration</b>					
2.110	Education/Vocational Directors	120	2	240	
2.111	Staff Offices	120	3	360	one for custody staff located at lobby.
2.112	Central Staff Workroom	360	1	360	4 to 6 stations; office equipment.
2.113	Clerical Support	140	1	140	2 stations, w/files.
2.114	Supplies Storage	80	1	80	
2.115	Conference	400	1	400	20 users.
2.116	Staff Toilet	100	2	200	
2.117	File Storage	80	1	80	
2.118	Server/Tech Work	150	1	150	
2.119	Janitor Closet	30	1	30	
<b>Vocational</b>					
2.120	Small Shops > Shop Space	2,000	1	2,000	27 users.
2.121	> Classroom	700	1	700	
2.122	> Shop Teacher	100	1	100	
2.123	> Shop Storage	200	1	200	
2.124	> Staff Restroom	50	1	50	
2.125	> Inmate Restroom	50	1	50	
<b>Medium Shops</b>					
2.126	> Shop Space	2,800	2	5,600	27 users.
2.127	> Classroom	700	1	700	
2.128	> Shop Teacher	100	2	200	
2.129	> Shop Storage	300	2	600	
2.130	> Staff Restroom	50	1	50	
2.131	> Inmate Restroom	50	2	100	
<b>Large Shops</b>					
2.132	> Shop Space	3,600	2	7,200	27 users.
2.133	> Classroom	700	1	700	
2.134	> Shop Teacher	100	2	200	
2.135	> Shop Storage	400	2	800	
2.136	> Staff Restroom	50	1	50	
2.137	> Inmate Restroom	50	2	100	

\*Receiving Area, Dock and Storage access required.

Subtotal	28,415
25% Department Grossing Factor (DGSF)	7,104
<b>Total DGSF - Academic &amp; Vocational Education</b>	<b>35,519</b>
20% Building Gross Square Feet (BGSF)	7,104
<b>TOTAL BGSF - ACADEMIC &amp; VOCATIONAL EDUCATION</b>	<b>42,623</b>



Academic and Vocational Programs Diagrams



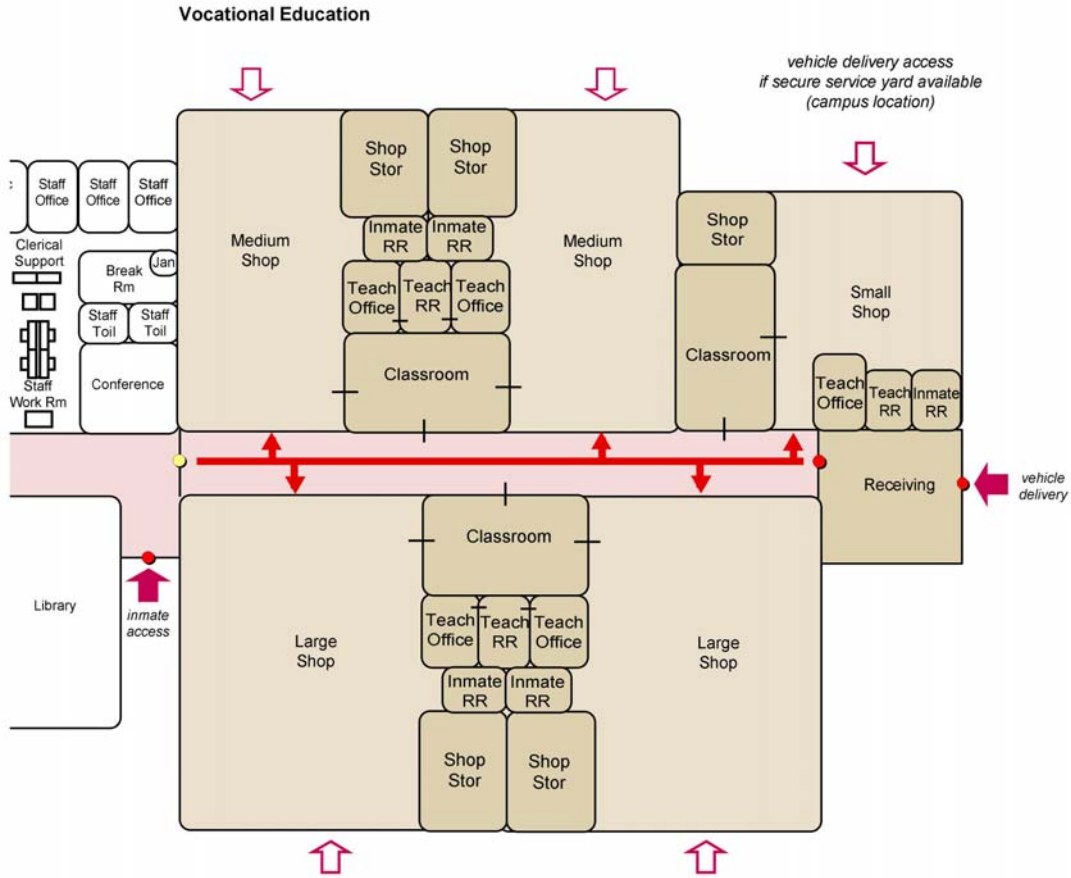
**CDCR Reentry Facility**

Academic Education Diagram

- secure access control
- secondary access control



Academic and Vocational Programs Diagrams (continued)



**CDCR Reentry Facility**  
Vocational Education Diagram

● secure access control      ● secondary access control



**Library – 2.200**

**Component:** RESIDENT PROGRAMS - 2.000

**Subcomponent:** Library

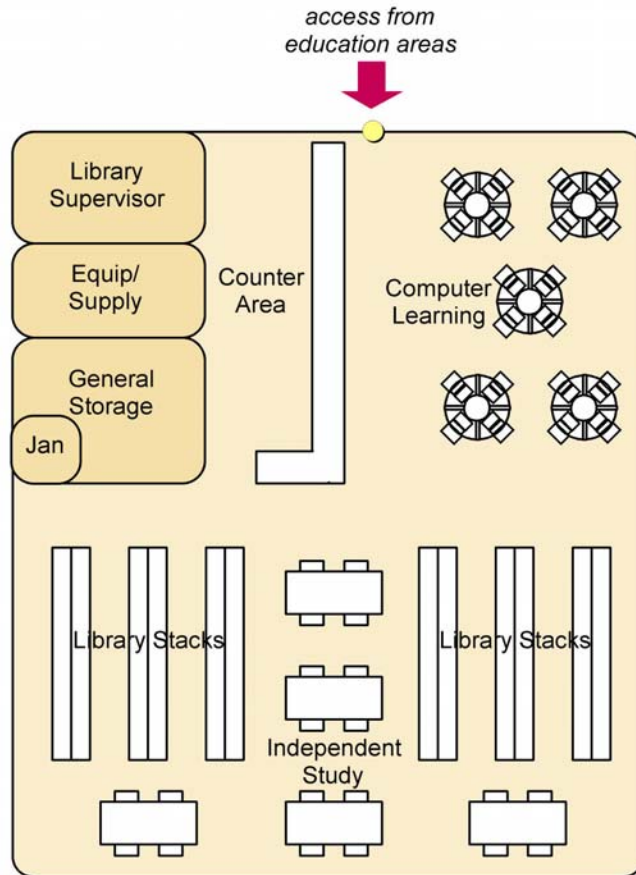
**Component No:** 2.200

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
2.200	Library Supervisor	100	1	100	
2.201	Counter	200	1	200	workspace for 2 staff
2.202	Computer/Learning Lab/Research	15	20	300	20 carrels
2.203	Independent Study	15	20	300	seating for 20
2.204	General/Law Library Stacks	700	1	700	stacks, circulation
2.205	Photocopy/Supply	70	1	70	
2.206	File Area	80	1	80	
2.207	General Storage Area	200	1	200	
2.208	Janitor Closet	30	1	30	

Subtotal	1,980
30% Department Grossing Factor (DGSF)	594
<b>Total DGSF- Library</b>	<b>2,574</b>
20% Building Gross Square Feet (BGSF)	515
<b>TOTAL BGSF - LIBRARY</b>	<b>3,089</b>



Library Diagram



**CDCR Reentry Facility**

Library Diagram

- secure access control
- secondary access control



**Program Center – 2.300**

**Component:** RESIDENT PROGRAMS - 2.000

**Subcomponent:** Program Center

**Component No:** 2.300

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
<b>Program/Volunteer</b>					
2.300	Program Director	120	1	120	
2.301	Treatment Director	120	1	120	
2.302	Supervising Counselor	120	2	240	
2.303	Program Staff Offices	100	8	800	
2.304	Transition Counselor	120	2	240	
2.305	Parole Agent Office	100	4	400	
2.306	Intern Work Area	120	1	120	3 workstations.
2.307	Clerical Support	80	3	240	
2.308	Officer Station	40	1	40	open station.
2.309	Multipurpose/Group Room	500	2	1,000	25 occupants.
2.310	Group Counseling	300	2	600	15 occupants.
2.311	Learning Lab/Computer/Life Skills	400	1	400	20 carrels.
2.312	Interview Rooms	80	2	160	
2.313	Volunteer Work Room	200	1	200	
2.314	Copy and Supply Storage	120	1	120	
2.315	Program Material/Equip. Storage	120	1	120	
2.316	Urine Analysis Testing	50	1	50	
2.317	Search Room	70	1	70	w/toilet.
2.318	ID Card Area	100	1	100	secure storage @ security operations.
2.319	Inmate Toilet	50	2	100	
2.320	Staff Toilet	50	2	100	
2.321	Staff Breakroom	150	1	150	
2.322	Janitor Closet	30	1	30	
<b>Mental Health</b>					
2.323	Psychiatrist Office	120	2	240	
2.324	Senior Psychologist Office	120	1	120	
2.325	Psychologist Office	120	2	240	
2.326	Recreation Therapist	120	1	120	
2.327	Registered Nurse	120	1	120	
2.328	Psychiatric Technician	120	1	120	
2.329	Clinical Social Worker	120	1	120	
2.330	Clerical	80	2	160	
2.331	Interview Room	80	2	160	
2.332	Mental Health Testing Room	100	1	100	

Subtotal	7,020
30% Department Grossing Factor (DGSF)	2,106
<b>Total DGSF - Program Center</b>	<b>9,126</b>
20% Building Gross Square Feet (BGSF)	1,825
<b>TOTAL BGSF - PROGRAM CENTER</b>	<b>10,951</b>



Visiting Center – 2.400

Component: RESIDENT PROGRAMS - 2.000

Subcomponent: Visiting Center

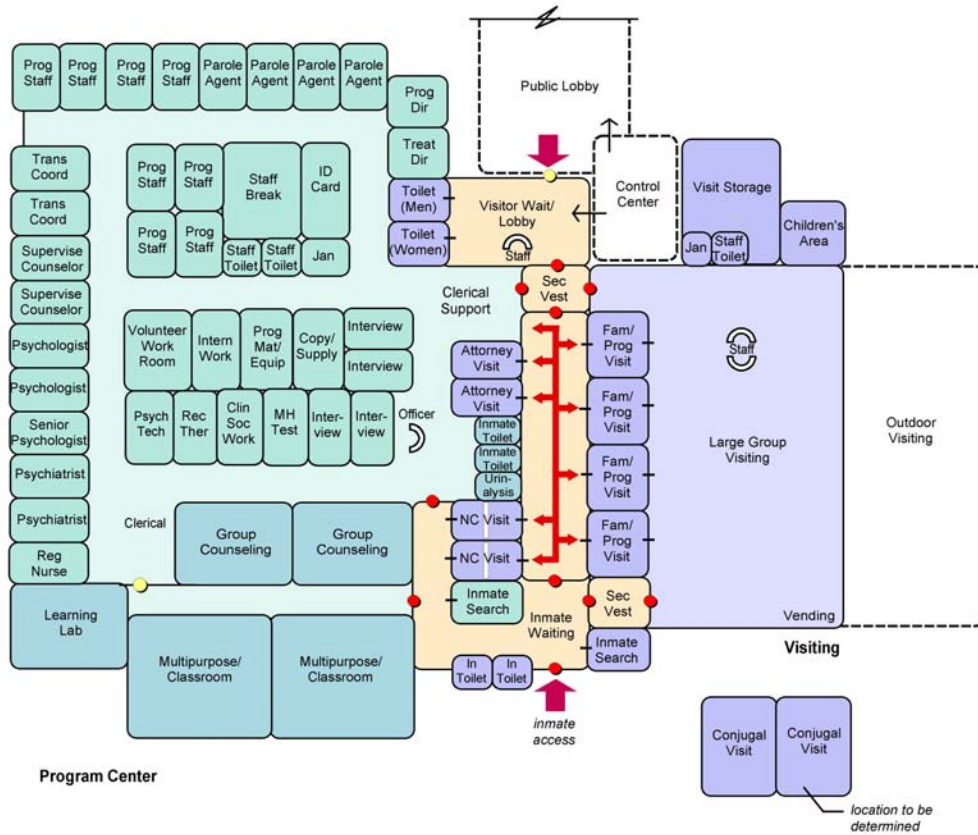
Component No: 2.400

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
2.400	Visitor Entry Vestibule	100	1	100	
2.401	Visiting Waiting/Lobby	400	1	400	w/metal detector.
2.402	Staff Station	40	1	40	open station in lobby.
2.403	Public Toilets	100	2	200	at lobby.
2.404	Vending Area	50	1	50	adjacent to large group visiting.
2.405	Visitor Security Vestibule	140	1	140	public vestibule.
2.406	Staff Station	40	1	40	open station in large group room.
2.407	Large Group Visiting	1,800	1	1,800	100 to 120 persons; glazed area for children playroom.
2.408	Visiting Room Storage	300	1	300	adjacent to large group visiting; supports productions and large assembly (chairs and equipment).
2.409	Family/Program Visiting	160	4	640	8 to 10 persons.
2.410	Conjugal Visiting	400	2	800	2 bedroom, living, dining, kitchen.
2.411	Attorney/Client Visiting	100	2	200	2 to 4 persons.
2.412	Non-Contact Visiting	100	2	200	one ADA.
2.413	Inmate Waiting	200	1	200	
2.414	Inmate Security Vestibule	140	1	140	inmate vestibule.
2.415	Search Room	70	1	70	w/toilet.
2.416	Inmate Toilet	50	2	100	
2.417	Staff Toilet	50	1	50	
2.418	Janitor Closet	30	1	30	
2.419	Outdoor Visiting Area	-	-	-	adjacent to large group visiting.

Subtotal	5,500
25% Department Grossing Factor (DGSF)	1,375
<b>Total DGSF- Visiting Center</b>	<b>6,875</b>
20% Building Gross Square Feet (BGSF)	1,375
<b>TOTAL BGSF - VISITING CENTER</b>	<b>8,250</b>



Program and Visiting Center Diagram



**CDCR Reentry Facility**  
Program Center / Visiting  
● secure access control    ● secondary access control





Religious Programs – 2.500

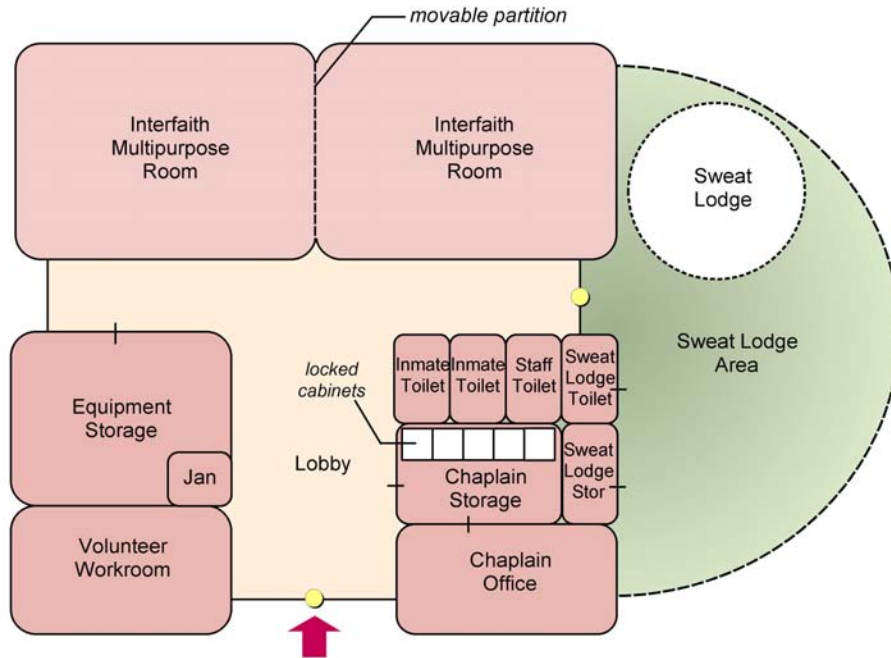
**Component:** RESIDENT PROGRAMS - 2.000  
**Subcomponent:** Religious Programs  
**Component No:** 2.500

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
2.500	Entry Lobby	300	1	300	
2.501	Interfaith Multipurpose Room	750	2	1,500	50 capacity each (total 100); capability to subdivide.
2.502	Equipment Storage	250	1	250	adjacent to multipurpose room.
2.503	Chaplain Office	120	1	120	
2.504	Religious Volunteer Workroom	150	1	150	w/locked storage.
2.505	Chaplain Storage	100	1	100	w/locked cabinets.
2.506	Inmate Toilet	50	2	100	
2.507	Staff Toilet	50	1	50	
2.508	Sweat Lodge Storage	50	1	50	adjacent to outdoor area.
2.509	Janitor Closet	30	1	30	
2.510	Toilet	50	1	50	adjacent to outdoor area.
2.511	Sweat Lodge Area	(1,200)	1	(1,200)	outdoor fenced area with hose bib.

Subtotal	2,700
25% Department Grossing Factor (DGSF)	675
<b>Total DGSF - Religious Programs</b>	<b>3,375</b>
20% Building Gross Square Feet (BGSF)	675
<b>TOTAL BGSF - RELIGIOUS PROGRAMS</b>	<b>4,050</b>



Religious Programs Diagram



**CDCR Reentry Facility**  
Religious Programs Diagram

● secure access control      ● secondary access control



**Indoor Recreation – 2.600**

**Component:** RESIDENT PROGRAMS - 2.000

**Subcomponent:** Indoor Recreation

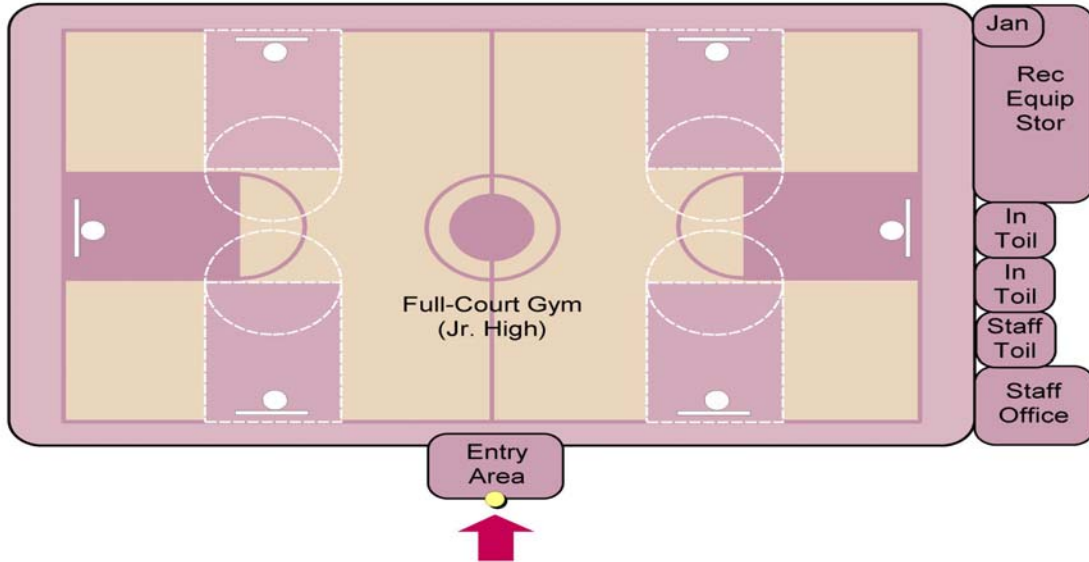
**Component No:** 2.600

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
2.600	Entry Area	240	1	240	
2.601	Gymnasium/Stage	4,000	1	4,000	Jr. High full size court.
2.602	Recreation Storage	250	1	250	recreation equipment.
2.603	Staff Office	150	1	150	2 desks, secure equipment.
2.604	Staff Toilet	50	1	50	
2.605	Inmate Toilet	50	2	100	
2.606	Janitor Closet	30	1	30	

Subtotal	4,820
10% Department Grossing Factor (DGSF)	482
<b>Total DGSF - Indoor Recreation</b>	<b>5,302</b>
20% Building Gross Square Feet (BGSF)	1,060
<b>TOTAL BGSF - INDOOR RECREATION</b>	<b>6,362</b>



### Indoor Recreation Diagram



**CDCR Reentry Facility**

Indoor Recreation Diagram

- secure access control
- secondary access control



**RESIDENT SERVICES – 3.000**

**Food Services – 3.100**

**Component:** RESIDENT SERVICES - 3.000  
**Subcomponent:** Food Services - Kitchen  
**Component No:** 3.100

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
3.100	Food Preparation and Assembly	400	1	400	ovens, grills, food prep area with sink and scrapper; work tables w/ locking wheels, two reach-in freezers, and shelving.
3.101	Walk-In Cooler/Freezer	600	1	600	w/walk-in freezer.
3.102	Cart Storage	300	1	300	
3.103	Break Area	150	1	150	
3.104	Warewash/Utensil Wash	300	1	300	
3.105	Cooking/Set-Up Area	300	1	300	
3.106	Dry Storage	500	1	500	
3.107	Food Service Supervisors Office	120	1	120	
3.108	Life Skills Kitchen <sup>1</sup>	450	1	450	kitchen w/storage and seating for 15.
3.109	Soap/chemical Storage	50	1	50	w/utility sink; plastic shelving.
3.110	Eye Wash & Shower	30	1	30	provide floor drain capable of handling water flow from the shower.
3.111	Worker Entry & Search	100	1	100	provide metal detector and area to search prior to returning to their living units.
3.112	Clean Uniform Storage	50	1	50	w/shelving for cook's clothing, aprons, etc.
3.113	Staff Restroom	50	1	50	single occupancy, uni-sex; disabled accessible; specialized ventilation.
3.114	Inmate Restroom	50	1	50	single occupancy, disabled accessible; specialized ventilation.
3.115	Janitor	30	1	30	w/sin and shelving for cleaning supplies; specialized ventilation.

**Note: (1) May locate at Program Area if no Kitchen.**

Subtotal	3,480
25% Department Grossing Factor (DGSF)	870
<b>Total DGSF- Food Services</b>	<b>4,350</b>
20% Building Gross Square Feet (BGSF)	870
<b>TOTAL BGSF - FOOD SERVICES</b>	<b>5,220</b>



**Laundry – 3.200**

**Component:** RESIDENT SERVICES - 3.000

**Subcomponent:** Laundry

**Component No:** 3.200

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
3.200	Laundry Supervisor	80	1	80	
3.201	Workstation/Sorting	70	2	140	one clean, one dirty.
3.202	Sorting/Washers	300	1	300	
3.203	Drying/Folding Area	300	1	300	
3.204	Cart Room Storage	150	1	150	
3.205	Inmate Toilets	50	1	50	
3.206	Staff Toilets	50	1	50	
3.207	Supply Room	100	1	100	
3.208	Linen/Clothing Storage	750	1	750	
3.209	Janitor Closet	30	1	30	

Subtotal	1,950
15% Department Grossing Factor (DGSF)	293
<b>Total DGSF- Laundry</b>	<b>2,243</b>
20% Building Gross Square Feet (BGSF)	449
<b>TOTAL BGSF - LAUNDRY</b>	<b>2,691</b>



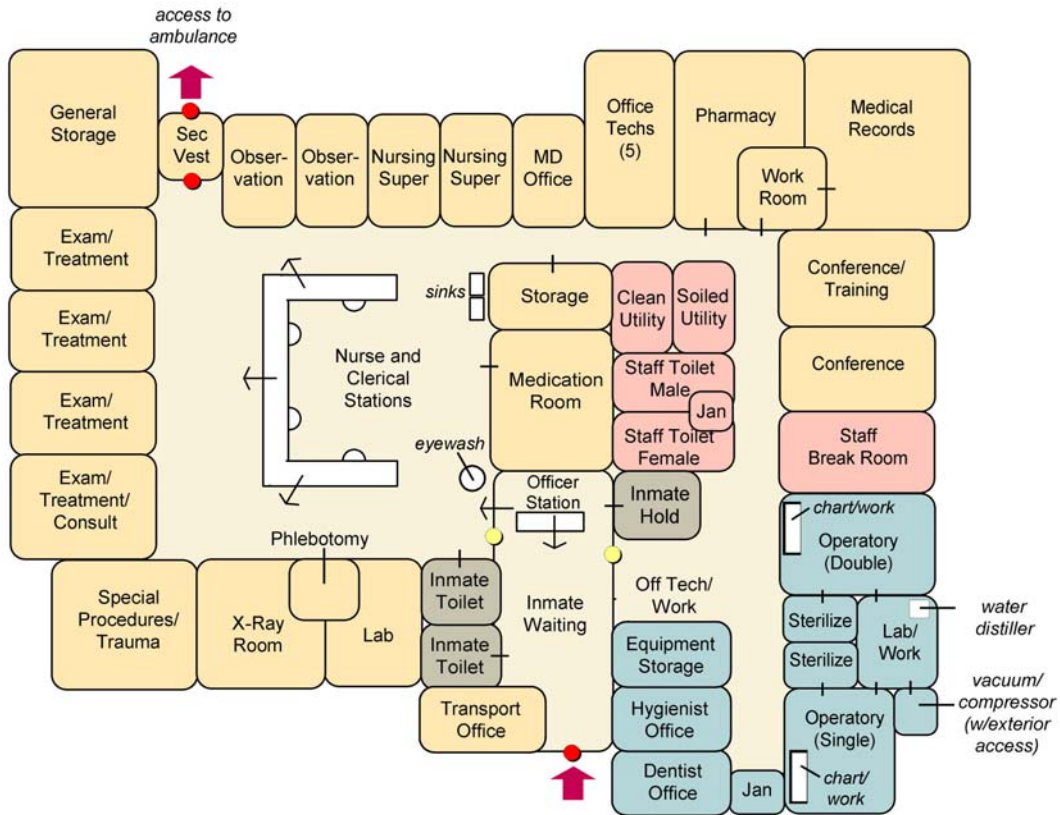
Health and Dental Services Clinic – 3.300

**Component:** RESIDENT SERVICES - 3.000  
**Subcomponent:** Health and Dental Services Clinic  
**Component No:** 3.300

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
<b>Health Services</b>					
3.300	Inmate Waiting	200	1	200	15 inmates.
3.301	Inmate Holding Room	60	1	60	adjacent to waiting.
3.302	Officer Station	40	1	40	at inmate waiting.
3.303	Nurses Station	200	1	200	view to observation rooms w/sink.
3.304	Observation Rooms	100	2	200	movable bed, near nurse station, one negative air flow.
3.305	Medication Room	250	1	250	near nurses station.
3.306	OT/Central Workstations	64	7	448	(2) OT for DON, (1) OT Specialty Clinic, (1) Public Health, (1) Supervising Nurse, and (2) Clerical.
3.307	Medical Records	600	1	600	high density storage; includes space for medical records staff.
3.308	Nursing Supervisors Office	100	2	200	
3.309	MD Office	120	1	120	
3.310	Inmate Toilet	50	2	100	one adjacent to waiting; one adjacent to lab.
3.311	General Storage	500	1	500	cart storage, medical equipment.
3.312	Lab	100	1	100	w/refrigerator.
3.313	Phlebotomy Station	50	1	50	chair for blood draw; adjacent to lab.
3.314	Pharmacy	400	1	400	
3.315	Exam/Treatment Rooms	150	3	450	w/sink and area for charting.
3.316	Exam Treatment/Consult Room	250	1	250	w/equipment for physical therapy.
3.317	Eye Wash Station	35	1	35	
3.318	X-Ray room	200	1	200	chest, extremities w/storage.
3.319	Special Procedures/Trauma Rm	250	1	250	w/sink and area for charting.
3.320	Clean/Soiled Utility Storage	80	2	160	w/sink, shared with dental.
3.321	Workroom	100	1	100	copier, fax, adjacent to records.
3.322	Storage	150	1	150	
3.323	Conference/Training	300	1	300	15 users, w/divider between conference and training.
3.324	Conference Room	200	1	200	10 persons, w/divider between conference and training.
3.325	Staff Breakroom	200	1	200	breakroom, lockers, shared w/dental.
3.326	Staff Toilet - Male/Female	100	2	200	shared w/dental.
3.327	Medical Transport Office	100	1	100	
3.328	Janitor Closet	30	1	30	
<b>Dental Services</b>					
3.329	Operatory, Double Chair	300	1	300	double operatory 2 chairs, includes electronic charting area.
3.330	Operatory, Single Chair	160	1	160	single chair, includes electronic charting area.
3.331	Chart Holding/Work Area	20	2	40	one for each operatory area.
3.332	Dental Lab/Work Area	100	1	100	shared between operatory areas.
3.333	Water Distiller	35	1	35	
3.334	Vacuum & Compressor Room	35	1	35	accessible from exterior, if possible.
3.335	Sterilization	40	2	80	one for each operatory area.
3.336	Equipment Storage	100	1	100	
3.337	Dentists Office	100	1	100	
3.338	Dental Hygienist Office	100	1	100	
3.339	Office Tech	75	1	75	adjacent to Copy/Work Area
3.340	Copy/Work Area	50	1	50	adjacent to Office Tech
Subtotal				7,268	
30% Department Grossing Factor (DGSF)				2,180	
<b>Total DGSF - Health and Dental Services Clinic</b>				<b>9,448</b>	
20% Building Gross Square Feet (BGSF)				1,890	
<b>TOTAL BGSF - HEALTH AND DENTAL SERVICES CLINIC</b>				<b>11,338</b>	



Health and Dental Services Clinic Diagram



**CDCR Reentry Facility**  
Health and Dental Services Diagram

● secure access control      ● secondary access control





**Canteen/Commissary – 3.400**

**Component:** RESIDENT SERVICES - 3.000

**Subcomponent:** Canteen/Commissary

**Component No:** 3.400

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
3.400	Commissary Storage	1,000	1	1,000	
3.401	Commissary Carts	80	1	80	
3.402	Commissary Office	100	1	100	
3.403	Canteen Window	80	1	80	

Subtotal	1,260
15% Department Grossing Factor (DGSF)	189
<b>Total DGSF- Canteen/Commissary</b>	<b>1,449</b>
20% Building Gross Square Feet (BGSF)	290
<b>TOTAL BGSF - CANTEEN/COMMISSARY</b>	<b>1,739</b>

**Barbershop – 3.500**

**Component:** RESIDENT SERVICES - 3.000

**Subcomponent:** Barbershop

**Component No:** 3.500

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
3.500	Waiting	40	1	40	3 person waiting bench.
3.501	Hair Cutting Station	50	4	200	chair, sink, under counter storage.
3.502	Soiled Linen Cart	20	1	20	
3.503	Supplies Storage	50	1	50	lockable closet; includes work surface and cupboards/shelves; shadow board for tools; and clean barber clothing and linen storage.
3.504	Staff Workstation	24	1	24	desk, chair, file storage, and phone.
3.505	Staff Toilet	50	1	50	single occupancy; uni-sex.
3.506	Janitor Closet	30	1	30	

Subtotal	414
20% Department Grossing Factor (DGSF)	83
<b>Total DGSF- Barbershop</b>	<b>497</b>
20% Building Gross Square Feet (BGSF)	99
<b>TOTAL BGSF - BARBERSHOP</b>	<b>596</b>



**ADMINISTRATION AND SECURITY OPERATIONS – 4.000**

**Outside Secure Perimeter**

**Facility Entrance – 4.100**

**Component:** ADMINISTRATION AND SECURITY OPERATIONS - 4.000

**Subcomponent:** Facility Entrance - Outside Secure Perimeter

**Component No:** 4.100

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
4.100	Entry Vestibule	100	1	100	
4.101	Entry Lobby	1,000	1	1,000	provide weather covering at building entry; waiting area with seating for 20 persons; direct access to the conference room; visitors to other areas of Central Administration will be met in the lobby and escorted; natural lighting; good visibility for receptionist to see who is arriving at the front door; and provide interactive intercom at the entry door, with the ability to lock down the lobby.
4.102	Conference Room	500	1	500	directly accessible from entry/lobby; 25 persons; coffee bar, counter w/sink and space/utilities for coffee maker and under counter refrigerator; video conferencing capabilities; phone and data jacks; and white board with projection screen.
4.103	Public Toilet	100	2	200	men and women; disabled accessible; and specialized ventilation.

Subtotal	1,800
25% Department Grossing Factor (DGSF)	450
<b>Total DGSF- Facility Entrance</b>	<b>2,250</b>
20% Building Gross Square Feet (BGSF)	450
<b>TOTAL BGSF - FACILITY ENTRANCE</b>	<b>2,700</b>



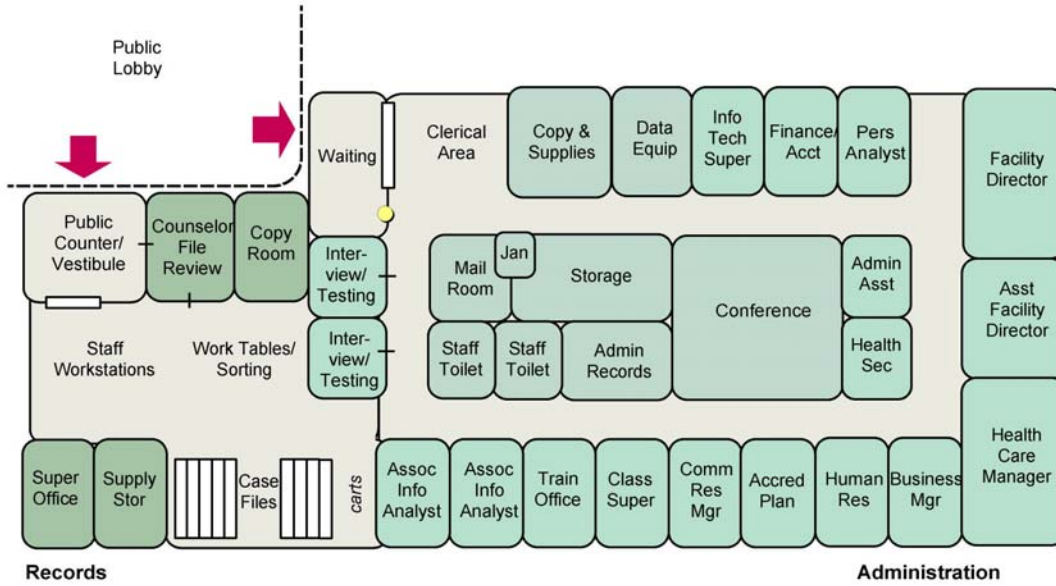
Central Administration – 4.200

**Component:** ADMINISTRATION AND SECURITY OPERATIONS - 4.000  
**Subcomponent:** Central Administration - Outside Secure Perimeter  
**Component No:** 4.200

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
<b>Administration</b>					
4.200	Waiting	100	1	100	6 to 8 persons.
4.201	Facility Director	240	1	240	w/small conference.
4.202	Facility Assistant Director	180	1	180	
4.203	Administrative Assistant	100	1	100	
4.204	Health Care Manager	240	1	240	
4.205	Health Care Manager Secretary	100	1	100	
4.206	Business Manager	120	1	120	includes budget work.
4.207	Human Resources	100	1	100	w/locked secure files.
4.208	Personal Analyst	100	1	100	
4.209	Clerical Area	200	1	200	3 open work spaces w/files.
4.210	Finance/Accounting	100	1	100	
4.211	Training Office	120	1	120	
4.212	Conference	400	1	400	20 person.
4.213	Copy and Supplies	150	1	150	
4.214	Mail Area	80	1	80	
4.215	Administration Records	100	1	100	w/workstation.
4.216	Accreditation/Planning	100	1	100	
4.217	Community Resource Manager	120	1	120	
4.218	Classification Supervisor	120	1	120	
4.219	Staff Toilets	50	2	100	
4.220	Data Equipment Room	120	1	120	
4.221	Storage	150	1	150	
4.222	Information Technology Supervisor	120	1	120	
4.223	Associate Information Analyst	100	2	200	
4.224	Interview Room/Testing	60	2	120	
4.225	Janitor's Closet	30	1	30	
<b>Records</b>					
4.226	Public Counter/Vestibule	160	1	160	public access; controlled at counter.
4.227	Supervisor Office	100	1	100	private office.
4.228	Staff Workstations	80	5	400	open area adjacent to case files.
4.229	Counselor File Review	150	1	150	
4.230	Cart Staging/Storage	75	1	75	
4.231	Work Tables/Sorting	200	1	200	
4.232	Copy Room	100	1	100	
4.233	Supplies Storage	100	1	100	
4.234	Case File Storage	285	1	285	
Subtotal				5,180	
30% Department Grossing Factor (DGSF)				1,554	
<b>Total DGSF - Central Administration</b>				<b>6,734</b>	
20% Building Gross Square Feet (BGSF)				1,347	
<b>TOTAL BGSF - CENTRAL ADMINISTRATION</b>				<b>8,081</b>	



Central Administration Diagram



**CDCR Reentry Facility**

Central Administration Diagram

- secure access control
- secondary access control



**Staff Processing/Services – 4.300**

**Component:** ADMINISTRATION AND SECURITY OPERATIONS - 4.000

**Subcomponent:** Staff Processing/Services - Outside Secure Perimeter

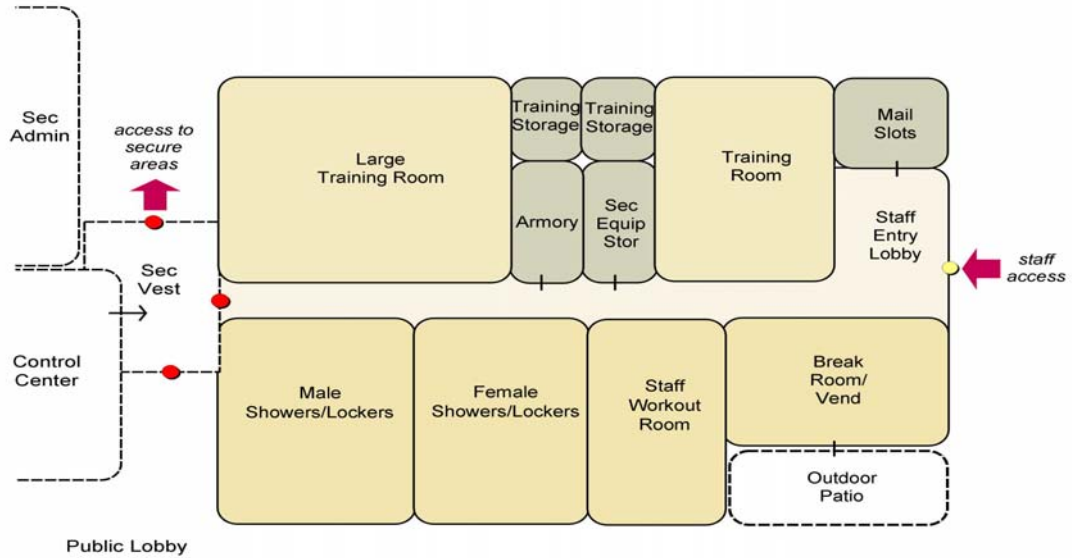
**Component No:** 4.300

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
4.300	Staff Entry Lobby	200	1	200	w/gun locker.
4.301	Security Equipment Storage	200	1	200	
4.302	Large Training	1,125	1	1,125	75 persons; services as Emergency Command Center.
4.303	Mail Slots	130	1	130	copy, fax.
4.304	Training Room	750	1	750	30 person.
4.305	Training Storage	100	2	200	
4.306	Staff Workout Room	500	1	500	adjacent to locker area.
4.307	Shower/Locker/Toilets-Male	800	1	800	
4.308	Shower/Locker/Toilets-Female	800	1	800	
4.309	Staff Dining/Breakroom	750	1	750	w/vending area.
4.310	Armory	200	1	200	
4.311	Staff Patio	(600)	1	(600)	outside area.

Subtotal	5,655
25% Department Grossing Factor (DGSF)	1,414
<b>Total DGSF - Staff Processing/Services</b>	<b>7,069</b>
20% Building Gross Square Feet (BGSF)	1,414
<b>TOTAL BGSF - STAFF PROCESSING/SERVICES</b>	<b>8,483</b>



Staff Processing/Services Diagram



**CDCR Reentry Facility**  
Staff Processing/Services Diagram

● secure access control      ● secondary access control



**Inside Secure Perimeter**

**Security Administration and Control Center – 4.400**

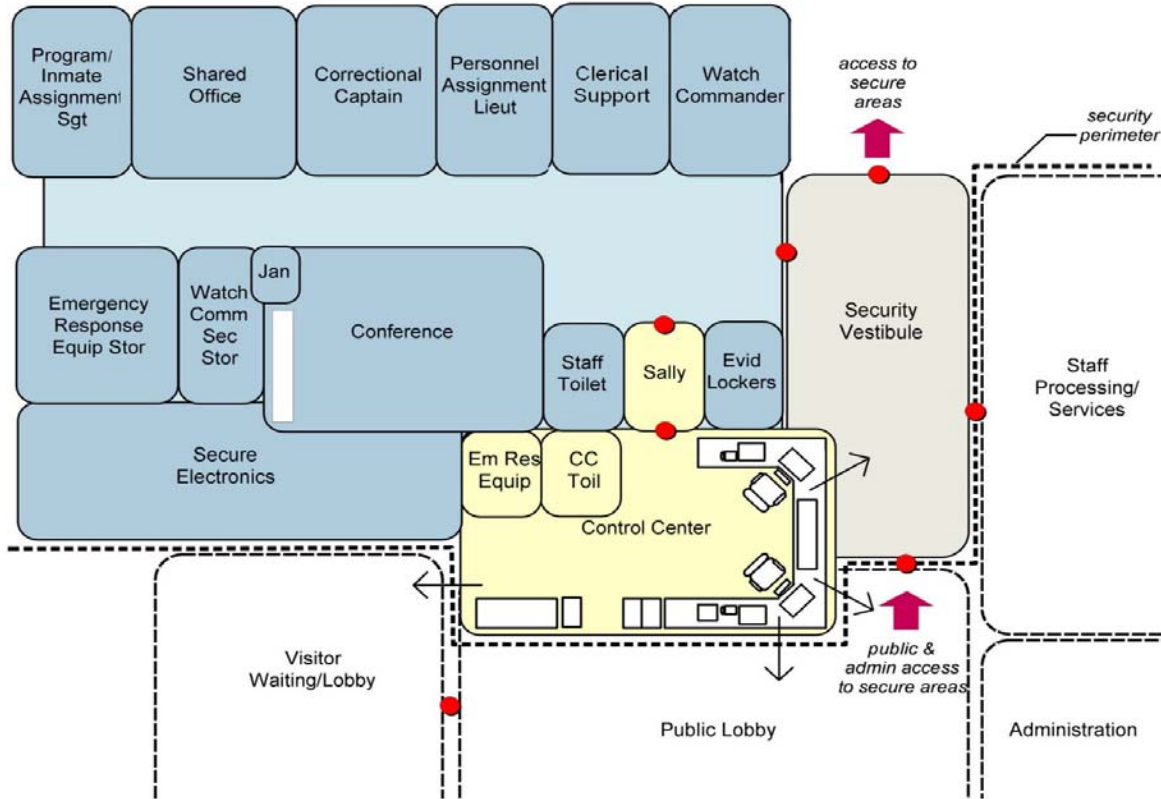
**Component:** ADMINISTRATION AND SECURITY OPERATIONS - 4.000  
**Subcomponent:** Security Administration and Control Center - Inside Secure Perimeter  
**Component No:** 4.400

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
4.400	Correctional Captain	140	1	140	
4.401	Personnel Assignment Lieutenant	100	1	100	
4.402	Watch Commander	100	1	100	
4.403	Watch Commander Secure Storage	100	1	100	secure equipment.
4.404	Program/Inmate Assignment Sergeant	100	1	100	
4.405	Clerical Support	64	3	192	OA or OT clerical support.
4.406	Shared Office	250	1	250	modular furniture workstations within office; 4 workstations at 40sf each; used by staff for completing reports and similar activities; not permanently assigned to any staff person with copier; and supply storage.
4.407	Conference Room	500	1	500	25 persons at table; phone, data jack, white board, and bulletin board; shift change meetings; adjacent to clerical support; lockable room; supply storage cabinets; coffee bar; and special ventilation.
4.408	Secure Electronics/CCTV Recording Room	450	1	450	
4.409	Emergency Response Equipment Storage	250	1	250	secure storage for bulk storage of emergency equipment supplies; and secure equipment and chemical agent storage.
4.410	Evidence Locker	100	1	100	contraband drop box and drug testing drop box.
4.411	Staff Toilets	50	1	50	single occupancy; disabled accessible; and specialized ventilation.
4.412	Janitor closet	30	1	30	sink and shelving for cleaning supplies; and specialized ventilation.
4.413	Sallyport Control Center	50	1	50	secure sallyport to provide access to Control Center; vision panel in doors.
4.414	Control Center	600	1	600	secure room; glazing on all sides providing view into as much of the facility as possible; locking entry door with vision panel; operated by two staff; work counter with computer, printer, phone, data, and fax; CCTV monitors, gate/door controls (as applicable); alarm panels for off-hook phone, personal alarms, fire alarms, etc.; computers and printers for alarm systems; and site/perimeter alarm panels. Control Sergeant assigned.
4.415	Control Center Emergency Response Equipment Storage	40	1	40	lockable closet w/shelving to accommodate 911 Rescue tool, CPR mask, first aid kit, handcuffs, flex cuffs, and restraint chains.
4.416	Control Center Toilet	35	1	35	single occupancy; uni-sex; disabled accessibility is not required; includes storage for toilet paper, paper towels, and cleaning supplies.
4.417	Security Entry Vestibule	200	1	200	access from Staff Services and Public Lobby.

Subtotal	3,287
25% Department Grossing Factor (DGSF)	822
<b>Total DGSF - Security Administration</b>	<b>4,109</b>
20% Building Gross Square Feet (BGSF)	822
<b>TOTAL BGSF - SECURITY ADMINISTRATION</b>	<b>4,931</b>



Security Administration Diagram



**CDCR Reentry Facility**  
Security Administration Diagram  
● secure access control    ● secondary access control





**Intake and Release – 4.500**

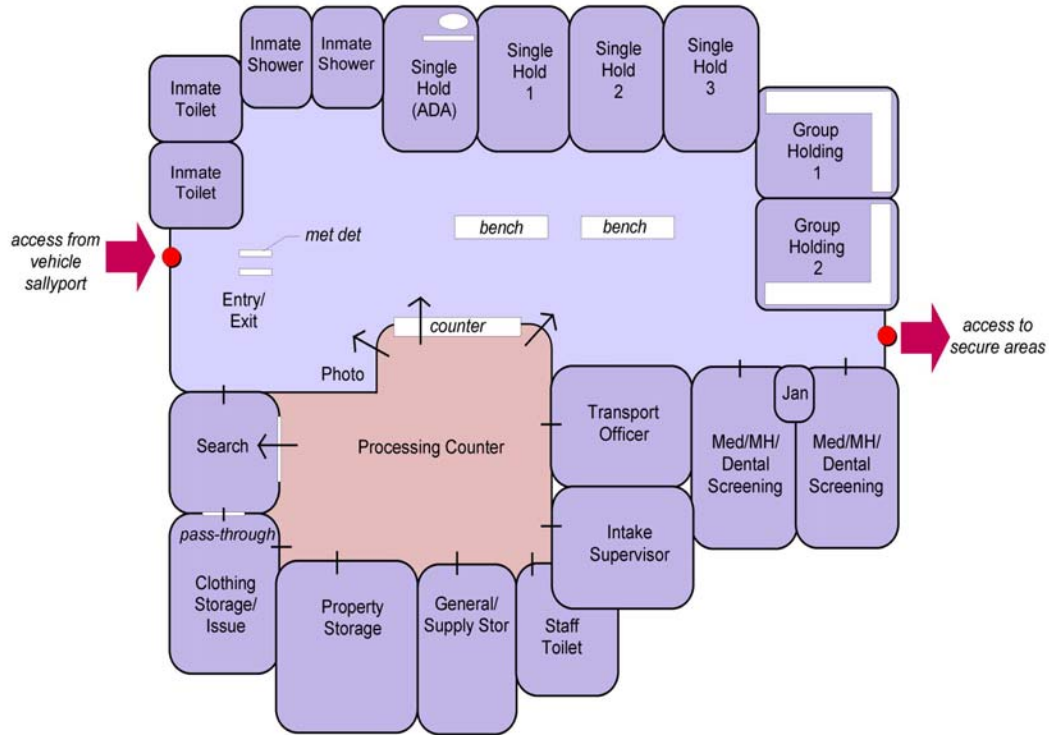
**Component:** ADMINISTRATION AND SECURITY OPERATIONS - 4.000  
**Subcomponent:** Intake and Release - Inside Secure Perimeter  
**Component No:** 4.500

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
4.500	Entry/Exit	200	1	200	bench to accommodate removal of restraints for arrivals and cuffing for departure; metal detector; provide work surface where transportation staff complete paperwork.
4.501	Group Holding	75	2	150	bench seating for 6 at 10 sf/person; open floor space for one wheelchair, dry room; incoming or outgoing.
4.502	Individual Holding	60	3	180	Concrete bench. No plumbing fixtures. Good sound control.
4.503	Individual Holding (accessible)	60	1	60	Concrete bench. Disabled accessible. Toilet and lavatory. Good sound control.
4.504	Inmate Toilet	50	2	100	single occupancy, disabled accessible; special ventilation.
4.505	Inmate Shower (accessible)	50	2	100	shower and dressing area; special ventilation.
4.506	Search	50	1	50	unclothed body search; visible from processing counter.
4.507	Clothing Storage/Issue Room	100	1	100	shelving; pass-through window for clothing issue.
4.508	Processing Counter	300	1	300	counter for paperwork, fingerprinting; 2 staff workstations in area behind counter; computer and phone for each station; additional phone on vertical wall on back of counter; files, property search tables; copier, fax. I.D. cards will be made here.
4.509	Photo Alcove	40	1	40	alcove by processing counter, taking photo for I.D.; suitable background and lighting; assume digital camera; computer and printer.
4.510	Intake Supervisor Office	120	1	120	
4.511	Transportation Office	120	1	120	
4.512	Medical/Mental Health/Dental Screening	100	2	200	enclosed room. Intake assessment: medical history, blood pressure, height/weight, temperature. Desk and chair, guest chair, scale, handwashing sink, counter and lockable storage. computer.
4.513	General/Supply Storage	100	1	100	secure room w/shelving; accessed from processing counter.
4.514	Property Storage	200	1	200	secure room w/shelving for temporary storage items not allowed pending property sent home or disposed; lockable cabinet for secure storage area (valuables, etc.).
4.515	Staff Toilet	50	1	50	single-occupancy, uni-sex; disabled accessible; specialized ventilation.
4.516	Janitor Closet	50	1	50	Sink and shelving for cleaning supplies; specialized ventilation.

Subtotal	2,120
40% Department Grossing Factor (DGSF)	848
<b>Total DGSF - Intake and Release</b>	<b>2,968</b>
20% Building Gross Square Feet (BGSF)	594
<b>TOTAL BGSF - INTAKE AND RELEASE</b>	<b>3,562</b>



Intake and Release Diagram



**CDCR Reentry Facility**  
Intake & Release Diagram

- secure access control
- secondary access control



**Vehicle Sallyport – 4.600**

**Component:** ADMINISTRATION AND SECURITY OPERATIONS - 4.000  
**Subcomponent:** Vehicle Sallyport - Inside Secure Perimeter  
**Component No:** 4.600

Space No.	Description	Net Area (s.f.)	Number of Units	Subtotal Net Area (s.f.)	Comments
4.600	Officer Station	125	1	125	located within vehicle sallyport; includes officer work area at 100sf and staff toilet at 25sf; and computer, phone, and data.
4.601	Vehicle Sallyport	4,000	1	4,000	secure area w/gun locker; sized to accommodate a transportation bus, fire truck or delivery truck, and (5) other vehicles; rolling gates at each end operated by Control Center; provide CCTV to both Officer Station and Control Center; and pedestrian gate (2,000sf associated with Central Receiving).

Subtotal	4,125
15% Department Grossing Factor (DGSF)	619
<b>Total DGSF - Vehicle Sallyport</b>	<b>4,744</b>
20% Building Gross Square Feet (BGSF)	949
<b>TOTAL BGSF - VEHICLE SALLYPORT</b>	<b>5,693</b>

**FACILITY SUPPORT – 5.000**

Plant Operations/Maintenance – 5.100

Warehouse/Central Receiving/Mailroom – 5.200<sup>1</sup>

PBX/Computer Network – 5.300

Security Electronics Room – 5.400

Note: (1) If no warehouse house, locate mailroom somewhere in Facility.



**PRELIMINARY STAFFING ESTIMATE**

Table 5-1 PRELIMINARY STAFFING ESTIMATE - 500 BED CAPACITY CALIFORNIA DEPARTMENT OF CORRECTIONS AND REHABILITATION REENTRY FACILITY					
	1st Watch 10pm-6am	2nd Watch 6am-2pm	3rd Watch 2pm-10pm	Relief <sup>1</sup>	Total
<b>RESIDENT HOUSING</b>					
<b>RECEPTION HOUSING (20 Capacity)</b>					
Living Unit					
Custody Staff	1.0	2.0	2.0	4.0	9.0
Program Staff					
<b>TOTAL - RECEPTION LIVING UNIT</b>	<b>1.0</b>	<b>2.0</b>	<b>2.0</b>	<b>4.0</b>	<b>9.0</b>
<b>SINGLE ROOM HOUSING (48 Capacity) (1-48 Bed Units)</b>					
Living Unit					
Custody Staff	1.0	2.0	2.0	4.0	9.0
Program Staff		1.0			1.0
<b>TOTAL - SINGLE CELL LIVING UNIT</b>	<b>1.0</b>	<b>3.0</b>	<b>2.0</b>	<b>4.0</b>	<b>10.0</b>
<b>QUAD HOUSING (384 Capacity) (8) 48 Bed Units)</b>					
Living Unit					
Custody Staff	4.0	8.0	8.0	16.0	36.0
Program Staff		4.0	4.0		8.0
<b>TOTAL - DORMITORY LIVING UNIT</b>	<b>4.0</b>	<b>12.0</b>	<b>12.0</b>	<b>16.0</b>	<b>44.0</b>
<b>TRANSITION HOUSING (48 Capacity)</b>					
Living Unit					
Custody Staff	1.0	1.0	1.0	2.4	5.4
Program Staff		1.0	1.0		2.0
<b>TOTAL - TRANSITION LIVING UNIT</b>	<b>1.0</b>	<b>2.0</b>	<b>2.0</b>	<b>2.4</b>	<b>7.4</b>
<b>HOUSING SHARED SUPPORT (Shared by (2) 48 Bed Housing Units)</b>					
Living Unit					
Case Manager		5.0			5.0
<b>TOTAL - HSG SHARED SUPPORT</b>	<b>0.0</b>	<b>5.0</b>	<b>0.0</b>	<b>0.0</b>	<b>5.0</b>
<b>SEARCH AND ESCORT</b>					
Serves All Housing Units	1.0	2.0	2.0	4.0	9.0
<b>TOTAL - SEARCH &amp; ESCORT</b>	<b>1.0</b>	<b>2.0</b>	<b>2.0</b>	<b>4.0</b>	<b>9.0</b>
<b>GRAND TOTAL - HOUSING</b>	<b>8.0</b>	<b>26.0</b>	<b>20.0</b>	<b>30.4</b>	<b>84.4</b>
<b>CENTRAL ADMINISTRATION</b>					
Facility Director		1.0			1.0
Facility Asst. Director		1.0			1.0
Administrative Assistant		1.0			1.0
Health Care Manager		1.0			1.0
Health Care Manager Secretary		1.0			1.0
Business Manager		1.0			1.0
Human Resources		1.0			1.0
Clerical		2.0	1.0		3.0
Finance/Accounting		3.0			3.0
Personnel Analyst		1.0			1.0
Accreditation/Planning		1.0			1.0
Information Technology Supervisor		1.0			1.0
Associate Information Analyst		1.0	1.0		2.0
Community Resources Manager		1.0			1.0
Training Officer		1.0			1.0



Table 5-1 (continued)					
PRELIMINARY STAFFING ESTIMATE - 500 BED CAPACITY					
CALIFORNIA DEPARTMENT OF CORRECTIONS AND REHABILITATION REENTRY FACILITY					
	1st Watch 10pm-6am	2nd Watch 6am-2pm	3rd Watch 2pm-10pm	Relief <sup>1</sup>	Total
Classification Counselor		3.0			3.0
Classification Supervisor		1.0			1.0
Case Records Manager		1.0			1.0
Case Records Specialist		1.0			1.0
Program Technician		1.0			1.0
Office Assistant		1.0	1.0		2.0
<b>Subtotal</b>	<b>0.0</b>	<b>26.0</b>	<b>3.0</b>	<b>0.0</b>	<b>29.0</b>
<b>SECURITY OPERATIONS</b>					
Correctional Captain		1.0			1.0
Watch Commander	1.0	1.0	1.0	2.4	5.4
Personnel Assignment Lieutenant		1.0			1.0
Program/Inmate Assignment Sgt.		1.0			1.0
Central Control Officer	1.0	2.0	2.0	4.0	9.0
Intake/Release Supervisor		1.0	1.0	1.6	3.6
Intake/Release Officer		1.0	1.0	1.6	3.6
Visiting Officer		2.0	3.0	4.0	9.0
Vehicle Sallyport Station		1.0		0.8	1.8
Rover/Relief-Facility Wide	1.0	2.0	2.0	4.0	9.0
Clerical		2.0	1.0		3.0
Program Lieutenant		1.0	1.0		2.0
Transport/Court Operations		2.0	2.0	3.2	7.2
<b>Subtotal</b>	<b>3.0</b>	<b>18.0</b>	<b>14.0</b>	<b>21.6</b>	<b>56.6</b>
<b>RESIDENT PROGRAMS</b>					
Program Director		1.0			1.0
Treatment Director		1.0			1.0
Supervising Counselor		1.0	1.0		2.0
Program Staff		4.0	4.0		8.0
Transition Counselor		1.0	1.0		2.0
Volunteer Coordinator		1.0			1.0
Graduate Student Assistants		2.0	2.0		4.0
Parole Agent		2.0	2.0		4.0
Clerical		1.0	1.0		2.0
Recreation Coordinator/Coach		1.0			1.0
Library Supervisor		1.0			1.0
Chaplain		1.0			1.0
Education/Vocational Director		2.0			2.0
Academic Teachers		4.0			4.0
Vocational Instructors		5.0			5.0
Clerical-Academic and Vocational		2.0			2.0
Media Specialist		1.0			1.0
Psychiatrist		2.0			2.0



**Table 5-1 (continued)**  
**PRELIMINARY STAFFING ESTIMATE - 500 BED CAPACITY**  
**CALIFORNIA DEPARTMENT OF CORRECTIONS**  
**AND REHABILITATION REENTRY FACILITY**

	1st Watch 10pm-6am	2nd Watch 6am-2pm	3rd Watch 2pm-10pm	Relief <sup>1</sup>	Total
Senior Psychologist		1.0			1.0
Psychologist		1.0	1.0		2.0
Recreation Therapist		1.0	1.0		2.0
Registered Nurse-Mental Health		1.0			1.0
Psychiatric Technician		2.6			2.6
Clinical Social Worker		1.0			1.0
Clerical-Mental Health		2.0			2.0
Correctional Officers		2.0	2.0	3.2	7.2
<b>Subtotal</b>	<b>0.0</b>	<b>44.6</b>	<b>15.0</b>	<b>3.2</b>	<b>62.8</b>
<b>RESIDENT SERVICES AND FACILITY SUPPORT</b>					
<b>Medical</b>					
Director of Nursing		1.0			1.0
Supervising Nurse		1.0	1.0		2.0
RN-Patient Education		1.0			1.0
Public Health Nurse		1.0			1.0
Physician		1.0			1.0
Nurse Practitioner		1.0			1.0
Pharmacist		1.0			1.0
Pharmacist Tech		1.0			1.0
Lab Technician		1.0			1.0
Clinic Nursing (RN)	1.0	2.0	1.0	4.0	8.0
Clinic Nursing (LPN)		2.0	1.0	2.4	5.4
LVN Specialty Care		1.0			1.0
Medication Nursing		2.0	2.0	3.2	7.2
Medical Records Supervisor		1.0			1.0
Medical Records Technician	1.0	4.0			5.0
Nursing Station Technician		1.0			1.0
Office Technician		3.0			3.0
AGPA		1.0			1.0
MSSI		1.0			1.0
Janitor		1.0	1.0		2.0
Correctional Officer		1.0	1.0	1.6	3.6
<b>Dental</b>					
Supervising Dentist		1.0			1.0
Dental Assistant		2.0			2.0
Dental Hygienist		1.0			1.0
Office Tech		1.0			1.0
<b>Food Services</b>					
Supervisor Food Service		1.0			1.0
Production Cook	1.0	2.0	2.0	2.0	7.0
Inventory Clerk		1.0	1.0		2.0
<b>Laundry</b>					
Laundry Supervisor		1.0			1.0
Laundry Worker		1.0			1.0



Table 5-1 (continued) <b>PRELIMINARY STAFFING ESTIMATE - 500 BED CAPACITY</b> <b>CALIFORNIA DEPARTMENT OF CORRECTIONS</b> <b>AND REHABILITATION REENTRY FACILITY</b>					
	1st Watch 10pm-6am	2nd Watch 6am-2pm	3rd Watch 2pm-10pm	Relief <sup>1</sup>	Total
<b>Maintenance</b>					
Facility Manager		1.0			1.0
Maintenance Supervisor		1.0	1.0		2.0
Plant/Bldg Supervisor-Stationary Engineer		2.0			2.0
Trades		3.0	3.0		6.0
<b>Warehouse</b>					
Canteen		1.0			1.0
Warehouse/Receiving		2.0	1.0		3.0
Clerical		1.0			1.0
Mail Service		2.0			2.0
<b>Subtotal</b>	<b>2.0</b>	<b>53.0</b>	<b>15.0</b>	<b>13.2</b>	<b>83.2</b>
<b>500 BED CAPACITY SUMMARY</b>					
Resident Housing	8.0	26.0	20.0	30.4	84.4
Central Administration	0.0	26.0	3.0	0.0	29.0
Security Operations	3.0	18.0	14.0	21.6	56.6
Resident Programs	0.0	44.6	15.0	3.2	62.8
Resident Services and Facility Support	2.0	53.0	15.0	13.2	83.2
<b>Total Staff</b>	<b>13.0</b>	<b>167.6</b>	<b>67.0</b>	<b>68.4</b>	<b>316.0</b>
<b>Note:</b>					
(1) .8 Shift Relief calculation.					

Source: Chinn Planning, Inc.



## VI. INTRODUCTION AND OVERVIEW

The Prototype Facility Design Concepts contained in this document reflect the Conceptual Program Plan for Secure Reentry Correctional Facilities and are to be used as a guide as final Program and Design is developed for individual reentry facilities within specific counties and on specific sites.

It is the intent of this document to provide “A Kit of Parts” which shows a variety of design options depending upon the following:

- Facility Size (100 – 500 beds)
- Mix of Housing Types
  - Single Cell (SC)
  - Quads (Q)
  - Transitional Living (T)
- Site Size Configuration
  - Low Rise (12-15 acres)
  - Mid Rise (8-12 acres)
  - High Rise (4-8 acres)

### A. FACILITY SIZE

Conceptual Programs have been developed for 500-bed and 200-bed models but it is assumed that facilities could be as small as 100 beds and could accommodate multiples of the 48-bed housing module and the proportionally sized Intake Unit.

ELEMENTS	500	200	100
Intake Housing	20	8	4
Single Cell	48	48	24 (1/2 unit)
Quads	384	96	48
Transitional	48	48	24 (1/2 unit)

In addition to the Housing capacity changes and reductions, the Program and Service Areas would change somewhat proportionately.

#### Square Footage Chart

ELEMENTS	500	200	100
Resident Service	17,151		
Resident Programs			
Administration			
Facility Support			

It is also understood that depending upon individual communities’ requirements and capabilities, individual elements could be eliminated or reduced (i.e., food service, laundry, maintenance, or warehouse).





**B. HOUSING MIX**

The 500-bed Program Prototype assumes 20 intake housing and 20 housing units at 48 beds each (1 single cell unit; 8 quads, and 1 transitional unit), with 5 shared housing support units. However, it is the intent of this document to show flexibility and compatibility of a variety of housing unit combinations as the “Kit of Housing Parts” is determined based on community needs.

HOUSING MIX OPTIONS	SINGLE CELL UNITS	QUAD UNITS	TRANSITION UNITS
Option 1	1 (48)	8 (384)	1 (48)
Option 2	2 (96)	6 (288)	2 (96)
Option 3	1 (48)	6 (288)	3 (144)

**C. SITE CONFIGURATION/BUILDING DENSITY**

The last major variable determining facility design is the size and configuration of the site. Therefore, 3 conceptual facility diagrams are provided showing from 4 to 15 acres with and without 250-car parking requirements.

**D. COMMON THREADS**

Each facility concept diagram and 3-D model is based on the following concepts:

1. Each secure reentry facility is designed to fit into the site context of the community where it resides and should not project the image of a prison.
  - 1b. Building materials, forms, and fenestration are to be selected to enhance or blend into the surrounding context projecting a secure but not “prisonlike” image.
2. The facility plan configuration should reflect the “Therapeutic Mall Environment” of programs and services organized horizontally or vertically with natural light and connectivity to outdoors.
3. The security perimeter will be the building perimeter negating the need for fencing or razor wire that could compromise the image of the facility in the community. Outdoor courtyards for prisoners will have overhead security mesh and/or a minimum of 30’ non-climb walls.
4. Dining is decentralized at each housing unit reinforcing the smaller 48-bed therapeutic community.
5. The Public Lobby is observed by “Central Control” and provides access to the following:
  - Visitation/Pedestrian Sallyport through security check.
  - Administration/Staff Support Areas
6. Public vehicular access is provided to a 250-car parking lot for staff and public from a primary public access road.



7. Separate service and/or prisoner vehicle Sallyport access is provided from the major vehicle access road.
8. A functional grouping of intake/intake housing and medical is maintained.
9. Administration/Staff Support are outside security on the Second Level.
10. Warehouse, maintenance, food service, and laundry are co-located.

#### **E. DRAWING INDEX**

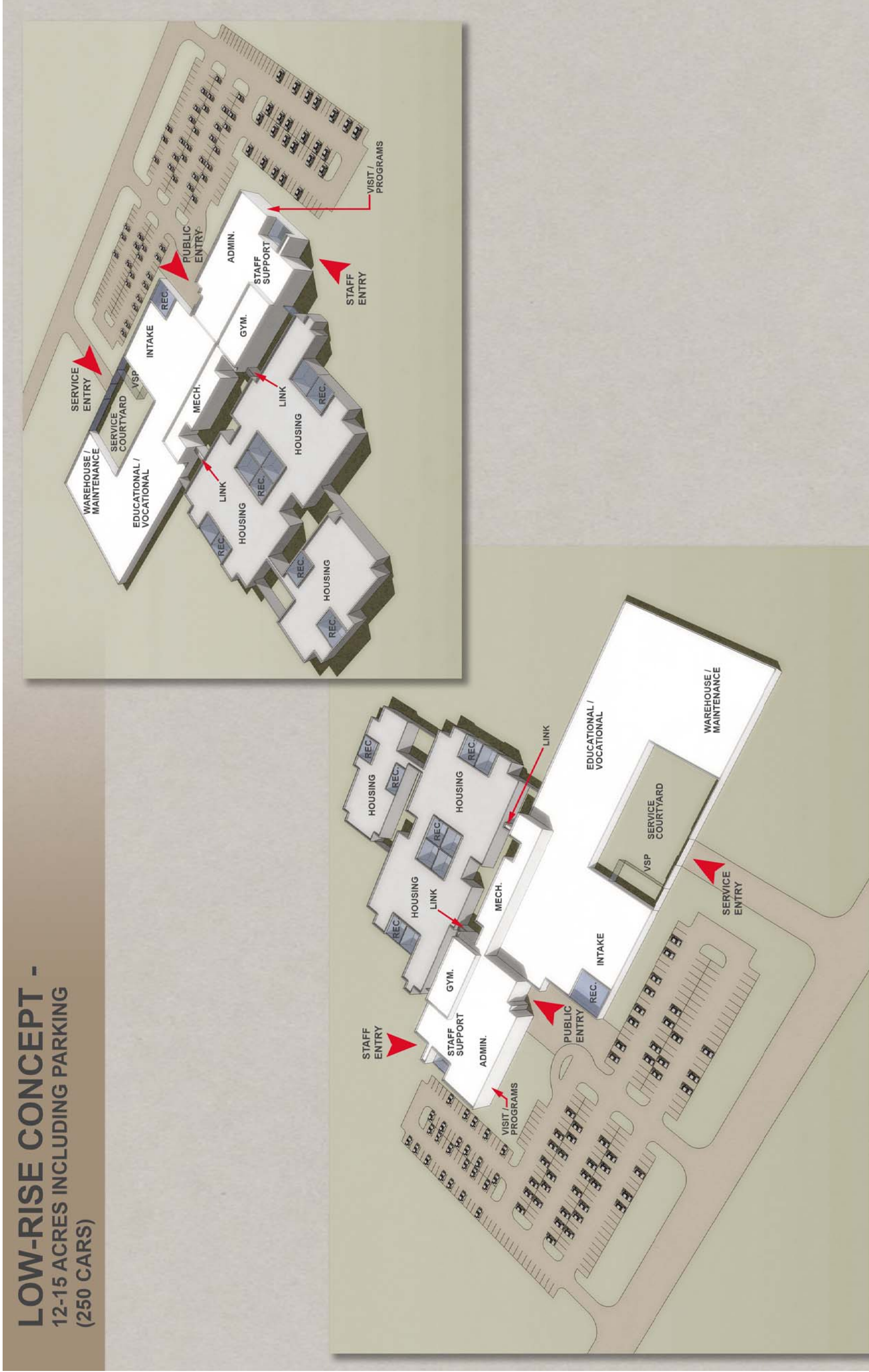
- Low Rise Prototype
  - Stacking Diagram (11" x 17")
  - 3-D Drawings (11" x 17")
- Mid Rise Prototype
  - Stacking Diagram (11" x 17")
  - 3-D Drawings (11" x 17")
- High Rise Prototype
  - Stacking Diagram (11" x 17")
  - 3-D Drawings (11" x 17")
- Housing Options
  - Kit of Parts (8-1/2" x 11")
  - Low Rise Options 1, 2, 3 (8-1/2" x 11")
  - Mid Rise Options 1, 2 (8-1/2" x 11")
  - High Rise Options 1, 2 (8-1/2" x 11")







# LOW-RISE CONCEPT - 12-15 ACRES INCLUDING PARKING (250 CARS)

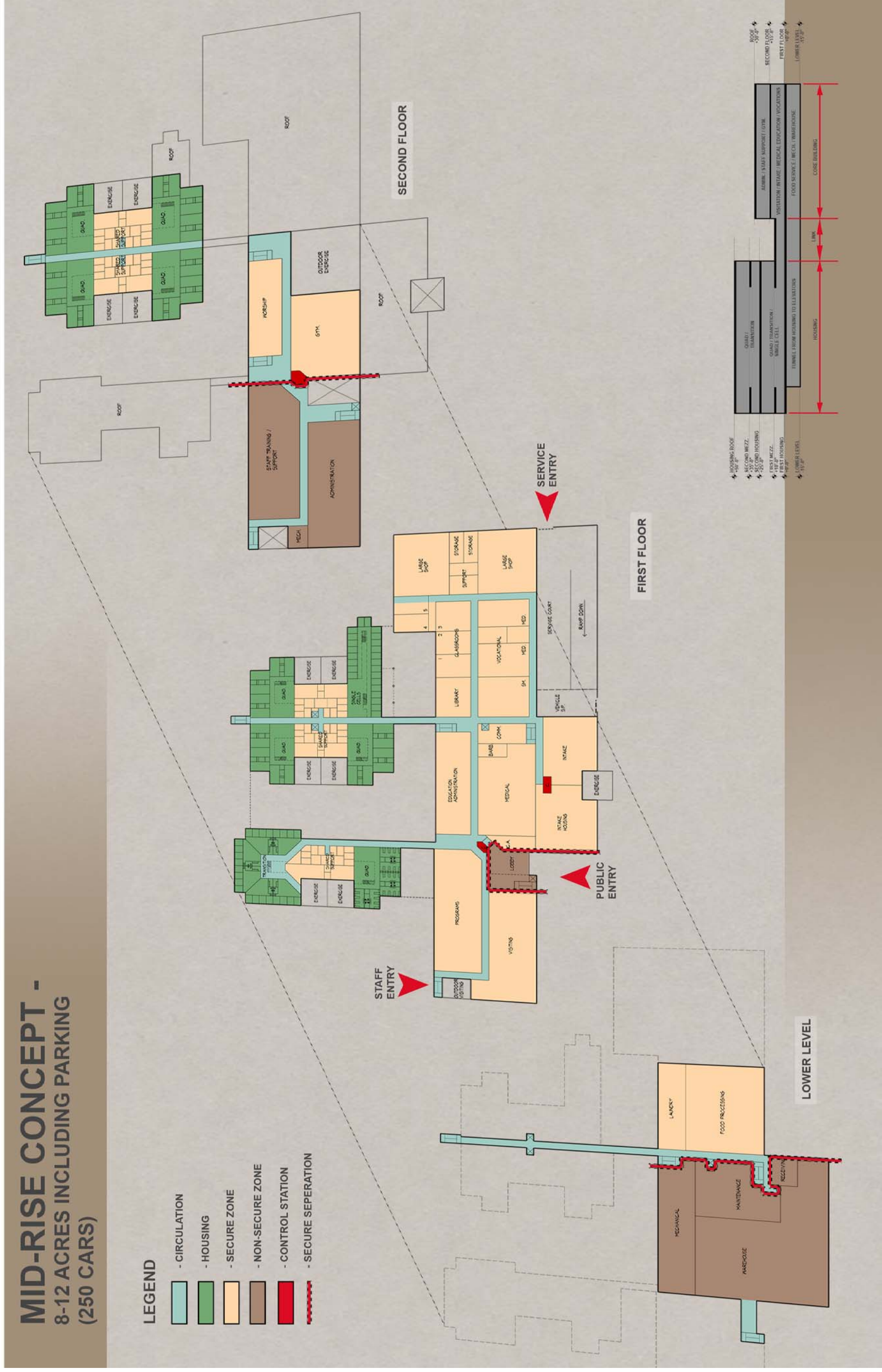






# MID-RISE CONCEPT - 8-12 ACRES INCLUDING PARKING (250 CARS)

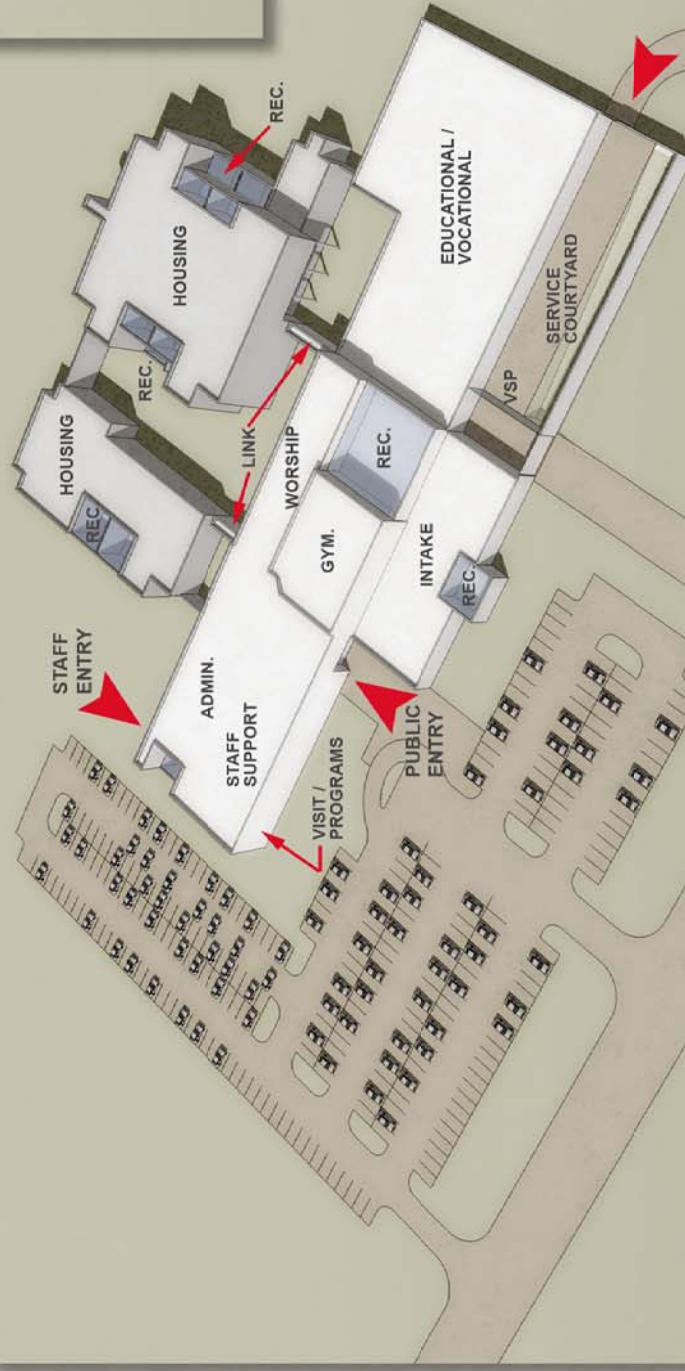
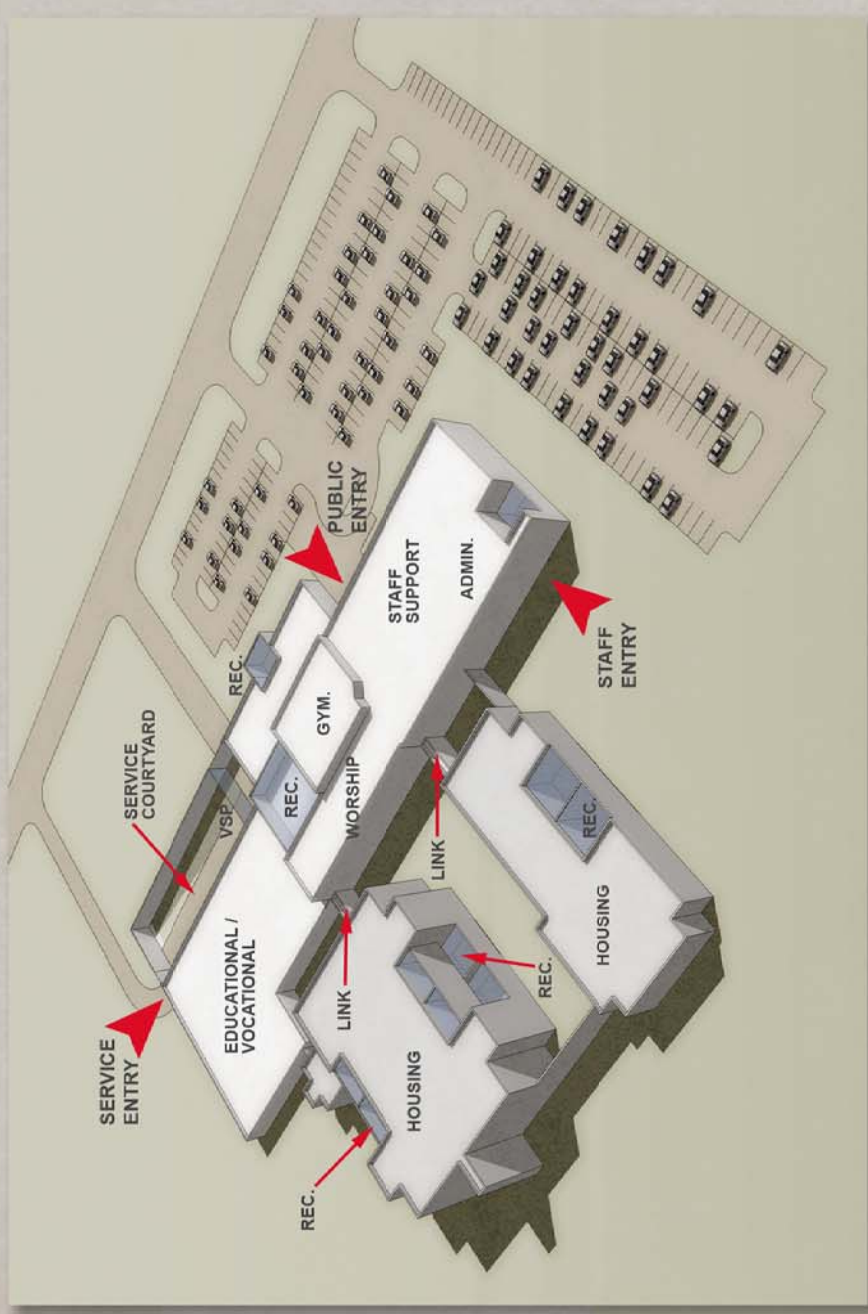
- LEGEND**
- CIRCULATION
  - HOUSING
  - SECURE ZONE
  - NON-SECURE ZONE
  - CONTROL STATION
  - SECURE SEPERATION



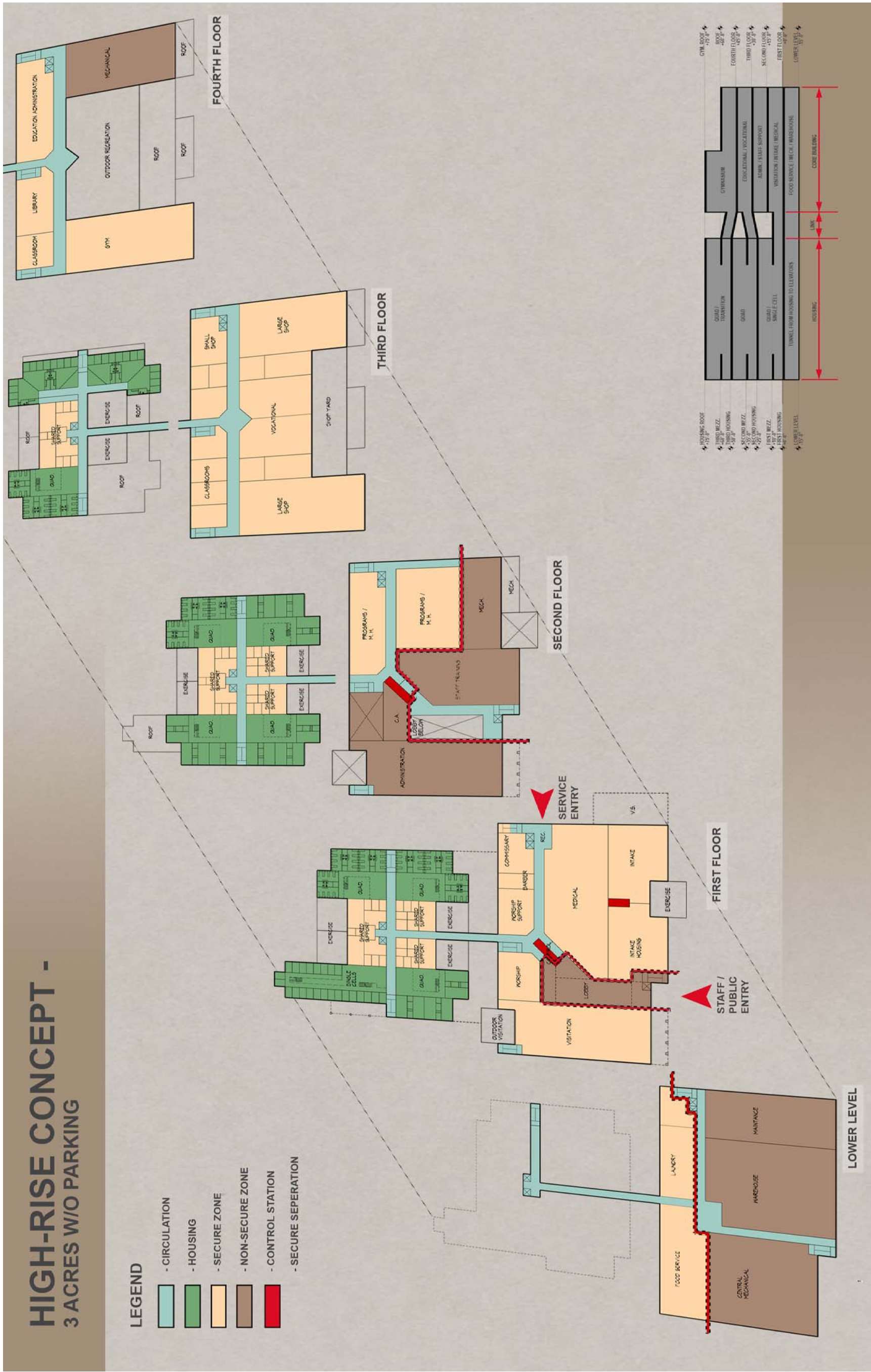




# MID-RISE CONCEPT - 8-12 ACRES INCLUDING PARKING (250 CARS)



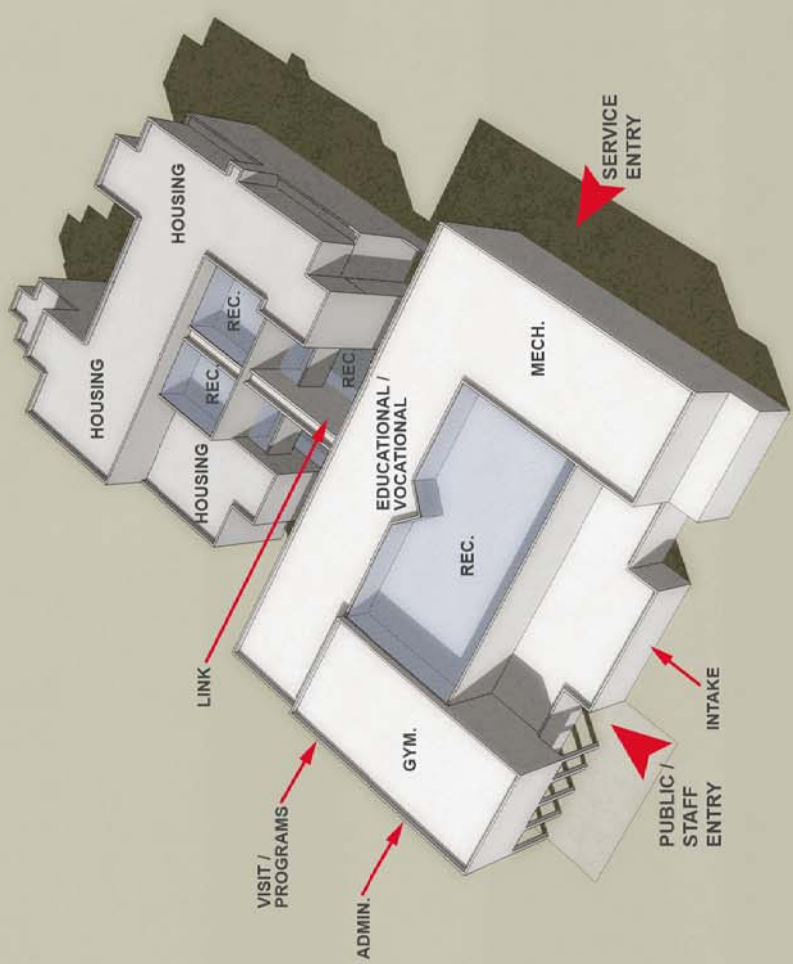
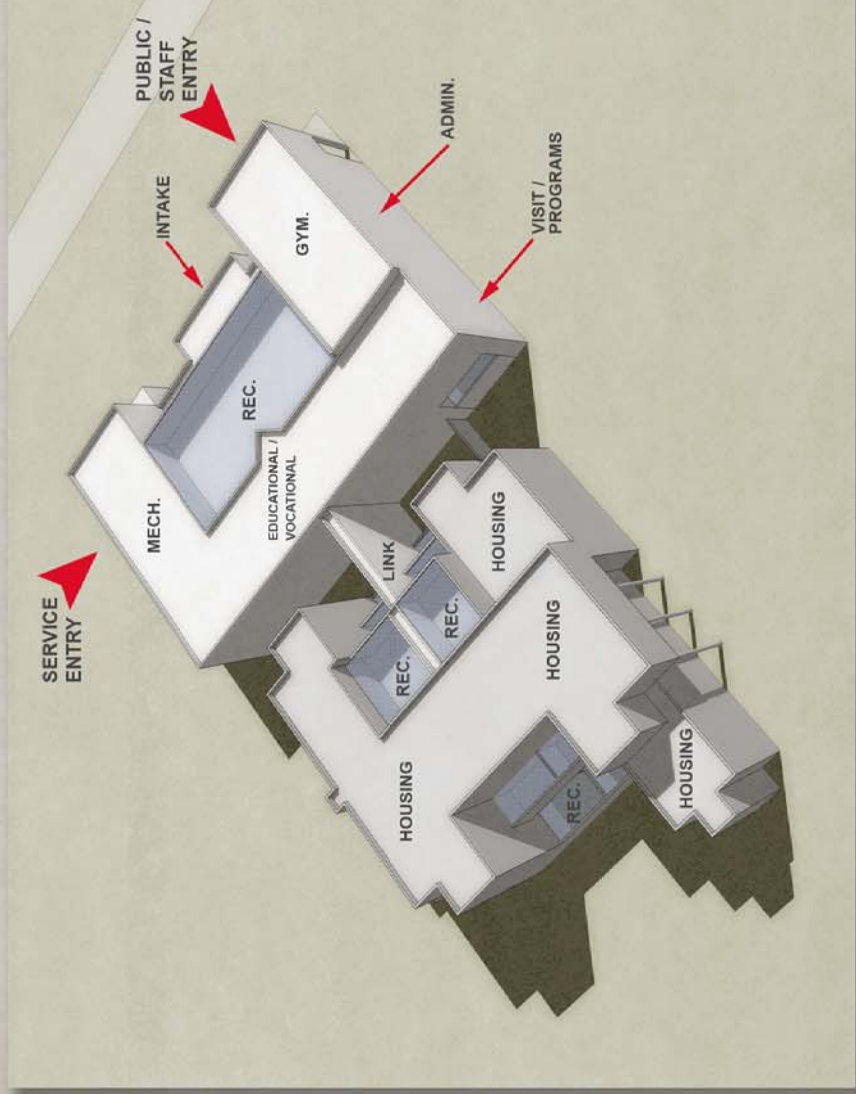




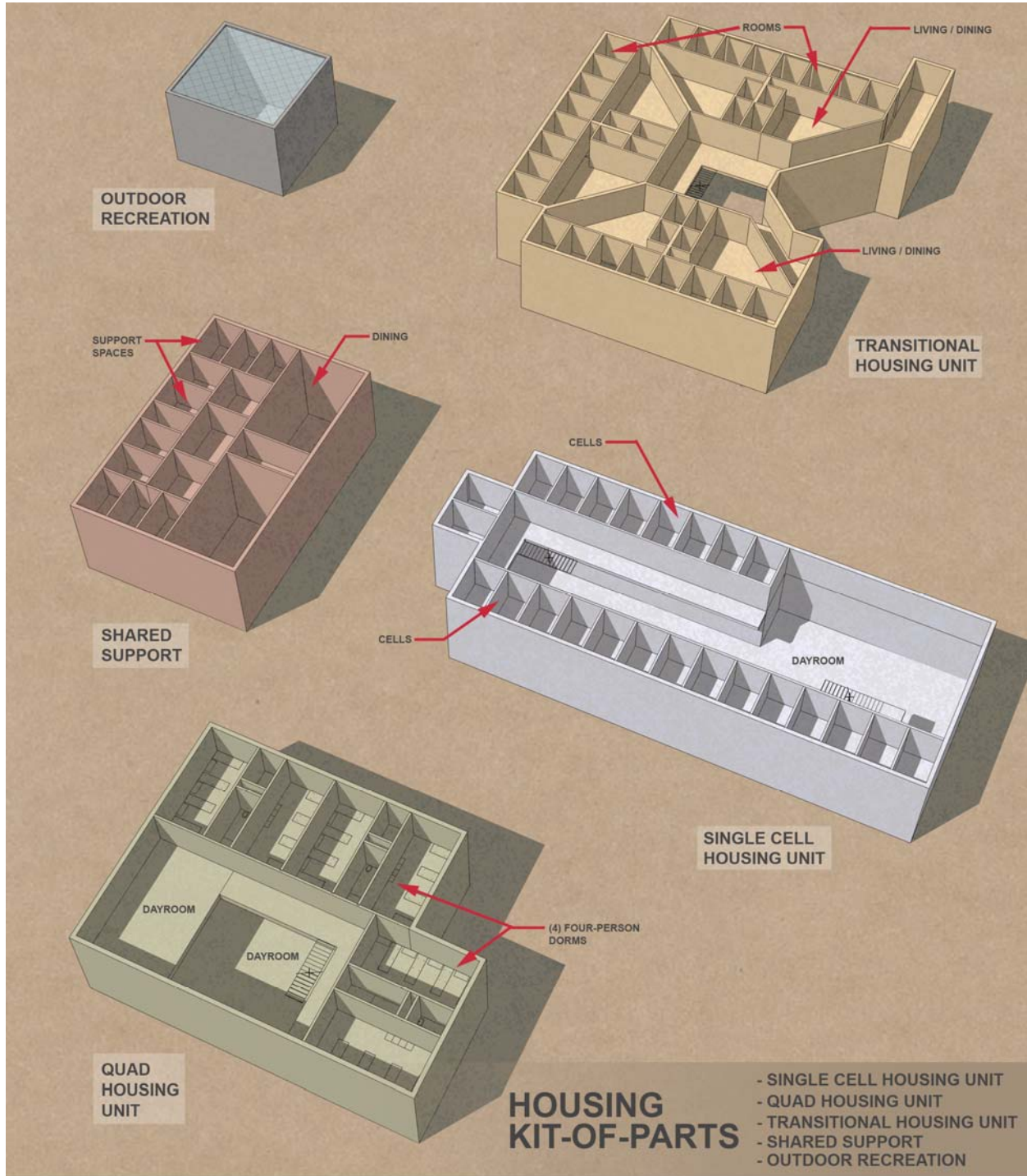




# HIGH-RISE CONCEPT - 3 ACRES W/O PARKING

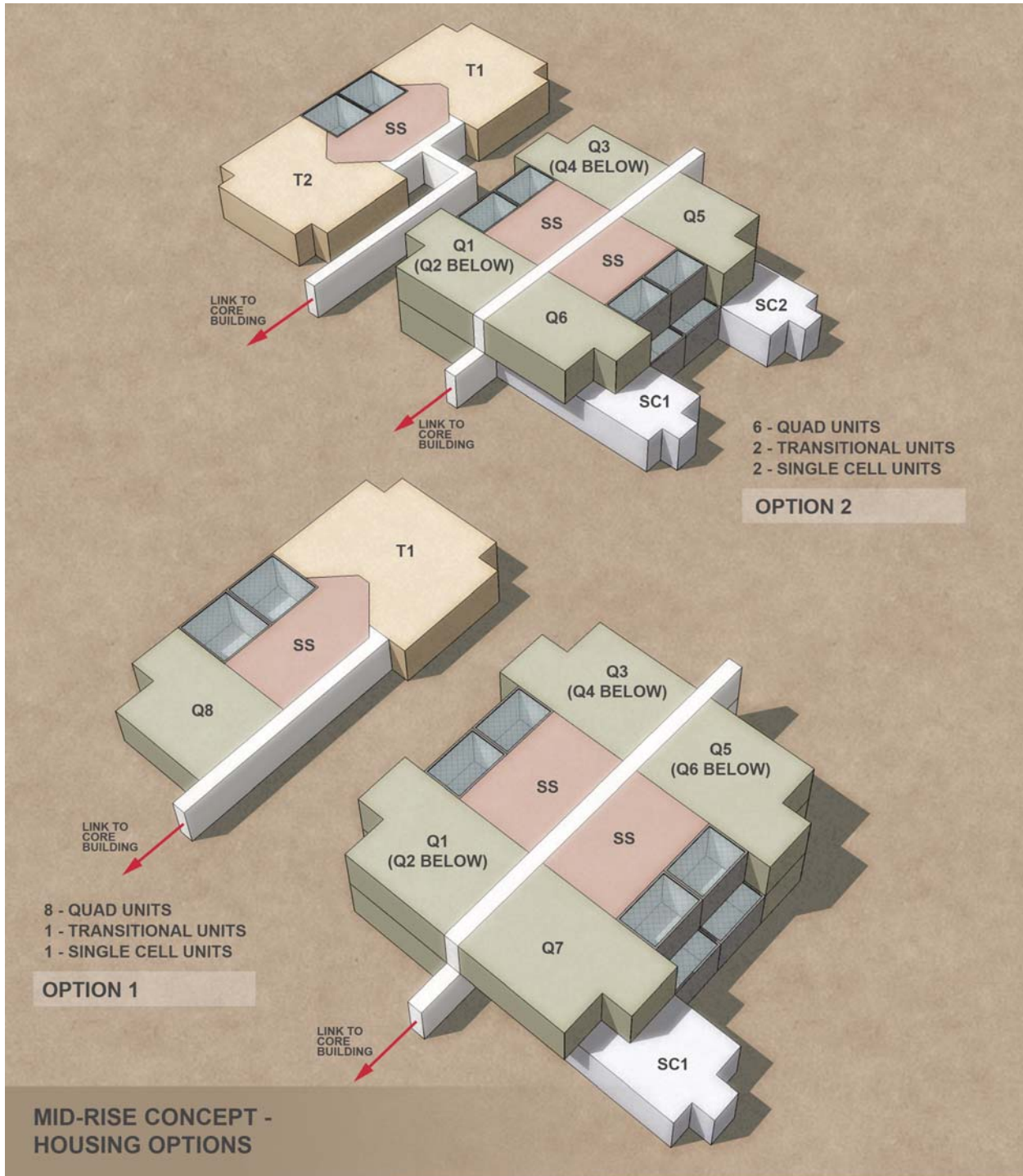


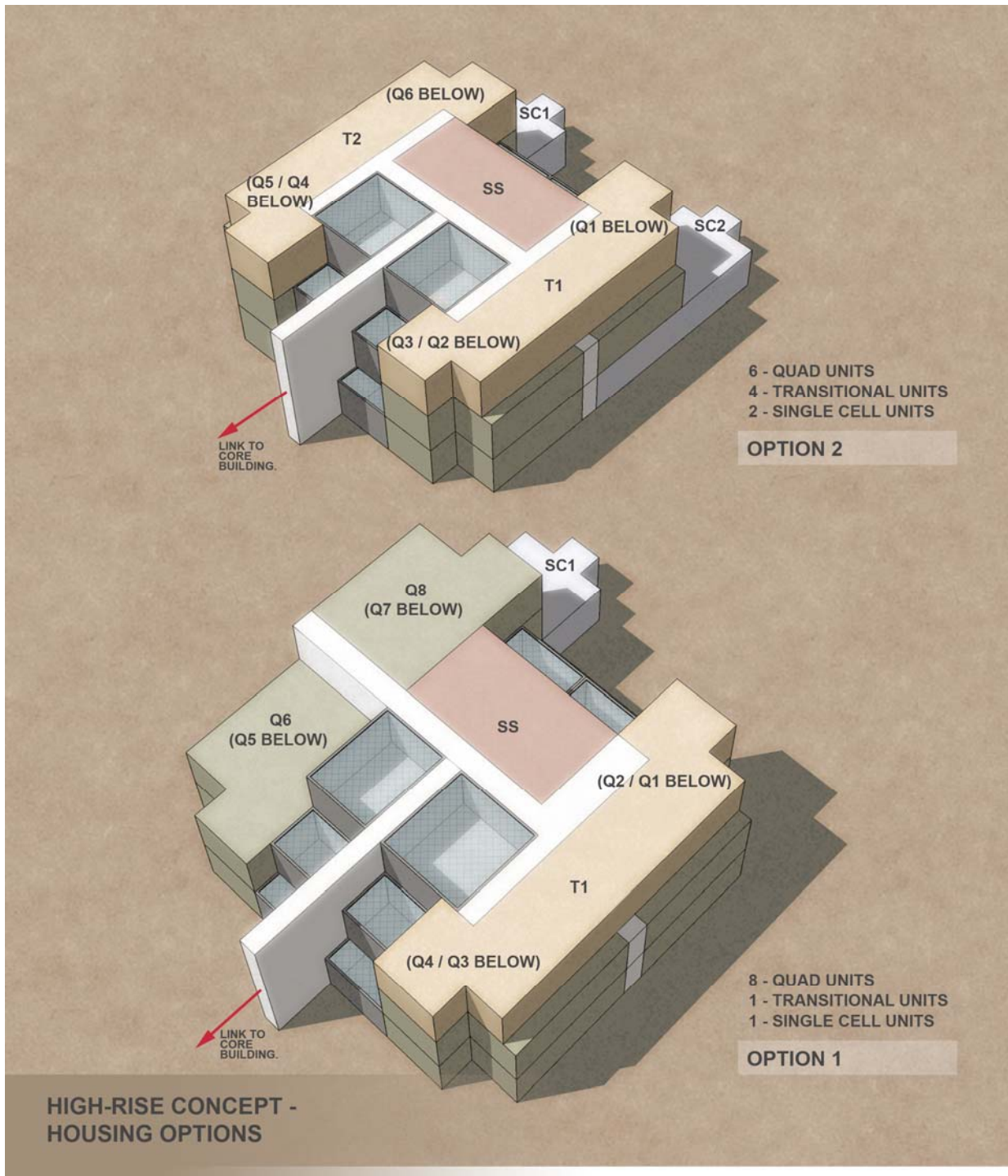












The Role of Prisons In Rural Development:  
Do They Contribute to Local Economies?

Deborah M. Tootle, Ph.D.  
April 2004  
SP 2004-0\_\_

# The Role of Prisons In Rural Development: Do They Contribute to Local Economies?

## Abstract

For the past two decades, distressed rural communities throughout the United States have been turning to prisons as a rural development strategy. In many cases, communities have competed fiercely for correctional facilities and have provided costly incentives in the way of tax abatements and infrastructure development. As financially strapped local governments are finding it difficult to fund local infrastructure (physical, fiscal and social), rural stakeholders question the role prisons play in stimulating local economic development. A review of the research suggests that earlier studies assumed or projected economic development but that more recent work focuses on specific economic impacts. Researchers approached the problem from both case study and data driven research designs. Both techniques are producing similar conclusions. Prisons generally appear to have a negligible, or perhaps negative, impact on economic development in rural communities.

## Introduction

Rural communities throughout the United States are struggling to provide economic opportunities for their residents. In today's new economy, traditional agricultural enterprises and industrial recruitment can no longer be relied upon to bring jobs to rural areas. Once driven by agriculture and manufacturing, most rural economies in the United States now rely on low-wage, and frequently part-time, retail trade and services. Rural policy makers and community leaders are searching for viable economic alternatives and many are considering the development or attraction of new prison facilities. Prison construction in rural areas boomed in the mid to late 1980s and early to middle 1990s. Although there is little empirical evidence to support prison construction as a rural development strategy, proponents of rural prisons argue that prisons provide a significant number of steady, if not higher wage, jobs for rural communities.

Despite today's availability of information, policy makers and community leaders have limited access to useful information for making these critical community decisions. The literature on prisons in rural areas, like most of the literature on rural development strategies, tends to contribute little to the decision making process. Most of the rural stakeholders are unaware of the research literature on the impact of prisons on rural communities. Most of the rural stakeholders are also unaware that in addition to affecting employment and income patterns, the location of a prison in a rural community is likely to affect population distribution, economic infrastructure and quality of life in that community.

## Research Literature: A Failure to Inform

The reason that most of the existing research literature on prison development does not make it into the policy arena is that it is frequently difficult to interpret, evaluate and compare. This is due to several reasons.

First, the research is developed and written for different audiences.

- Some of it is journalistic and intended for lay audiences. This work tends to be easy to interpret and read but depending on the journalist's understanding of the topic, may suffer from a lack of accuracy.
- Some of the research consists of commissioned reports. It is written specifically for the organization that commissioned it. This work is easy to read and interpret, but the tradeoff for an easy read is often oversimplification. Furthermore, commissioned reports are generally conducted very quickly and may sacrifice good scientific technique for turn around time.
- Other pieces are written for the industry, *by* people who work in the industry and *for* people who work in the industry. This work is still generally easy to interpret, but it is written from an insider's point of view and may contain inadvertent bias.
- Another source of research on the impacts of prisons comes from the universities and colleges. This work is generally more accurate and unbiased, but it is written for professional audiences. It is very difficult for most stakeholders to interpret.

Second, the research has also employed a wide array of research techniques, or methodologies. Some of the work is based on qualitative techniques and some is based on quantitative techniques. Simply put, qualitative analysis refers to nonstatistical analysis. Qualitative research is based on direct observations. Much of it is conducted as community case studies, which are in-depth studies (that usually take place over time) of a few communities. Quantitative work is generally based on a large number of cases (communities) and consists of statistical analysis and tests of significance (Bailey 1982).

Neither of these techniques is superior to the other. Both types of research techniques are important tools to help the researcher understand the role that prisons play in rural development. Typically, qualitative work provides an in-depth and rich understanding of social processes. However, it is difficult to generalize, or apply the findings, of case studies to other communities. Quantitative work provides a more superficial understanding of relationships between different conditions and events. Findings from quantitative research are generally easier to apply (more generalizable) to other situations.

Third, some of the research is applied and some of it is pure, basic or theoretical research. In the social sciences, applied research is intended to address or solve pressing social problems. As such, it is generally easy to read and interpret. However, applied research, especially when it is sponsored by an external source, may contain unintentional bias. According to Bailey (1982), given the nature of social problems, applied research often entails large scale studies in which the data are difficult to collect. Consequently, most applied work depends on funding from external sources, typically government sources or



those agencies (such as the prison industry) that are mandated to address specific social problems. Stakeholders need to be aware that sponsors generally have a vested interest in the research for which they provide funding.

Pure or theoretical research, on the other hand, is concerned more with testing hypotheses and abstract concepts than addressing social problems. Because theoretical research is not conducted to address specific social issues, it is generally not written for lay audiences. It is difficult for most stakeholders to read, understand and apply. However, this research literature, critically reviewed by other academic researchers (peer review), is subject to carefully constructed research design and high levels of precision.

Fourth, all research contains some inherent design flaws or problems. Data collection is difficult, expensive and prone to problems that can affect the interpretation of the findings (see Bailey 1982, Campbell and Stanley 1963 and Spector 1981). An overview of the research on the impacts of prisons on rural development from the last two decades unearths a number of methodological problems and flaws in research design.

- *Response bias* is a problem generally related to surveys. It refers to errors caused when those who do not respond to the survey differ systematically from those who do. For example, if surveys on the impact of prisons on a community were sent to every household in a community and those who did not respond to this survey all lived in one residential area, these data would contain a response bias. The residents of this particular area may have had a different experience with prisons than those in the rest of the community.
- *Reliability* is a measurement issue. It refers to how consistently a concept is measured and is usually caused by poorly worded or ambiguous questions on questionnaires. Surveys that are not carefully constructed and tested before use are subject to problems with reliability. Reliability problems tend to occur when research is “quick and dirty”, a term that refers to work that is not as rigorous as it should be. Some commissioned and applied research falls into this category.
- *Validity* is also a measurement issue. Studies may lack validity when the instruments and tools used to collect data do not measure what they are supposed to measure. A good example of a problem with validity is when a researcher polls local residents about how prisons affect local economic development. Respondents may say that the economy has improved, but their responses generally reflect perceptions. The question measures perceptions of economic conditions, not actual economic conditions.
- *Control* is the ability to hold some conditions constant so the researcher can observe the differences between two or more groups. Some form of control is necessary to establish causality. In community level prison impact studies, researchers can establish control by also studying matched communities with and without prisons. In quantitative analyses, researchers use statistical controls.
- *Generalizability* refers to whether findings from the research can be applied to larger populations. Typically, generalizability is a problem associated with case studies.



There is no one good research methodology. Some research designs produce better information under different conditions. The bottom line is that without some understanding of research methodology, it is very difficult for anyone to know what constitutes good and poor research or how the findings from research should be interpreted and used. Unfortunately, many reports fail to include a detailed discussion of the methodology used and/or the limitations of the methodology, making evaluation of the research even more difficult.

Consequently, this review of the literature will serve two purposes. Its first purpose is to provide policy makers and other rural stakeholders information about the existing research findings on rural prisons and rural development. This will entail wading through the methodological issues and summarizing the findings in a useful and understandable format. Its second purpose is to provide a point of departure for further research on the socioeconomic role that rural prisons may play in rural communities. Although the report will acknowledge a wide array of the existing literature, it will highlight the findings of the research that is methodologically rigorous.

## **The Role of Prisons in Rural Development**

### *Why Prisons?*

Why did rural communities turn to the siting and operation of prisons as a rural development strategy? Two trends in particular stimulated the emergence of prisons as a rural development strategy in the 1980s. The first was the restructuring of the rural economy, driven by dramatic changes in the structure of agriculture and the loss of manufacturing jobs in rural areas (Deavers and Hoppe 1992, Fitchen 1991). These losses were particularly severe in the Southern rural United States. The second was the shift to stricter sentencing policies and the subsequent increase in numbers of prisoners and the expansion of the prison industry (Farrigan and Glasmeier 2003, Hooks, et al., 2004, McShane, Williams and Wagoner 1992).

These trends, initially reported by Calvin Beale (1993, 1996), the senior demographer with the U.S. Department of Agriculture Economic Research Service in 1993, coupled with the regional politics of rural economies losing strong sectors of the economy (Markusen, 1989), and a history of industrial recruitment, persisted into the late the 1990s (Farrigan and Glasmeier 2003). Economic development, whether it is urban or rural, has always been a political process. However, the nature of that process changes over time and varies as economies boom and decline. Markusen reports that regional economies losing or facing the decline of strong sectors of the economy, such as agriculture and manufacturing, often begin to depend on external sources (such as the federal government) and strategies (such as industrial recruitment) to address these problems.

The role of political power in the development of American communities has long been recognized by social scientists. Historians document the process as far back as the eighteenth and nineteenth centuries. According to Logan and Molotch (1987) communities with an active “growth machine” (coalitions of growth oriented elites) competed for prisons and other government installations to stimulate growth. Calvin

Beale (1996) and others (Hoyman 2002) corroborate, finding that many small and rural communities actively bid for prison development. Although new nonmetropolitan prisons are smaller than those built in metro areas, on average they support 226 full and part-time workers (Farrigan and Glasmeier 2003), which can be a relatively large number of jobs in a rural area. Nonetheless it is generally conceded that the impetus to bring in prisons into rural areas is based on need. Carlson (1995) acknowledges that prisons are the strategy of last resort for many rural communities (see also Hoyman 2002; Hoyman and Beloin 2002; Hoyman and Weinberg 2004). Prisons, regardless of the numbers of jobs they bring into communities are still considered LULUs (locally unwanted land use), NIMBYs (not in my backyard) and “inferior” public facilities in most places (Carlson, 1992; Cherry and Kuncce 2001; Hoyman 2002; Mattera and Khan 2001; Sechrest 1992; Shichor 1992; Turner and Thayer 2003).

It is not surprising that struggling rural communities turn to correctional facilities as a rural development strategy. Hoyman and her colleagues (Hoyman and Beloin, 2002; Hoyman and Weinberg, 2004) have presented papers on prisons and rural economic development at the annual meetings of regional political science associations. These papers focus on how political jurisdictions make decisions about pursuing prison construction and operation as rural development strategies. The Hoyman and Weinberg (2004) paper makes a strong case for prison siting as a rural development strategy akin to industrial recruitment. This is a really interesting point in light of the current research that shows industrial recruitment as a rural development strategy that is largely ineffective in today’s global economy (see Johnson, 2000).

#### *The Early Research: Social Concerns*

The early work on the impacts of prisons attempted to show that social concerns about prisons were largely unfounded. These studies focused largely on perceptions of the impacts of prisons on communities. Most were case studies and provided a richness of detail that is unavailable in larger scale studies. They were particularly good for helping researchers develop an understanding of social interactions and processes associated with the siting of correctional facilities. However, because it is very difficult to apply the findings of a case study to larger populations, their usefulness for determining the role of prisons in rural development is limited.

David Shichor (1992), for example, reviews arguments for and against prison development in small communities. Arguments for prisons are based on the perceived economic benefits to small communities (a large number of jobs creating wealth which primarily stays in the communities). Opposition to prison siting, on the other hand, is embedded in fears of negative social impacts on communities (i.e., increased crime rates, resettlement of prisoners’ families and released prisoners into the community, decline of property values). Shichor acknowledges that community reactions to prison siting are based on objective and subjective factors. He concludes that the economic evidence is objective and that the fears of negative social consequences are subjective and of little relevance. In a similar fashion, Sechrest (1992), dismisses social concerns as unfounded. Sechrest stated that the economic impact of a rural prison could be significant to a community.

Both Shichor and Sechrest based their conclusions on economic impact data provided by the California Department of Corrections, a study commissioned by the National Institute of Corrections (Abrams and Lyons 1987) and other uncritically reviewed studies (Hawes1985). Much of it is not peer reviewed. Most of these studies were methodologically flawed. The frequently cited Abrams and Lyons study, for example, was based on findings from comparisons of target (with a prison facility) and control (without a prison facility) areas surrounding prison facilities. The target area consisted of a residential area within three miles of the facility while the control area consisted of a residential area located more than three miles from the facility, in the same county. The study focused on the impacts of prison facilities on a number of objective and subjective measures such as property values, crime rates and public safety. Findings of no differences were interpreted as the prison facilities having no impact on the communities. The study found few differences, hardly an unexpected finding. The argument that the impacts of a prison are limited to a three mile radius is implausible. Equally implausible is the argument that communities within the same county are economically and socially independent of one another. The Abrams and Lyons study, like the Hawes (1985) study on impacts of prisons on local crime rates and property values, was based on a small number of cases, matched across only a few dimensions, and not likely to be applicable to other communities.

Another study with somewhat similar findings is the frequently cited Carlson (1992) piece that builds on some of the findings of the Abrams and Lyons study. Carlson claims that “prisons provide considerable economic benefits to their host communities and surrounding areas through direct employment, local purchasing and inmate labor... negative consequences .....are unlikely” (p. 57). Carlson bases her conclusions on the findings from a case study of a small, undiversified community in Washington State. The Clallum Bay Corrections Center opened shortly after a large timber mill closed. This mill had previously dominated the local economy. Carlson concludes that the Corrections Center rescued the community, but that some of the social or subjective impacts (increased crime rate, concerns about public safety and home security, community and prison relationships) have been negative. A major problem with this study is that there is no control case and without it, there is no way to determine whether the economic effects that Carlson reports can be attributed to the introduction of the prison facility.

Carlson’s work is interesting as she identifies and describes some of the social interactions and community conflict concerning the siting of a prison in a depressed community. Carlson concludes that the opening of the Clallum Bay Corrections Facility had a positive economic impact, despite the fact that she also notes that residents were disappointed with the employment opportunities available at the new facility.

“Few met the qualifications for jobs constructing the facility, and then the delay in full operation reduced the number needed for its initial work force. With many of those hired for the interim operation transfers from a temporarily closed minimum security facility within commuting distance, hopes for new residents also went unfilled.” (p. 62).

These findings of Carlson's are consistent with more recent work on the impacts of prison development on local employment (Beale 1996; Besser and Hanson 2003; Ferrigan and Glasmeier 2003, Hooks, et al., 2004). However, few of the findings concerning economic impacts are consistent with or supported by the more recent longitudinal and methodologically rigorous studies (Ferrigan and Glasmeier 2003; Hooks, et al., 2004; King, Mauer and Huling 2003).

McShane, Williams and Wagoner (1992) critique most of this earlier research on the basis of poor research design. They are concerned about the impacts of this research on public policy.

“A number of studies have been used to influence both public opinion and official policy. Unfortunately, consumers have accepted findings from projects with serious methodological weaknesses. In many studies, the results are misleading and the limitations of the data are improperly explained.”

This literature, although it suffers from some research design problems, contributes to our understanding of the impacts of locating correctional facilities in rural areas because it acknowledges social, as well as economic, issues. McShane, Williams and Wagoner recommended that future prison impact studies include single and multi-site time series methodologies. However, in their methodological review they fail to note one particularly interesting point. As a whole, these studies, concerned primarily with the social consequences of prison siting, *assume* that prisons contribute to rural development, just as people tend to assume that industrial recruitment contributes to rural development. This unquestioned assumption of the role of prisons in stimulating rural development helps to explain why communities pursue correctional facilities.

#### *What Do Prisons Contribute to Rural Development?*

Communities turn to industrial recruiting and other economic development strategies to provide new economic opportunities, generally in terms of jobs and income, for local residents. Communities also hope to improve their local tax base and provide revenues for public services. Communities compete fiercely for outside resources, often providing incentives in the way of tax abatements and infrastructure development. The government expenditures associated with providing these inducements can be high (Barkley, Henry and Warner 2002). Until recently, most rural stakeholders did not question whether industrial recruitment or similar strategies were effective in stimulating rural development. Researchers and rural stakeholders alike began to accept the fact that today's economy doesn't look like economy of a few decades ago when industrial recruitment was the rural development strategy of choice (Beaulieu, 2002). They question what rural prisons actually contribute to rural economies. Today, communities that offer these incentives must compare the costs and benefits of recruiting new industry and services.

Fueling Public Policy: Applied Research. Applied research is frequently conducted by academically trained consultants and academicians. It is generally more accessible to

policy makers and rural stakeholders. However, it is not always conducted as carefully as other academic research. The following illustrates some of the problems typical of much the research that provides basis for public policy.

The Berlin Prison study (Gottschneider 2002), for example, is a recent study concluding that prison development could have a significant economic impact on a small community while exerting few negative social impacts. Gottschneider reviewed six published reports in this report, none of which were peer reviewed. With only one exception (a 1990 review of the research by Katherine Carlson) the reports were compiled or commissioned by some correctional facility agency. None of the reports were critical and their findings were accepted at face value. Several of these reports were reviewed in the previous section of this review. Gottschneider concludes from these reports that the economic impacts of prisons are generally positive.

The second part of this report includes largely anecdotal findings from telephone interviews with local leaders in communities where prison facilities are located. The author includes a copy of the interview in the report, but he does not discuss the selection criteria used for his respondents or the implications of using an unscientifically generated sample of the local population. In the third part of the study, Gottschneider estimates the potential economic impact on the Berlin area from limited data supplied by the Federal Bureau of Prisons. However, these projections are based on largely tentative assumptions. This study is fairly typical of a large number of the reports that inform public policy. It was quickly assembled, subject to sampling bias, reliability problems, and generalizability issues. Gottschneider derives conclusions that cannot be supported by the data he provides and does not discuss the limitations of either the methodology or the data.

Another typical unpublished report on the potential impact of rural prison development on local economic conditions is that written by Newman and Terrel in 2001 for the Louisiana Department of Corrections. This report focused on the potential economic impacts of a juvenile correctional facility in north Louisiana. The authors concluded that the operating costs of the facilities in question represent “newly injected funds into each parish and as such generate new jobs, income and tax revenue that would otherwise not materialize” (p.1).

The authors of this study carefully describe their data and discuss their methodology. They use input/output tables (I/O models) , a tool for understanding the contributions of different industries to the regional economy, constructed for the region by the Bureau of Economic Analyses. I/O models are used to estimate the potential job, sales and household income impacts of operating these correctional facilities.

Although economic multiplier and impact analyses like these are attractive models for estimating the number of jobs and level of income created by different forms of economic activities, these analyses are generally not suited for community level impact analyses. In general, the models are designed for regional rather than local level analyses. In regional job markets, payroll impacts are dispersed throughout the region. This leakage

means that the money doesn't stay within the community. Consequently, the multiplier effect (i.e., the number of times that money turns over in the community) is low. In sparsely populated areas with limited economic activities these models tend to exaggerate and even distort the impacts of economic activities. The only way to correct for this type of distortion is for the researcher to conduct additional ground work and data collection within the communities to make sure the assumptions are specifically tailored to the communities in question. For most researchers, time and funding restraints prevent this type of additional work (Hughes, 2003; Fannin, 2004).

Better Information, Less Visibility: Academic Research: Papers presented at academic meetings are generally a more accurate source of information than unpublished reports. Although these papers are not formally peer reviewed (critically reviewed by colleagues) at the time they are presented to peers, the authors know they will be subject to public critique from their colleagues. Papers presented at academic meetings are often preliminary or investigative and provide a baseline for more exacting work to be performed later. Like the papers presented at academic meetings, papers published in academic journals can be good sources of information about how prisons affect local rural economies. Published papers are thoroughly reviewed for methodological rigor before they can be published. Many are revised several times before they are published. However, academic meeting papers and publications in academic journals are more difficult to interpret and understand than reports from applied research. Subsequently, they are less likely than applied work to come to the attention of policy makers.

Meeting papers by Hoyman and her colleagues address some of the reasons for the siting of correctional facilities in rural areas. Although these papers provide a good review of some of the prison development literature and show a strong correlation between economic distress and prison siting, they provide little empirical evidence of an actual economic impact of prisons on rural development. Most of their evidence of economic impact is derived from other sources. They confine their analyses to data from North Carolina. As a consequence, these findings may not be applicable to other locations in the South.

Another recent meeting paper (Turner and Thayer, 2003) focuses on the concept of prisons as a rural development strategy of last resort (see Carlson, 1995). Turner and Thayer conclude from a review of the existing literature that prisons may have a modest short term impact on rural development but that long term impacts are unclear. This literature review is thorough, but like most, uncritical. The authors cite findings without an assessment of the methodology or data analyses used to derive these findings. In an effort to understand why policy makers turn to prison development, they survey officials in New York about their *perceptions* of economic conditions, alternatives to rural prisons, and changes in economic conditions. However, the authors report an extremely low (20 percent) response rate and how non-respondents may differ in their opinions from the respondents is a serious issue in this study.

The Besser and Hanson (2003) paper (presented at an academic meeting but in peer review with an academic journal), on the other hand, provided a good, critical review of

the literature on prison impacts in rural towns. From their literature review, Besser and Hanson conclude that “prisons appear to provide few benefits to small town economies” (p. 10). Concerned with the findings from the available literature, Besser and Hanson constructed a data set that included all small towns with state prisons in 1990 and 2000 and compared economic and demographic data in these towns to similar towns without prisons.

This study found that small towns without new prisons performed (economically) better than those communities with prisons. Small towns without prisons experienced greater job growth and increases in average household wages, numbers of businesses, retail sales, number of housing units and median value of housing units. Moreover, prison towns tended to lose population, especially in the South. They conclude that prisons provide dubious strategies for rural development, particularly because prisons do not have extensive economic linkages within small communities. Other industries (manufacturing for example) tend to generate clusters of linked industries. Prisons for the most part, do not. Furthermore, most small communities cannot supply prisons with all of their consumer needs. Without connections to local suppliers, correctional facilities do not contribute to the local economy in the way that other industries might.

The Besser and Hanson findings are based on a relatively straightforward and simple methodology, a comparison of average change in social and economic conditions for small towns with and without prisons. It is difficult to tell from the analyses whether the communities with prisons were more distressed than others. Nonetheless, these findings, focusing on change over time, set the stage for more methodologically sophisticated analyses. These findings are also echoed in the studies using more sophisticated multivariate analyses.

In one of these studies, King, Mauer and Huling (2003) examine the impacts of prison siting on unemployment and per capita income in 14 nonmetropolitan counties in New York State. Seven of these counties had opened a new prison since 1982. The remaining seven held no correctional facilities. This article reports both an easily understood trend analysis and a more complex multivariate technique (fixed effects regression with an interrupted time series design) to control for unobserved effects of time and place. The authors found no significant differences in unemployment and per capita income in the counties with and without prisons. Because these analyses were confined to a relatively small number of counties in New York, they may not be applicable to other states. Nonetheless, findings from this study, methodologically sound and rigorous, should make policy makers question the validity of using prisons as a rural development strategy.

In another of these studies (Farrigan and Glasmeier 2003), the investigators focus on the economic development impacts of what they call the prison development boom in persistently poor places. They agree with Besser and Hanson (2003) that the existing literature on prison impacts is at best, inconclusive. Farrigan and Glasmeier compare the economic impacts of prisons constructed in rural places between 1985 and 1995 on several indicators of economic health. This study provides a good, critical review of the literature. In their discussion, they point out that prisons do not typically have much

impact on local economies because the jobs they provide to the local population are clerical and service positions that generally pay low wages. Typically, the higher skill and higher paying jobs are filled by skilled workers who have been in the prison system and have seniority. These skilled workers usually commute or in-migrate from outside of the immediate community. Moreover, the prison population itself provides a large, available labor pool for low skill jobs (see Fitchen 1991).

Farrigan and Glasmeier provide an extensive discussion of the methodology and data they use. However, this paper is extremely technical and difficult to read. To a large extent, Farrigan and Glasmeier respond to the critiques of the prison development literature first articulated by McShane, Williams and Waggoner (1992). Farrigan and Glasmeier use quasi-experimental control group methodology (Campbell and Stanley 1963) to compensate for the problems encountered in standard impact analyses and to develop more realistic measurements of effects. Like Besser and Hanson, they find that prisons have very little impact on the economy of counties and that they do not promote economic diversity. They did find, however, some evidence that prisons may reduce poverty in persistently poor counties where the rate of poverty is between 20 and 30 percent. They do not find this effect in counties where the poverty rate exceeds 30 percent, a finding that suggests that prisons are effective only in those cases where local economic conditions make it easier to lift some of the poverty population above the poverty line. The authors stress that local area socioeconomic conditions are major determinants of the contributions of prisons to the local economy; prisons are not likely to have positive impacts in economically distressed communities. The Farrigan and Glasmeier article, like the Besser and Hansen article, is not yet published in a peer reviewed journal.

One of the more recent papers on the impacts of prisons on the economy to have been published (Hooks, et al., 2004), also concludes that prison construction does not generally benefit local communities. In fact, their comprehensive, longitudinal data analyses indicate that prison construction has actually impeded growth in some rural counties in the United States. Like the two papers discussed previously, this paper provides a substantial, critical discussion of existing literature and the public policy debate over the role of prisons in rural development. Although this paper is not as technical as the Farrigan and Glasmeier (2003) article, it is written for an academic audience and more theoretical than applied. Nonetheless, the findings are very relevant to a general discussion of the economic impacts of rural prisons.

The analyses reveal some interesting findings. In urban counties, prisons appeared to have an impact on economic growth (defined in terms of employment growth) prior to the 1990s. However, these effects disappeared after 1989 and at least until 1994, prisons were negatively related to employment growth in urban areas. In rapidly or moderately growing rural areas, prisons had no impact on employment growth. In slowly growing rural counties, prisons were associated with negative employment growth. The authors could find no evidence that prisons lowered unemployment, raised median family income or earnings.



Hooks and colleagues believe the most plausible explanation for their findings are that prison construction and operation tend to crowd out alternative economic activities, stifling economic diversity. This explanation is consistent with what Huling (2002) has written. Communities are competing for prisons and local governments are assuming the burden for supplying the infrastructure for operating the facilities. Limited infrastructure is channeled and adapted to prison operations and financially strapped local governments have few dollars to expend in other economic development projects (Mattera and Khan 2001, Hooks, et al., 2004). In the long run, the process of diverting capital and other resources to prison development and operation will reduce existing economic diversity within the community.

### **Discussion: Implications for the Rural South**

The rural South is struggling. There is no question about that. In a recent publication by the Southern Rural Development Center, Lionel Beaulieu writes “It’s not your daddy’s rural economy. The economic complexion of today’s non-metro areas looks dramatically different from the pattern just three or four decades ago (2002:1)”. Those rural development strategies that worked three or four decades ago, such as industrial recruitment, don’t work in today’s global economy.

Prison siting is a strategy that looks very much like industrial recruitment. In some places, it is a very competitive process and the costs to communities can be very high. (Cherry and Kunce 2001; Hoyman 2002, Huling 2002). These authors describe competitive bidding wars among communities wanting to host prisons. Communities frequently must donate land, provide financial assistance, build or expand sewer and water systems, provide housing subsidies and in the case of private prisons, sometimes provide property and tax abatements. Rural counties and local governments throughout the United States struggle to raise operating revenues and in today’s economic climate they are challenged to provide even basic infrastructure and services to residents, much less enter the bidding wars for correctional facilities.

Furthermore, according to Huling (2002) and others (see Fitchen, 1991) correctional facilities jobs do not always benefit local workers. Most rural workers do not have the education and experience required for the higher paying managerial and correctional officer jobs. The lower human capital found in the South presents significant barriers to the ability of prisons to provide jobs to local workers. Job markets for correctional officers and higher paid prison workers tend to be regional. Because of seniority and union rules, the better jobs are frequently awarded to veteran correctional facility personnel who may commute long distances. In some locations, prison workers actually displace workers at low-wage jobs. This again, is a serious problem in the rural South, where so many jobs pay very low wages.

According to David Barkley and his coauthors Mark Henry and Mellie Warner (2002), the economic impact of industrial development on a community is determined to a large extent by the pool of labor available to new businesses. If workers come from the local supply of unemployed workers, the new business adds little to the costs of public services

and local tax revenues increase. However, when workers come in from outside of the community, either as commuters or in-migrants, local costs may increase due to the need to provide additional infrastructure, goods and services. The increase in local costs is generally insignificant for commuters, but housing and new services for new residents can be substantial.

A critical review of the literature on using correctional facilities as a rural development strategy provides little convincing evidence that prisons are an effective strategy. Nearly all of the studies indicated that prisons were a strategy of last choice. The desire for hosting correctional facilities clearly emerges from economic distress. At best, prison siting is a short-sighted rural development strategy. The costs to local government and workers are often hidden under promises that will fail to materialize. Policy makers and rural stakeholders are drawn to the idea of correctional facility recruitment, much like they are drawn to industrial recruitment, largely because they are not aware of the more promising alternatives.

The Southern Rural Development Center has identified alternatives to recruitment, whether it is for a manufacturing plant or a correctional facility. They advocate that sustainable communities build from within rather than trying to recruit the critical resources and opportunities they need for rural development. Beaulieu (2002) argues that creating and sustaining a vibrant rural economy depends on the extent to which rural communities (1) develop their human capital resources, (2) encourage and support entrepreneurship such that they build on existing resources, (3) build and enhance the electronic infrastructure in rural areas, and (4) promote civic engagement and wide spread involvement of residents in local concerns. These alternatives are embedded in the knowledge that all communities have unique resources upon which they can build. Identification and development of community assets is both a critical means for building community capacity and a major step in the process of rebuilding troubled communities.

### **Where Do We Go From Here?**

It is clear from this review that (a) some of the best work on the impacts of prisons on rural economies is not accessible to stakeholders and policy makers and (b) that we need a better understanding of how correctional facilities affect local economies. The first point is a conclusion drawn from the fact that much of the methodologically rigorous work on the role of prisons in rural development is virtually unreadable unless you are an academician. Although it is easy to lay this problem at the feet of academicians, the solution is not that easy. Although a large number of social scientists is interested in policy relevant research, most have neither the expertise to write for policy makers nor the opportunities to conduct applied research. Fortunately, a number of professional organizations are starting to provide training in conducting and writing policy relevant work. Many social scientists would appreciate the opportunities to work with policy makers. However, doing so will require more dialogue between policy makers, other stakeholders and academicians.

The second point focuses more specifically on the research but is closely related to the first. Researchers need information from policy makers and rural stakeholders to help them identify and address the issues more clearly. Only then can researchers understand what issues are important and how social, political and economic processes take place in rural communities. In general, investigators need to combine the strengths of qualitative and quantitative work in this research and develop a comprehensive framework for a socioeconomic impact assessment of the long term impacts of correctional facility for specific locations. Most of the existing research focuses narrowly on jobs and other unidimensional aspects of rural development. A meaningful socioeconomic impact assessment would include impacts on infrastructure, local culture, social systems, political/legal systems, economic conditions and individual residents (Gramling and Freudenburg 1992). It would be longitudinal in design (i.e., take place over a period of time) and take into account spatial (locational) differences.

## REFERENCES

- Abrams, Kathleen S. and William Lyons. 1988. *Impacts of Correctional Facilities on Land Values and Public Safety*. North Miami: FAU-FIU Joint Center for Environmental and Urban Problems, Florida International University.
- Bailey, Kenneth D. 1982. *Methods of Social Research*. New York: The Free Press.
- Barkley, David L., Mark S. Henry and Mellie Warner. 2002. "The Community-Level Impacts of Economic Development: The Role of Local Labor Market Adjustments." *The Rural South: Preparing for the Challenges of the 21<sup>st</sup> Century* No. 24.
- Beale, Calvin. 1993. "Prisons, Populations and Jobs in Nonmetro America." *Rural Development Perspectives* 8(3):16-19.
- Beale, Calvin. 1996. Rural Prisons: An Update. *Rural Development Perspectives* 11(2):25-27.
- Beaulieu, Lionel J. 2002. *Creating Vibrant Communities and Economies in Rural America*. Publication No. 225. Southern Rural Development Center. Mississippi State University.
- Besser, Terry L. and Hanson, Margaret M. 2003. "The Development of Last Resort: The Impact of State Prisons on Small Town Economics. Paper presented at the 2003 Annual Meetings of the Rural Sociological Society. July. Montreal, Canada.
- Campbell, Stanley D. 1963. *Experimental and Quasi-experimental Designs for Research*. Chicago: Rand McNally.
- Carlson, Katherine. 1991. "What Happens and What Counts: Resident Assessments of Prison Impacts on Their Communities". *Humboldt Journal of Social Relations* 17 (1&2): 211-237.
- Carlson, Katherine A. 1992. "Doing Good and Looking Bad: a Case Study of Prison Community Relations. *Crime and Delinquency* 38: 56-69.
- Carlson, Katherine. 1995. "Prisons and Rural Communities: Making the Most and Losing the Least From a Growth Industry". Pp 189-203 in J. Norman Reid and David Sears (eds.) *Rural Development Strategies*. Chicago: Nelson Hall Publishers.
- Cherry, Todd L. and Mitch Kunce. 2001. "Do Policy Makers Locate Prisons For Economic Development?" *Growth and Change* 32:533-547.

- Doyle, Z. 2002. "Does Crime Pay: The Pros and Cons of Rural Prisons." *Economic Development Digest*. July: 1-4
- Farrigan, Tracey L. and Amy K. Glasmeier. 2003. The Economic Impacts of the Prison Development Boom on Persistently Poor Rural Places. Unpublished manuscript.
- Fitchen, Janet. 1991. *Endangered Spaces, Enduring Places: Change, Identity and Survival in Rural America*. Boulder, Westview Press.
- Gramling, Robert and William R. Freudenburg. 1992. "Opportunity Threat, Development, and Adaptation: Toward a Comprehensive Framework for Social Impact Assessment." *Rural Sociology* 57(2): 216-234.
- Gottschneider, R. 2002. "Berlin Prison Study. Performed for the Androscoggin Valley Economic Recovery Corporation." RKG Associates, Inc.
- Hawes, Jerry A. 1985. "Cities With Prisons: Do They Have Higher or Lower Crime Rates?" A Special Report to Senator Robert Presley, Chair, Joint Committee on Prison Construction and Operations. Sacramento: California Senate Office of Research.
- Hooks, Gregory, Clayton Mosher, Thomas Rotolo, and Linda Lobao. 2004. "The Prison Industry: Carceral Expansion and Employment in U.S. Counties, 1969-1994." *Social Science Quarterly* 85(1): 37-57.
- Hoyman, Michele. 2002. "Prisons in North Carolina: Are They A Viable Strategy for Rural Communities?" *International Journal of Economic Development* 4(1): [http://www.spaef.com/IJED\\_PUB/index.html](http://www.spaef.com/IJED_PUB/index.html).
- Hoyman, Michele and Alison Beloin. 2002. "Economics of Rural Prison Settings: What Makes Counties Gallup Toward a NIMBY?" Paper presented at the 2002 Annual Meeting of the Midwest Political Science Association. April. Chicago, IL.
- Hoyman, Michele and Micah Weinburg. 2004. "Prisons and Rural Economic Development: Comparative Administrative Models." Paper presented the 2004 Annual Meeting of the Western Political Science Association. March. Portland, OR.
- Huling, Tracy. 2002. "Building a Prison Economy in Rural America." Pp.197-213 in Marc Mauer and Meda-Chesney Lind (eds) *Invisible Punishment: the Collateral Consequences of Mass Imprisonment*. New York: The New Press
- Hughes, David W. 2003. "Policy Uses of Economic Multiplier and Impact Analysis." *Choices: The Magazine of Food, Farm and Resource Issues* 2: 25-29.

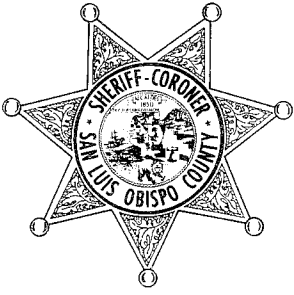
- Johnson, Thomas G. 2000. "The Rural Economy in a New Century." Pp. 7-20 in *Beyond Agriculture: New Policies for Rural America*. The Center for the Study of Rural America. Federal Reserve Bank of Kansas City.
- King, Ryan S., Marc Mauer and Tracy Huling. 2003. *Big Prisons, Small Towns: Prison Economics in Rural America*. The Sentencing Project. Washington, D.C.
- King, Ryan S., Marc Mauer and Tracy Huling. 2004. "An Analysis of the Economics of Prison Siting in Rural Communities." *Criminology and Public Policy* 3(3). In press.
- Markusen, Ann R. 1989. "Industrial Restructuring and Regional Politics". Pp. 115-148 in Robert A. Beauregard (ed.) *Economic Restructuring and Political Response*. Urban Affairs Annual Reviews 34.
- Mattera, Phil and Mafruza Khan, 2001. "Jail Breaks: Economic Development Subsidies Given to Private Prisons." Good Jobs First, Washington, D.C.
- Maxim, Paul and Darryl Plecas. 1983. "Prisons and Their Perceived Impact on the Local Community." *Social Indicators Research* 13:39-58.
- McShane, Marilyn, Frank P. Williams III, and Carl P. Waggoner. 1992. "Prison Impact Studies: Some Comments on Methodological Rigor." *Crime and Delinquency* 38(1):105-20.
- Newman, Robert J. and M. Dek Terrell. "Estimating the Costs and Economic Impacts of the Louisiana Juvenile Correctional Facilities: Madison and Lasalle Parishes." Division of Economic Development and Forecasting. Department of Economics. Louisiana State University.
- Sechrest, D. 1992. "Locating Prisons: Open Versus Closed Approaches to Siting." *Crime and Delinquency* 38:88-104.
- Shichor, David. 1992. "Myths and Realities of Prison Siting." *Crime and Delinquency* 38(1): 70-87.
- Spector, Paul E. 1981. "Research Designs." Sage University paper series on Quantitative Applications in the Social Sciences, 07-023. Beverly Hills and London: Sage Publications.
- Thies, J. 2000. "Prisons and Host Communities: Debunking the Myths and Building Community Relations." *Corrections Today*. 62(2): 136-139.
- Turner, Robert C. and David Thayer. 2003. "Are Prisons a Sound Economic Development Strategy for New York? The Views of Rural Policymakers." Paper

presented at the Annual Meeting of the Northeast Political Science Association.  
Philadelphia, PA. November.

**COUNTY OF SAN LUIS OBISPO BOARD OF SUPERVISORS  
AGENDA ITEM TRANSMITTAL**

(1) DEPARTMENT Sheriff Department		(2) MEETING DATE December 4, 2007		(3) CONTACT/PHONE Rob Reid, Chief Deputy, (805) 781- 4542 jg	
(4) SUBJECT Agreement of Cooperation between the County of San Luis Obispo and the California Department of Corrections and Rehabilitation (CDCR) regarding the siting of a CDCR reentry facility.					
(5) SUMMARY OF REQUEST Recent legislation (AB 900) the Public Safety and Offender Rehabilitation Services Act addresses severe inmate overcrowding at state prisons and local jails by funding new beds tied to rehabilitation and creating reentry facilities in local communities where inmates will be returning. This Agreement of Cooperation will provide our County with preference points in regards to competing for jail funding with other counties. Architectural drawings for a new women's county jail are more than 50% complete. The cost is estimated at over \$40 million. Based on need and participation with the state in siting reentry facilities, San Luis Obispo County could receive up to \$25 million in state funds to offset jail construction.  This Agreement of Cooperation is not intended to be legally binding or to impose legal or financial obligations on either party.					
(6) RECOMMENDED ACTION It is recommended that your Board approve the Agreement of Cooperation between the County of San Luis Obispo and the California Department of Corrections and Rehabilitation (CDCR) regarding the siting of a CDCR reentry facility.					
(7) FUNDING SOURCE(S) N/A		(8) CURRENT YEAR COST N/A		(9) ANNUAL COST N/A	
(10) BUDGETED? <input type="checkbox"/> No <input type="checkbox"/> Yes <input checked="" type="checkbox"/> N/A					
(11) OTHER AGENCY/ADVISORY GROUP INVOLVEMENT (LIST): Probation Department, General Services, Behavioral Health					
(12) WILL REQUEST REQUIRE ADDITIONAL STAFF? <input checked="" type="checkbox"/> No <input type="checkbox"/> Yes, How Many? _____ <input type="checkbox"/> Permanent _____ <input type="checkbox"/> Limited Term _____ <input type="checkbox"/> Contract _____ <input type="checkbox"/> Temporary Help _____					
(13) SUPERVISOR DISTRICT(S) <input type="checkbox"/> 1st, <input type="checkbox"/> 2nd, <input type="checkbox"/> 3rd, <input type="checkbox"/> 4th, <input type="checkbox"/> 5th, <input checked="" type="checkbox"/> All			(14) LOCATION MAP <input type="checkbox"/> Attached <input checked="" type="checkbox"/> N/A		(15) Maddy Act Appointments Signed-off by Clerk of the Board <input checked="" type="checkbox"/> N/A
(16) AGENDA PLACEMENT <input checked="" type="checkbox"/> Consent <input type="checkbox"/> Hearing (Time Est. _____) <input type="checkbox"/> Presentation <input type="checkbox"/> Board Business (Time Est. _____)			(17) EXECUTED DOCUMENTS <input type="checkbox"/> Resolutions (Orig + 4 copies) <input checked="" type="checkbox"/> Contracts (Orig + 4 copies) <input type="checkbox"/> Ordinances (Orig + 4 copies) <input type="checkbox"/> N/A		
(18) NEED EXTRA EXECUTED COPIES? <input type="checkbox"/> Number: _____ <input type="checkbox"/> Attached <input checked="" type="checkbox"/> N/A			(19) BUDGET ADJUSTMENT REQUIRED? <input type="checkbox"/> Submitted <input type="checkbox"/> 4/5th's Vote Required <input checked="" type="checkbox"/> N/A		
(20) OUTLINE AGREEMENT REQUISITION NUMBER (OAR)			(21) W-9 <input checked="" type="checkbox"/> No <input type="checkbox"/> Yes		(22) Agenda Item History <input checked="" type="checkbox"/> N/A Dates
(23) ADMINISTRATIVE OFFICE REVIEW <p align="center"><i>Ok Leslie Bon 12-4-07</i></p>					





**Patrick Hedges**  
**Sheriff-Coroner**

P.O. Box 32  
San Luis Obispo, CA 93406

**San Luis Obispo County Sheriff's Department**

**Area Code:**  
**(805)**

Administration  
781-4540

Animal Services  
781-4400

Civil  
Enforcement  
781-5484

Crime  
Prevention  
781-4547

Custody  
781-4600

Detectives  
781-4500

Patrol  
781-4550

Coast Station  
528-6083

Dispatch  
781-4550

North Station  
237-3000

South Station  
473-7100

Watch  
Commander  
781-4553

Permits  
781-4575

Property  
781-4533

Records  
781-4140

Warrants  
781-4588

**TO: BOARD OF SUPERVISORS**

**FROM: PAT HEDGES, SHERIFF-CORONER**

**DATE: DECEMBER 4, 2007**

**SUBJECT: Agreement of Cooperation between the County of San Luis Obispo and the California Department of Corrections and Rehabilitation (CDCR) regarding the siting of a CDCR reentry facility.**

**RECOMMENDATION**

It is recommended that your Board approve the Agreement of Cooperation between the County of San Luis Obispo and the California Department of Corrections and Rehabilitation (CDCR) regarding the siting of a CDCR reentry facility.

**DISCUSSION**

Recent legislation (AB 900) the Public Safety and Offender Rehabilitation Services Act addresses severe inmate overcrowding at state prisons and local jails by funding new beds tied to rehabilitation and creating reentry facilities in local communities where inmates will be returning. There is a current need to increase the level of programs and services within the County and within state prisons including guidance, direction, training, housing, employment, intervention and preventative counseling, transportation and supervision to enable adult offenders to be successful in their reentry into the communities of the County.

**Local Jails**

AB 900 provides \$1.3 billion (\$750 million in Phase I and \$470 million in Phase II) to increase the number of beds in local county jails by approximately 13,000 to remediate overcrowding faced by counties across the state. Counties are required to match 25% of the \$1.2 billion. Counties that assist the state in locating reentry facilities and helping parolees get mental health services will receive funding preference. This Agreement of Cooperation will provide our County with preference points in regards to competing for jail funding with other counties.

B-11  
2

### **Agreement of Cooperation**

The purpose of the Agreement of Cooperation is to have the County and California Department of Corrections and Rehabilitation work cooperatively towards achieving the goals of reintegration of adult offenders into the community. State law generally requires that a parolee serve his or her parole in the "county of last legal residence" prior to incarceration. San Luis Obispo County has approximately 1,089 active paroles in the County.

The agreement provides that the County shall assist the state in siting reentry facilities in the County and establish a Reentry Planning Team for the purpose of proposing potential sites. It also states that the Sheriff's Department in cooperation with the California Department of Corrections and Rehabilitation will address jointly issues of parole success and recidivism. The makeup of a County Reentry Planning Team may to include representatives from the Sheriff's Department, District Attorney, Social Services, Mental Health, Public Health, Drug and Alcohol Services, Courts, local state adult parole official, city representatives, Victim/Witness and other service providers as necessary. The Adult Policy Council will also be informed of the provisions of AB 900 and asked to provide their expertise and advice regarding reentry facilities and services available to paroles.

### **Women's Jail Capital Project Update**

Architectural drawings for a new women's jail are more than 50% complete. The cost is estimated to over \$40 million. Based on need and participation with the state in siting reentry facilities, San Luis Obispo County may receive up to \$25 million in state funds (Phase I) to offset jail construction.

### **OTHER AGENCY INVOLVEMENT**

The Sheriff's Department has been working with the Department of General Services in regards to the women's jail capital project. Additionally, the Department has been coordinating with the Probation Department and Behavioral Health in regards to the provisions of AB 900.

### **FINANCIAL CONSIDERATIONS**

Counties that assist the state in locating reentry facilities and helping parolees get mental health services will receive funding preference for jail construction. Approving the Agreement of Cooperation does not guarantee jail construction funding. Counties must compete for the funds through a Request for Proposal. The most a medium sized county (this includes San Luis Obispo County) can receive is \$25 million in Phase I. Actual funding will not be awarded by the state until May 2008.

This Agreement of Cooperation is not intended to be legally binding or to impose legal or financial obligations on either party.

B-11  
3

## **RESULTS**

Approving this Agreement of Cooperation to work with the state in locating a reentry facility in San Luis Obispo County will:

1. Assist the state in addressing the issues of parole success and recidivism and provide an opportunity to enhance public safety.
2. Assist the state in moving forward to improve the reintegration of returning adult offenders from prison and jail to the communities in the County, reducing crime and recidivism.
3. Assist the state in moving forward to improve the coordination of current resources, services and programs to the returning offenders.
4. Place the County in a position to receive more jail construction funds by assisting the state in siting a reentry facility.

B-11  
4

**Agreement of Cooperation  
California Department of Corrections and Rehabilitation  
And the  
County of San Luis Obispo, California  
("Agreement")**

**PURPOSE**

**WHEREAS**, the County of San Luis Obispo (County) and the California Department of Corrections and Rehabilitation (CDCR) are committed to work cooperatively toward achieving the goals of improving successful reintegration of adult offenders into the communities of the County;

**WHEREAS**, State law generally requires that a parolee serve his or her parole in the "County of last legal residence" prior to incarceration;

**WHEREAS**, approximately 6,512 inmates in prisons under the jurisdiction of the California Department of Corrections and Rehabilitation reside in the County of San Luis Obispo, California;

**WHEREAS**, approximately 1,089 parolees under the jurisdiction of the California Department of Corrections and Rehabilitation, Division of Adult Parole Operations reside in the County of San Luis Obispo, California;

**WHEREAS**, recidivism by parolees has a significant negative impact on public safety.

**NOW THEREFORE THE PARTIES DO AGREE:**

**THAT** the County is an appropriate location in which to place a CDCR secure reentry facility in cooperation with the San Luis Obispo County Sheriff's Department;

**THAT** CDCR shall establish site criteria for reentry facilities and the County shall assist the state in siting reentry facilities based on the established site criteria for such a facility;

**THAT** the County agrees to establish a Reentry Planning Team for the purpose of taking responsibility for proposing potential sites for location of a state reentry facility and working collaboratively with CDCR to acquire the reentry facility site;

**THAT** CDCR's Field Planning Team shall work collaboratively with the County's Reentry Planning Team to determine whether the site or sites proposed by the County provide the most viable location for the reentry facility. If the sites proposed by the County do not meet the parameters of the established site criteria deemed necessary to site the facility, then the County and CDCR shall continue to work collaboratively to select and facilitate the acquisition of the appropriate location;

**THAT** the facility constructed pursuant to this Agreement shall be specifically designed to combat the root causes of parolee recidivism through the application of evidence-based methodologies proven to enhance parolee success;

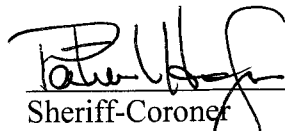
**THAT** reducing the causes of negative effects of recidivism will increase public safety and reduce the number of parolees from the County who must be returned to the CDCR institutions;

**THAT** the County of San Luis Obispo Sheriff's Department in cooperation with the CDCR will address jointly issues of parole success and recidivism in a proactive manner to provide a unique opportunity to enhance public safety;

**THAT** the CDCR will be responsible for securing the necessary legislative authority and funding associated with the planning, design and construction of such a facility as well as the resources necessary to provide enhanced state supervision to parolees in the County;

**THAT** this Agreement is not intended to be legally binding or to impose legal or financial obligations on either party.

\_\_\_\_\_  
Board of Supervisors  
County of San Luis Obispo

  
\_\_\_\_\_  
Sheriff-Coroner  
County of San Luis Obispo

\_\_\_\_\_  
Secretary  
California Department of Corrections and Rehabilitation

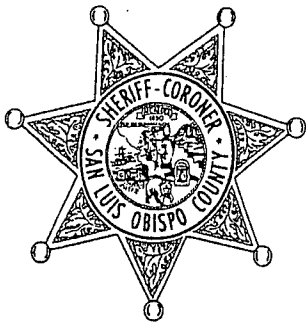
APPROVED AS TO FORM AND LEGAL EFFECT:

JAMES B. LINDHOLM JR.  
County Counsel

By:   
\_\_\_\_\_  
Deputy County Counsel

Dated: November 7, 2007

B-11  
6



Patrick Hedges  
Sheriff-Coroner

San Luis Obispo County Sheriff's Department

P.O. Box 32  
San Luis Obispo, CA 93406

Area Code:  
(805)

April 24, 2007

Administration  
781-4540

Secretary James E. Tilton  
California Department of Corrections and Rehabilitation  
1515 S Street  
Sacramento, CA 95814

Animal Services  
781-4400

Civil  
Enforcement  
781-5484

RE: Discussion on Local Re-entry Facilities

Dear Secretary Tilton:

Crime  
Prevention  
781-4547

As San Luis Obispo County Sheriff, I am very concerned about the inmate population crisis that we are facing here in California. I know that you are facing some difficult challenges housing all of the defendants sentenced to state prison while we, at the local level, are challenged with confining all of the defendants sentenced to county jails.

Custody  
781-4600

In giving this thought, I am aware that the El Paso de Robles Youth Correctional Facility here in San Luis Obispo County is operating well under its potential capacity. In fact, there have been discussions in recent years to close the facility and transfer the wards to other facilities within the state. Many of us spoke to our local legislators to keep the facility open in order to provide stability for the staff and the local economy. The facility remained open.

Detectives  
781-4500

I have had recent discussion with the superintendent, Mr. David Bacigalupo, who says the current game plan, if you will, is to continue the existing operation, as is. Should CDC&R be open to options with that facility, I would be willing to discuss those options with your staff. I can see some opportunities to help relieve some of the adult population pressure by converting El Paso de Robles from a juvenile facility to an adult facility. Additionally, this would open up some opportunities to re-establish a Cal Fire fire camp at that location. A fire camp would not only provide Cal Fire with needed fire fighting crews during the fire season, but they would also serve the area with community work crews that we have utilized in the past.

Patrol  
781-4550

In offering this discussion, I want to make it clear that there is no intent to displace any staff currently employed at El Paso de Robles or to interfere with any existing status quo plans for the facility. It is my intent to explore those opportunities that may be available for re-entry facilities and to see if a county/state partnership has any potential.

Coast Station  
528-6083

Dispatch  
781-4550

North Station  
434-4290

South Station  
473-7100

Watch  
Commander  
781-4553

I am available for contact at (805) 781-4540 or at [phedges@co.slo.ca.us](mailto:phedges@co.slo.ca.us).

Permits  
781-4575

Sincerely,

Property  
781-4533

Patrick Hedges  
Sheriff-Coroner

Records  
781-4140

Warrants  
781-4588

c: David Edge, County Administrative Officer, San Luis Obispo County  
Harry Ovitt, Supervisor, District One, San Luis Obispo County  
Abel Maldonado, Senator, 15<sup>th</sup> District  
Sam Blakeslee, Assemblyman, 33<sup>rd</sup> District

**OFFICE OF THE SECRETARY**P.O. Box 942883  
Sacramento, CA 94283-0001

July 11, 2007

Patrick Hedges, Sheriff-Coroner  
San Luis Obispo County Sheriff's Department  
Post Office Box 32  
San Luis Obispo, California 93406

Dear Sheriff Hedges:

This is in response to your letter dated April 24, 2007. In your letter, you offered to engage in conversations with the California Department of Corrections and Rehabilitation regarding the future of El Paso de Robles Youth Correctional Facility (EPdRYCF) should the decision be made to close that facility. I appreciate that your offer was made in the spirit of cooperation and in the hope that by working together, we could address the difficult issue of overcrowding at both the state and local levels.

As you may already know, Governor Arnold Schwarzenegger has proposed in his budget a policy initiative for the stopping of intake of non-707b youth to the Division of Juvenile Justice (DJJ) and the return of non-707b youth already committed to DJJ to county jurisdiction. This policy initiative will impact the number of youth held in DJJ facilities. Consequently, we are planning for a possible reconfiguration of our current facilities which may include closure of one or more facilities. At this time, we are considering all possible alternatives. If EPdRYCF is considered for possible closure, I hope we can engage in conversations to identify the most appropriate use. If you have additional questions, please contact Sandra Youngen, Director, Juvenile Facilities, at (916) 262-1530.

Sincerely,

A handwritten signature in cursive script that reads "James E. Tilton".

JAMES E. TILTON  
Secretary  
California Department of Corrections and Rehabilitationcc: K. W. Prunty, Undersecretary, Operations  
Bernard E. Warner, Chief Deputy Secretary, Division of Juvenile Justice  
Sandra Youngen, Director, Division of Juvenile Facilities



Ch Reid

# California State Senate

ABEL MALDONADO  
FIFTEENTH SENATE DISTRICT

July 23, 2007

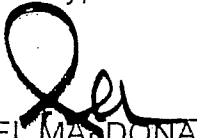
The Honorable Patrick Hedges  
San Luis Obispo County Sheriff  
P.O. Box 32  
San Luis Obispo, CA 93406

Dear Sheriff Hedges:

It is my understanding that the California Department of Corrections and Rehabilitation (CDCR) has contacted you directly. Enclosed is a letter from CDCR, which is in response to the inquiry I made on your behalf.

I trust that the response from CDCR adequately addressed your concerns and will begin an open dialog regarding the future of the El Paso de Robles Youth Correctional Facility. If your concerns have not been addressed or if you have any additional questions, please feel free to contact me again.

Sincerely,

  
ABEL MALDONADO  
Senator, 15<sup>th</sup> District

Enclosure





# California State Senate

ABEL MALDONADO  
FIFTEENTH SENATE DISTRICT

May 8, 2007

The Honorable Patrick Hedges  
San Luis Obispo County Sheriff  
P.O. Box 32  
San Luis Obispo, CA 93406

Dear Sheriff Hedges:

Thank you for contacting me regarding your interest in local re-entry facilities. I can certainly understand your concern.

I have contacted the California Department of Corrections and Rehabilitation directly on your behalf. As soon as I receive a response, I will be in touch.

Sincerely,

A handwritten signature in black ink, appearing to read "Abel Maldonado", written over a large, stylized "X" mark.

ABEL MALDONADO  
Senator, 15<sup>th</sup> District

AM:cr