Lowering the "return to prison rate" through the Scholar Rehabilitation Success

SELP 696 - Integrative Project
Presenter: Otto R. Jimenez
Advisor: Dr. Arnold Galloway
05 December 2012
Loyola Marymount University
Agenda

- Executive Summary
- Problem Statement
- Root Cause Analysis
- Analysis of Three Options
- Scholar Rehabilitation Success
- Department of Defense Architecture Framework (DODAF)
- Verification and Validation
- Conclusion
Executive Summary

- State of California has a high "return to prison rate"
- Implemented root cause analysis and determined cause to be the result of an inadequate rehabilitation process
- Reviewed three options
  - Realignment – AB 109
  - Norwegian Prison System
  - Scholar Rehabilitation Process (SRS)
- Implement chosen option via Department of Defense Architecture Framework (DODAF)
- Proposed a validation model in order to view potential cost savings
Problem Statement

- Recent State of California statics show that approximately 70% of prison inmates are back behind bars within 36 months, adding unnecessary burden to a shrinking State budget. The California Prison System is overcrowded and has enormous budget deficits.
Word Definition

- Recidivism = a tendency to relapse into a previous condition or mode of behavior; especially: relapse into criminal behavior.

- This presentation will use “return to prison rate” instead of recidivism.
Get to the Root of the Problem

- **Problem**: Deviation from a standard/goal or gap between desired state and actual reality

- **Root Cause**: the factor that, when corrected, eliminates the problem and its chance for reoccurrence

- **Method to Root Cause**: 5 Why’s and Fishbone
5 Why's Technique

1. Why is there such a high "return to prison rate" in the State of California?
   - Because parolees are violating their parole after release from prison

2. Why are parolees violating their parole after their release from prison?
   - Because parolees needs (i.e. substance abuse/education) are not adequately addressed before they are released from prison

3. Why are parolees needs not adequately addressed before they are released from prison?
   - Because rehabilitation programs in the CDCR are underfunded
5 Why’s Technique (cont.)

4. Why are rehabilitations programs in the CDCR underfunded?
   - Because the State of California is in a fiscal budget crisis

5. Why is the State of California in a fiscal budget crisis?
   - Because that is the current reality of the State of California
Figure 1 Fishbone

1. Prison Facilities
   - 1.1 Prison Location
   - 1.2 In Sufficient Prisons
     - 1.2.1 Prison Overcrowding
   - 1.3 Prison Construction

2. Processes
   - 2.1 Prison Guard Training
   - 2.2 Inmate rehabilitation

3. Fiscal Policy
   - 3.1 Established Laws for violators
     - 3.2 Determined vs Indeterminate Sentencing

"Return to prison rate" is high
1 – Prison Facilities (Overcrowding)

- California Prison Capacity - 79,858 adult inmates\(^3\)
  - November 2006 ~162,000 inmates (202% of design capacity)
  - June 2011 ~144,000 inmates (180% of design capacity)
  - June 2012 ~124,000 inmates (155% of design capacity)
  - June 2013 ~110,000 inmates (137.5% of design capacity)

- Inmates receive inadequate health and mental care

- Inmates transferred to out-of-state prisons
  - Increase expenses

- Increase in inmate to inmate violence
  - Safety risk to staff
1 – Prison Facilities (Overcrowding)

Gymnasium at the California Institution for Men

2 - Inmate Rehabilitation

- CDCR rehabilitation
  - CDCR website: CDCR's rehabilitation programs are currently below where they need to be to help reduce recidivism\(^4\)
    - Only 1,528 substance-abuse treatment slots available

- Return to prison rate has not changed much
  - 2006 return to prison rate: 70%\(^5\)
  - 2010 return to prison rate: 67.5%

- Rehabilitation process not clearly defined
3 - Fiscal Policy/Budget

- Determinate sentencing allows judges to sentence offenders to a specified time in prison
  - no incentive to join rehabilitation program while in prison

- Serious Deep Budget Constraints\(^6\)
  - 2008 to 2009 CDCR Budget: $10.3 Billion
  - 2010 to 2011 CDCR Budget: $8.8 billion

- Legislative Analyst's Office report 2008-2009\(^7\)
  - Costs an average of about $47,000 per year to incarcerate an inmate in prison in California
    - 2/3 of cost to security and health care ($19,663/$12,442)
    - Rehabilitation Programs = $1,612
Root Cause

- The root cause has been determined to be an ineffective prison rehabilitation process which leads to the high "return to prison rate" observed in the State of California.
Analysis of Three Options

- Realignment – AB109
- Norwegian Prison System
- Scholar Rehabilitation Success
Realignment – AB109


- Allows non-violent, non-serious, and non-sex (Non/Non/Non) offenders to serve their sentence in county jails instead of state prisons
  - Allows the state to comply to a US Supreme Court order to reduce the prison population to 137.5% capacity

- After offenders complete time in county jail they are released into county level supervision
  - No state parole supervision

- Eliminates the need to
  - build nine new state prisons and send inmates to out of state prisons
Norwegian Prison System

- Traditional and repressive prisons do not work
  - Majority of people in consensus that treating prisoners humanely boosts their chances at reinserting into society

- Halden – Maximum security prison (10yrs/$230million)\(^9\)
  - Inmates: play basketball/soccer, rock climbing, music studio
  - Living quarters mimic the outside world
    - Prepares inmate for freedom
  - Prison Guards frequently eat meals and play sports with prisoners

- Norwegian Prison System boasts a 30% return to prison rate
Norwegian Prison System

Rooms include en-suite bathrooms with ceramic tiles, mini-fridges and flat-screen.

Photo taken 2010.

Every 10 to 12 cells share a kitchen and living room, where prisoners prepare their evening meals and relax after a day of work. None of the windows at Halden have bars.

Reference: [http://www.time.com/time/photogallery/0,29307,1989083_2137372,00.html](http://www.time.com/time/photogallery/0,29307,1989083_2137372,00.html)
Scholar Rehabilitation Success

- Phone interviews with Parole Agents reveals key indicators of inmates who turned their lives around
  - First time serving a prison sentence (not a career criminal)
  - Parolee acknowledges mistake and shows desire to change while in prison
  - Desire to work
  - Keep family relationships (support)

- Focus on the Non/Non/Non
  - Key indicators are those described by the CDCR as Non/Non/Non
  - The Non/Non/Non are already in State Prison

- Implement a reliable Rehabilitation Process
  - Utilize principles found in the Department of Defense Architecture Framework (DODAF)
Analysis of Three Options Conclusion

- **Realignment (AB 109)**
  - Shift responsibility to counties
  - Overcrowded county jails results in lack of rehabilitation programs

- **Norwegian Prison System**
  - Norway’s prison population 3,000 vs California’s 117,000
  - California vs Norwegian Mindset
    - Prison in Norway mimics the outside world as much as possible
    - Norway realizes that inmates will re integrate into society therefore rehabilitation methodologies highly encouraged

- **Scholar Rehabilitation Success**
  - Works with the Non/Non/Non already in state prison
    - No added cost to budget (takes advantage of realignment)
  - Implement a reliable Rehabilitation Process via DODAF
    - Use existing facilities and successful programs
SCHOLAR
REHABILITATION
SUCCESS
SRS Mission

- Provides a structured environment focused on
  - Education
  - Skilled Work
  - Substance Abuse
  - Empowerment

- Upon release of scholar
  - Act as responsible citizen
  - Contributes to family and community

SRS Needs

- A succinct/robust rehabilitation process that will lower the likelihood of a prison inmate re-offending once released from prison.
SRS Desired Effects

- Increase a scholars awareness of self
- Instill empowerment of individual through Responsibility and Accountability
- Scholar prepared to re-integrate into society
- Lower scholars likelihood of re-offending once released from prison
Department of Defense Architecture Framework (DODAF)

- DODAF is an architecture framework that provides structure, guidance and rules in the management of large and complex systems.

- Operational Views (OV) describes the tasks and activities, operational elements, and information exchanges required to perform the mission.
DODAF – cont.

- OV-1 High-Level Operational Concept Graphic
  - High level graphical and textual description of operational concept, conveys the mission

- OV-2 Operational Node Connectivity Description
  - Describes operational nodes (providers, consumers, users etc), activities performed at each node, and information flow (needlines) between nodes

- OV-3 Operational Information Exchange Matrix
  - Information exchanged between nodes and the manner they are exchanged such as media type and frequency

- OV-5 Operational Activity Model
  - Describes capabilities, operational activities (or tasks), inputs and outputs between activities that are conducted in the course of achieving a mission
OV-1 High Level Operational Concept Graphic

**Mission and Desired State**
Provide a structured environment where education, skilled work, substance abuse and empowerment of the individual are the primary focus. This will help lower the inmate's likelihood of re-offending and returning to prison.

** Desired Effect**
- Increase an inmate's awareness of self
- Instill empowerment of individual through Responsibility and Accountability
- Inmates prepared to re-integrate into society
- Lower inmates likelihood of re-offending once released from prison

---

**Scholar Rehabilitation Success**

---

**Employment Board**

Figure 4 High Level Operational Concept Graphic
Figure 5 Operational Node Connectivity Description
## OV-3 Operational Information Exchange Matrix

<table>
<thead>
<tr>
<th>Need Line</th>
<th>Information Exchange Element</th>
<th>From</th>
<th>To</th>
<th>Type</th>
<th>Frequency</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Obtain data of the inmates prior history. Include family/friends/co-workers, medical psychological and law records. Accomplishments</td>
<td>Records Box</td>
<td>ISPB</td>
<td>Written, voice and electronic documents</td>
<td>One time</td>
</tr>
<tr>
<td>B</td>
<td>Initial report on candidates for scholar program</td>
<td>ISPB</td>
<td>Scholar Board</td>
<td>Electronic documents</td>
<td>One time</td>
</tr>
<tr>
<td>C</td>
<td>1 on 1 interview with scholar board</td>
<td>Non/Non/Non</td>
<td>Scholar Board</td>
<td>Verbal, face to face</td>
<td>Monthly, quarterly</td>
</tr>
<tr>
<td>D</td>
<td>Status report of scholar education, job skills, and substance abuse.</td>
<td>E/JS/SA Boards</td>
<td>Scholar Board</td>
<td>Written, verbal</td>
<td>Weekly</td>
</tr>
<tr>
<td>E</td>
<td>Final list of scholars approved</td>
<td>Scholar Board</td>
<td>C-PIB</td>
<td>Written, verbal</td>
<td>Weekly</td>
</tr>
<tr>
<td>F</td>
<td>Scholar status reports, EOY Reports</td>
<td>Scholar Board</td>
<td>C-PIB</td>
<td>Written, verbal, face to face</td>
<td>Weekly, monthly, quarterly, yearly</td>
</tr>
<tr>
<td>G</td>
<td>1 on 1 interviews</td>
<td>Scholar</td>
<td>C-PIB</td>
<td>Verbal, face to face</td>
<td>Monthly, quarterly</td>
</tr>
<tr>
<td>H</td>
<td>Final C-PIB report of inmate</td>
<td>C-PIB</td>
<td>Release Board</td>
<td>Written, electronic</td>
<td>One time</td>
</tr>
<tr>
<td>I</td>
<td>Scholar Job Skills Convention</td>
<td>Employment &amp; Opportunities Board</td>
<td>Release Board</td>
<td>Face</td>
<td>Once yearly</td>
</tr>
<tr>
<td>J</td>
<td>Provide inmate wap sheet</td>
<td>Release Board</td>
<td>Parole Board</td>
<td>Written, electronic</td>
<td>One time</td>
</tr>
</tbody>
</table>
OV-5 Operational Activity Model

Figure 6 - SRS Operational Activity Model
Figure 7 - Decomposition of Activity Model $R_2$
Verification and Validation

- Have 500 inmates go through SRS
  - Verification points established at End of the Year
    - Monitor scholars performance exams
    - Monitor scholars substance abuse
    - Allows for verification of curriculum and principles

- Validation of SRS comes only through reduction in "return to prison rate" which equates to cost savings
## Verification and Validation (cont.)

<table>
<thead>
<tr>
<th>Scholar Group</th>
<th># of participants</th>
<th>Average cost to house an inmate a year</th>
<th>Savings after two years released from prison</th>
<th>Start</th>
<th>Released</th>
<th>End of Study</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>500</td>
<td>$50,000</td>
<td>$50,000,000</td>
<td>2012</td>
<td>2014</td>
<td>2016</td>
</tr>
<tr>
<td>2</td>
<td>850</td>
<td>$50,000</td>
<td>$85,000,000</td>
<td>2014</td>
<td>2016</td>
<td>2018</td>
</tr>
<tr>
<td>3</td>
<td>1200</td>
<td>$50,000</td>
<td>$120,000,000</td>
<td>2015</td>
<td>2017</td>
<td>2019</td>
</tr>
<tr>
<td>4</td>
<td>1800</td>
<td>$50,000</td>
<td>$180,000,000</td>
<td>2016</td>
<td>2018</td>
<td>2020</td>
</tr>
<tr>
<td>5</td>
<td>2200</td>
<td>$50,000</td>
<td>$220,000,000</td>
<td>2017</td>
<td>2019</td>
<td>2021</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Potential savings in about 10 years</td>
<td>$655,000,000</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Table 2 – Potential Cost Savings of SRS**
Conclusion

- California State Prison System similar to Defense Program
  - Major budget deficits
  - Politics Abound
  - Tax Payer pays the bill
  - Affordability is king

- Key underlying principle in DODAF is communication

- Empowerment of individual is more than just serving a sentence behind bars
References

2. http://www.merriam-webster.com/word-of-the-day/2012/06/02/