



# **Community Corrections in California:**

## **A Report on the 2016-2018 Biennial Inspection Cycle**

**Fiscal Years 2016-2017 and 2017-2018 Legislative Report  
Pursuant to Penal Code Section 6031.2**



STATE OF CALIFORNIA – EDMUND G. BROWN, GOVERNOR  
**BOARD OF STATE AND COMMUNITY CORRECTIONS**

---

**Board Members\***

Chair, Board of State and Community Corrections.....	<b>Linda Penner</b>
The Chair of the Board is a full-time paid position appointed by the Governor and subject to Senate Confirmation	
Secretary, California Department of Corrections & Rehabilitation (CDCR) .....	<b>Ralph Diaz (A)</b>
Director, Adult Parole Operations, CDCR .....	<b>Jerry Powers</b>
County Sheriff.....	<b>Dean Growden</b>
A sheriff in charge of local detention facility with a BSCC rated capacity of 200 inmates or less appointed by the Governor and subject to Senate confirmation Lassen County	
County Sheriff.....	<b>William Gore</b>
A sheriff in charge of local detention facility with a BSCC rated capacity of more than 200 inmates appointed by the Governor and subject to Senate confirmation San Diego County	
County Supervisor .....	<b>Leticia Perez</b>
A county supervisor or county administrative officer appointed by the Governor subject and to Senate confirmation Kern County	
County Chief Probation Officer.....	<b>Mark Varela</b>
A chief probation officer from a county with a population over 200,000 appointed by the Governor and subject to Senate confirmation Ventura County	
County Chief Probation Officer.....	<b>Michael Ertola</b>
A chief probation officer from a county with a population under 200,000 appointed by the Governor and subject to Senate confirmation Nevada County	
Retired Judge .....	<b>Gordon S. Baranco</b>
A judge appointed by the Judicial Council of California Alameda County	
Chief of Police .....	<b>Andrew Mills</b>
A chief of police appointed by the Governor and subject to Senate confirmation City of Santa Cruz	
Community Provider.....	<b>Scott Budnick</b>
A community provider of rehabilitative treatment or services for adult offenders appointed by the Speaker of the Assembly Founder of the Anti-Recidivism Coalition	
Community Provider.....	<b>David Steinhart</b>
A community provider or advocate with expertise in effective programs, policies and treatment of at-risk youth and juvenile offenders appointed by the Senate Committee on Rules Director, Commonwealth Juvenile Justice Program	
Public Member .....	<b>Francine Tournour</b>
A public member appointed by the Governor and subject to Senate confirmation Office of Public Safety Accountability	

---

\* Board member composition is pursuant to Penal Code 3025

**BSCC Staff**

Executive Director.....	<b>Kathleen T. Howard</b>
Communications Director.....	<b>Tracie Cone</b>
Deputy Director Standards and Training for Corrections Division.....	<b>Evonne Garner</b>
Deputy Director Facility and Standards Operation Division.....	<b>Allison Ganter</b>

---

**COMMUNITY CORRECTIONS IN CALIFORNIA**  
**A REPORT ON THE 2016-2018 BIENNIAL INSPECTION CYCLE**

**TABLE OF CONTENTS**

**INTRODUCTION..... 3**

**SECTION I: ADULT COMMUNITY CORRECTIONS FACILITIES BIENNIAL  
INSPECTIONS..... 4**

**SECTION II: Standards and training in corrections..... 5**

**Standards and Training for Corrections ..... 5**

**Program Participation..... 5**

**Selection and Training Standards ..... 7**

**Written Selection Examination..... 8**

**Training Standards..... 8**

**Course Certification and Monitoring System ..... 9**

**Program Review ..... 10**

**Technical Assistance and Training ..... 10**

**Special Projects ..... 11**

**SECTION III: The Jail Profile Survey..... 12**

**SECTION IV: Detention System Capital and Operating Expenses..... 12**

This Page Left Intentionally Blank

---

## INTRODUCTION

Penal Code 6031.2 requires the Board of State and Community Corrections to submit, by the end of even-numbered years, reports to the Legislature showing results of its biennial community corrections facility inspections.

Penal Code section 6031.2 states:

The Board of Corrections<sup>1</sup> shall file with the Legislature on December 30, in each even-numbered year, reports to the Legislature which shall include information on all of the following:

(a) Inspection of those local detention facilities that have not complied with the minimum standards established pursuant to Section 6030. The reports shall specify those areas in which the facility has failed to comply and the estimated cost to the facility necessary to accomplish compliance with the minimum standards.

(b) Information regarding the progress and effectiveness of the standards and training program contained in Sections 6035 to 6037, inclusive.

(c) Status of funds expended, interest earned, actions implementing the prerequisites for funding, any reallocations of funds pursuant to Sections 4497.04 to 4497.16, inclusive, and a complete listing of funds allocated to each county.

(d) Inmate accounting system data to be maintained on an annual basis by the sheriff, chief of police, or other official in charge of operating the adult detention system in a county or city, including all of the following:

(1) Average daily population of sentenced and unsentenced prisoners classified according to gender and juvenile status.

(2) Jail admissions of sentenced and unsentenced prisoners, booking charge, date and time of booking, date and time of release, and operating expenses.

(3) Detention system capital and operating expenses.

*(Amended by Stats. 1996, Ch. 805, Sec. 5. Effective January 1, 1997.)*

This report, covering Fiscal Years 2016-2018, is an overview of the 460 county jails that make up California's adult community corrections system, including:

- Compliance status of each facility with Title 15 and Title 24 Regulations;
- Effectiveness of corrections officer training through the BSCC Standards and Training for Corrections (STC) Division.
- Demographics of the populations that have been locally incarcerated.

---

<sup>1</sup> The Board of State and Community Corrections is the successor agency to the Board of Corrections.

---

Penal Code section 6031.2 (a) requires that this report include the estimated cost to bring non-compliant facilities up to the state's minimum standards. This information is not collected and would be speculative, so it is not included in this report. In addition, 6031.2 (c) reference's a construction bond program that expired in 1988 and information regarding that program will not be included in this report.

## **SECTION I: ADULT COMMUNITY CORRECTIONS FACILITIES BIENNIAL INSPECTIONS**

The BSCC is responsible for the inspection of 460 adult local detention facilities and inspects each within a two-year cycle. The facilities are inspected for compliance with Title 15 and Title 24 regulations and requirements outlined in Penal Code section 6031.1. Title 15 regulations establish minimum standards for administration and operation of the facilities, medical and mental health care, nutritional quality of food, and environmental standards (cleanliness). Title 24 regulations are building standards that establish minimum design and construction requirements.

Each biennial inspection cycle, BSCC Field Representatives visit each facility to conduct a pre-inspection briefing that outlines BSCC expectations for the inspection, including: a review of previous deficiencies, any changes in regulations, and requirements for review of documentation of applicable jail operations. The pre-inspection briefing is designed to facilitate the process and ensure compliance with standards. Following the pre-inspection briefing, Field Representatives conduct an on-site inspection to determine compliance.

Inspection activities include but are not limited to: interviews with facility staff, inmates, and program staff; review of applicable policies; review and observation of documentation of facility procedures, such as grievances, intake screening, and safety checks; and, a walk-through of the physical plant. Following the inspection, BSCC staff provides a detailed inspection debrief to inform facility administrators of any compliance issues. BSCC staff continue to work with facility staff following the on-site inspection to develop and implement a corrective action plan, if necessary. This final phase of the inspection includes a detailed report, follow-up visits and technical assistance to ensure continued compliance. Technical assistance continues throughout the remainder of the inspection cycle.

The most frequently noted deficiencies during the FY 2016- FY 2018 Biennial Inspection Cycle occurred in the following areas (except where noted, these items of noncompliance occurred in all types of local detention facilities):

- Physical plant issues generally associated with crowded or dilapidated conditions.
- Inadequate policies or procedures related to the use of protected areas and services, such as use of sobering or safety cell and restraint chair.
- Inadequate staffing levels that result in late safety checks on offenders or lack of adequate programming or services for offenders.
- Out-of-date policies and procedures and policies inconsistent with facility procedures.

- 
- Lack of fire-suppression planning with local fire authorities.
  - In police and sheriff's department substation jails:
    - Staff not receiving eight-hour detention facility training.
    - Lack of adequate policy related to minors in detention.

Appendix A provides a county-by-county summary of compliance issues.

It's important to note that a facility might be out of compliance with only one element of a regulation and not each aspect of a regulation. While all inspections were completed by the end of the last fiscal year, which is within the biennial timeframe, as of December 30, 2018 some facilities are still within the window to complete corrective actions; those compliance statuses are not included in this report.

## **SECTION II: STANDARDS AND TRAINING IN CORRECTIONS**

### **Standards and Training for Corrections**

Penal Code sections 6030, 6035, and 6036 require the BSCC to establish selection and training standards for local corrections personnel. The annual state budget act provides subvention funding to local agencies to help offset the costs of complying with those standards. The BSCC carries out these responsibilities through the Standards and Training for Corrections (STC) Program. This section summarizes program participation, activities and compliance with STC standards.

### **Program Participation**

Participation in the STC Program is voluntary and is open to any local corrections agency that employs adult corrections officers (ACOs), juvenile corrections officers (JCOs), and/or probation officers (POs). This includes sheriffs' departments, probation departments, police departments that operate a jail, or county correctional agencies.

Local agencies that choose to participate in the STC Program receive a wide variety of benefits. These include:

- **Funding** – Participating agencies receive funding administered by STC to apply toward their selection and training costs.
- **Selection and Training Standards** – Participating agencies receive access to validated selection and training tools designed specifically for the community corrections job and made available at little or no cost. These standards also provide legal defensibility in the event of litigation.
- **Course Certification System** – Participating agencies have access to a catalog of corrections training courses that have been certified to a professional standard of quality.
- **STC-Delivered Training** – Participating agencies have access to training designed and delivered free of charge to support their training programs.

- **Technical Assistance and Support** – Participating agencies are assigned an STC Field Representative to provide ongoing program review and support.

During FYs 2016/2017 and 2017/2018, 161 agencies participated in the STC Program, including all county probation departments and sheriffs’ departments/departments of corrections that operate jails. That number also includes police departments that operate a Type I or higher-rated jail and seven modified community correctional facilities that operate under contract with the California Department of Corrections and Rehabilitation. The modified community correctional facilities are required to comply with the STC standards but do not receive state subvention funding.

Figure 1 shows the number of participating agencies by type.

**Figure 1**

Participating Agencies	Fiscal Years 2016/17 & 2017/18
Probation Departments*	59
Sheriff's Departments**	54
Police Departments	39
Departments of Corrections	2
Modified Community Correctional Facilities	7
	161

\*San Francisco has an adult and a juvenile probation department

\*\*Alpine County does not operate a jail and Sierra County’s jail closed in 15/16

Figure 2 shows the number of local corrections staff trained through the STC Program during FY 2016/2017 and 2017/2018.



**Number of Budgeted and STC-Eligible Positions**

Positions	Fiscal Year 2016/17	Fiscal Year 2017/18
Adult Corrections Officers (ACO)	15,550	15,811
Juvenile Corrections Officers (JCO)	6,701	5,934
Probation Officers (PO)	6,915	6,531
Supervisors	3,426	3,309
Managers	1,004	991
Administrators	259	258
<b>Total</b>	<b>33,855</b>	<b>32,384</b>

**Selection and Training Standards**

The STC program standardizes the selection and training of local corrections staff across the state. This standardization results in a skilled and flexible statewide corrections workforce and significant cost savings. The BSCC sets standards in accordance with Federal Uniform Guidelines on Employee Selection Procedures, which is the professional and legal standard for selection practices. By following these procedures, the BSCC ensures the job relevance of each standard. Establishing job relevance ensures that the community corrections workforce is selected and trained appropriately, and provides legal protection for local agencies in the event of a legal challenge to the standard. The statewide standards also achieve cost savings by eliminating the need for each county to develop its own selection and training standards. It also facilitates the movement of corrections professionals between counties by establishing a community standard and eliminating the need to conduct duplicative selection assessments and training.

The BSCC’s selection standards include:

1. a minimum of 18 years of age prior to appointment;
2. competence in oral communication as demonstrated by an interview;
3. passing of a background investigation conducted by the agency;
4. ability to perform essential job functions as demonstrated by meeting guidelines for vision, hearing, and medical screening;
5. achieving a passing score on a written selection examination;
6. successful completion of entry-level core training; and,
7. successful completion of an on-the-job probationary period.

---

## Written Selection Examination

As part of the BSCC's role in setting selection standards for local corrections personnel, the STC Program provides validated written selection examinations for the ACO, JCO, and PO classifications. The written selection examination measures basic abilities and characteristics for successful job performance. Providing the selection examinations offers a significant benefit to counties and cities in that test development is expensive, time consuming, and requires a large sample size and highly technical staff to complete such an endeavor.

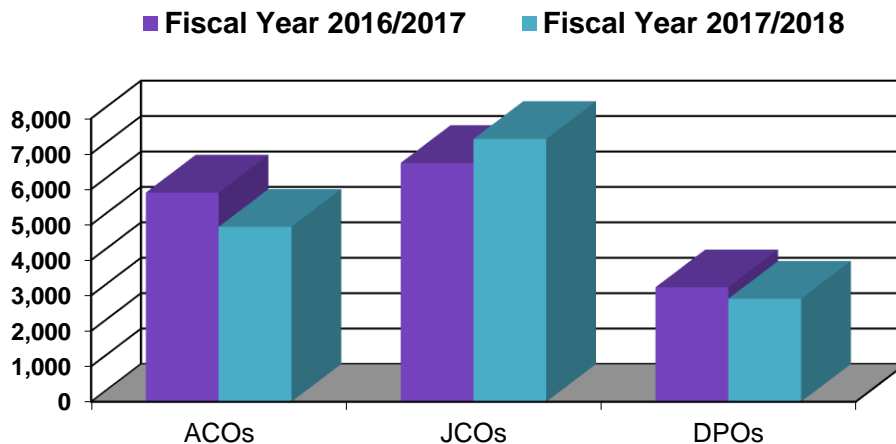
While the regulations allow participating agencies to use an alternative selection examination, 135 agencies used the BSCC selection examination in FY 2016/2017 and 134 used it in FY 2017/2018. The alternative examination most frequently used is the Peace Officer Standards and Training (POST) examination because correctional staff can be hired as sheriff's deputies or police officers. During FYs 2016/2017 and 2017/2018, more than 31,000 correctional staff candidates took the STC written selection exam.

Figure 3 shows statewide use of the BSCC's selection examinations in those years by classification.

**Figure 3**

---

### Selection Examination Usage



## Training Standards

Pursuant to the selection standards, each newly hired or promoted local corrections professional must successfully complete a core training course within the first year of job assignment. Although the specific duties and responsibilities of these personnel may differ from one agency to another and from one assignment to another in the same jurisdiction, the core training course addresses the activities or tasks performed by most local corrections workers throughout the state, regardless of the location, size, or budget

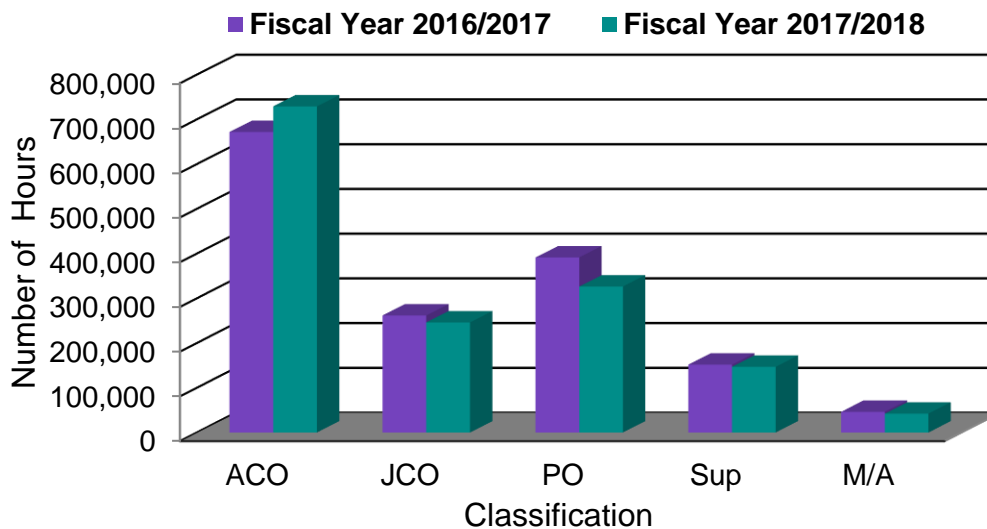
of the employing agency. The core training requirements include prescribed learning objectives, instructional hours, and testing methods.

Once entry-level skills are mastered through the core-training curriculum, local corrections employees move on to develop journey-level skills through annual training. These courses provide in-depth coverage of topics that enhance skills and update employees on changes in their specific job assignments. The BSCC's standard requires that all corrections personnel (line staff through top management) complete a prescribed number of training hours each year, from 24 to 40 hours (depending on job classification).

Figure 4 shows the minimum number of training hours that correctional staff received training FY 2016/2017 and 2017/2018. This is the minimum number of hours required by the STC program. Oftentimes, participating agencies exceed these minimum training hours. The graph is sorted by classification: ACO, JCO, PO, Supervisor (Sup), and Manager/Administrator (M/A).

**Figure 4**

### Number of Minimum Training Hours Completed by Classification



### Course Certification and Monitoring System

To support its training standards and the delivery of quality training, STC administers an electronic training certification system that provides local agencies with a large library of job-relevant courses offered by private training providers, colleges, and other local corrections agencies. Local corrections agencies can search STC's course catalog and calendar to identify courses of interest as well as scheduled presentation dates and locations.

The quality of training is assessed through evaluations and course monitoring. Each course is also subject to on-site monitoring by STC as a tool to ensure training quality and to provide technical assistance when needed. Only courses that are STC certified can be used to meet the BSCC’s core and annual training standards. Approximately 5,000 training courses are certified by STC each year.

### Program Review

Corrections agencies that choose to participate in the STC Program agree to meet the program standards. STC monitors agency compliance with those standards annually, and provides on-going program support and technical assistance in support of local training efforts. An STC Field Representative is assigned to each participating agency to work with them throughout the year to meet their training goals.

During the year-end compliance review, agencies are found to be in full compliance or out of compliance. When the regulations have not been met, it is often due to circumstances beyond the control of the individual agency, such as extended medical leave. In these cases, STC staff makes a recommendation to the BSCC for a finding of full compliance in recognition of the mitigating and approved circumstances.

Figure 5 shows the compliance status of agencies for FY 2016/2017 and 2017/2018.

**Figure 5**

### Compliance Status

	In Compliance	Out of Compliance	Total Participating Agencies
Fiscal Year 2016/17	157 Agencies	4 Agencies	161 Agencies
Fiscal Year 2017/18	152 Agencies	9 Agencies	161 Agencies

### Technical Assistance and Training

STC Field Representatives work with participating agencies throughout the year to provide technical assistance in support of local training programs and to help them meet training standards. Technical assistance can range from assessing the appropriateness of a particular training intervention to helping craft action plans intended to improve standards compliance. It also includes providing training to support quality training programs delivered at the local level. STC presented a 20-hour Instructor Development Course (IDC) 11 times during FYs 2016/2017 and 2017/2018. STC also continues to present IDCs specifically designed for core course instructors.

---

Additional training that STC provides to local agencies includes:

- new training managers course;
- lesson plan development; and
- test administration;

The purpose of these courses is to provide training professionals with foundational skills required to design and deliver quality training.

Figure 6 shows the number of trainings that STC delivered to local training agencies

**Figure 6**

---

### **STC Delivered Training**

Course	Fiscal Year 2016/17	Fiscal Year 2017/18
Training Managers Course	4	4
Instructor Development Course	11	11
Test Development	1	1
Lesson Plan Development	5	5
Giving Presentations	1	1
Using STC's Learning Portal	0	6
Core Coordinator Training	0	5
<b>Total</b>	<b>22</b>	<b>33</b>

### **Special Projects**

#### STC Program Improvement Project Overview

In Fiscal Years 2016/2017 and 2017/2018, the STC Division completed a comprehensive revision of the core training programs for ACO, JCO and PO classifications that must be completed within the first year of hire. The revisions include new content in areas such as prevention of sexual assault and abuse, and gender identification. It also includes an expanded behavioral health module within each core training program to address the training needs resulting from a higher proportion of people in custody and on probation with mental health needs. The behavioral health module also includes training to help officers understand and respond to the impacts their jobs might have on their own mental health. The STC Division is writing a comprehensive lesson plan that will include all instructor materials, student workbooks, test items, and instructional aids to be made freely available to local corrections agencies.

A recently conducted job analysis of the ACO, JCO and PO job revealed a lot of overlap in tasks performed by these jobs. This provides the opportunity to achieve time and cost efficiencies through shared training and selection standards. As part of its core revision project, the STC Division developed shortened academies for staff who transfer from one

---

corrections classification to another. These transfer academies focus on the unique training needs of the classification and eliminates entry level training that was completed in another classification. The STC Division is also developing a single entry-level written exam for the ACO, JCO and PO classification that will replace the three separate exams that are currently in use. A candidate's score will then be transferrable across classifications.

### **SECTION III: THE JAIL PROFILE SURVEY**

Since 1996 the BSCC has collected information on adults in the custody of community corrections facilities using the Jail Profile Survey (JPS). (Appendix B) The survey relies on jail administrators to input local data into BSCC's web-based portal. BSCC staff reviews the data for inconsistencies that could mean errors in reporting and follows up with the counties to correct if necessary.

Only Type II and III facilities are surveyed through the JPS. Type II facilities house offenders that are pending arraignment, awaiting trial, in trial, or sentenced locally. Type III facilities hold inmates that are serving sentences locally.

The results of the Second Quarter 2018 Adult Jail Profile Survey Results, as required by Penal Code section 6031.2 (d) (1) are as follows:

Average Daily Population: 70,788 (of those 45,408 – or 64 percent -- were non-sentenced)

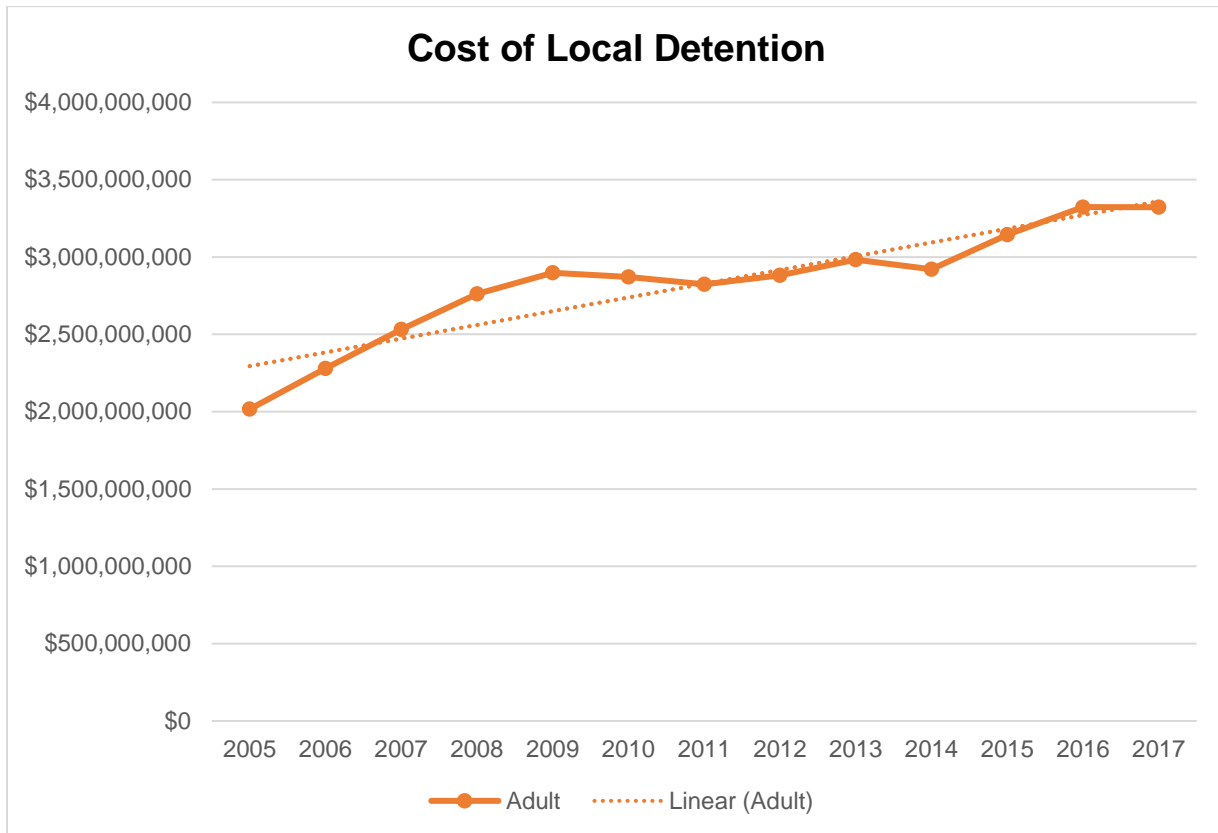
- 56 percent of non-sentenced inmates are male
- 8 percent of non-sentenced inmates are female
- 30 percent of sentenced inmates are male
- 6 percent of sentenced inmates are female

The BSCC does not collect data on booking charges, date and time of booking, and date and time of release that is requested for inclusion under Penal Code section 6031.2 (d)(2), so it is not included in this report.

### **SECTION IV: DETENTION SYSTEM CAPITAL AND OPERATING EXPENSES**

The California State Controller's Office keeps records of community corrections facility capital and operational costs. The costs of safely operating and adequately staffing local detention facilities have increased in recent years. The most recent data is from FY 2017.

Figure 7 shows the cost of local adult detention from 2005 to 2017. The most recent cumulative local detention cost available, for 2017, is \$3.322 billion. This is down by \$183 thousand from the previous year.



Source: All County Data, State Controller's Office  
Datasets of Counties Reported Annual Expenditures  
<https://bythenumbers.sco.ca.gov/browse/>