



COMMUNITY REPORT ON PAROLE & PROBATION IN ALAMEDA COUNTY

INTRODUCTION

Over the past decade, the number of adults in the US incarcerated by State or Federal authorities grew from 1,585,586 in 1995 to 2,135,901 in 2004, an average increase of 3.4% annually and a period increase of one-third.¹ In California, the prison population has grown over the last 10 years from 135,133 people in prison in 1995 to 163,939 by 2004 for an average of 2.75% annually and a period increase of over 21%.²

One of the realities of this massive increase in incarceration is that “they all come back.”³ Over the last 10 years, the number of adults on parole from State or Federal prisons increased from 679,421 in 1995 to 765,355 in 2004, for an average annual rate of 2.7% and a period increase of 17%.⁴ Following the national pattern, the number of adults on parole in California increased by from 90,450 in 1995, to 110,130 in 2004, for an average annual rate of 2.3% and a period increase of over 21%.⁵ California leads the nation in the number of adults on parole; at the end of 2004 over 14% of people on parole in the US had been released from California prisons.⁶

The unprecedented growth in incarceration and subsequent releases over the past decade have created a number of challenges for communities, not the least of which is how we support the reentry and reintegration of the formerly incarcerated back into our neighborhoods, communities and families. As cities, counties, community-based organizations and residents step up to that challenge, it is critical that they have accurate, up-to-date information about people who are reentering as well as the services and supports they will need for successful reentry and reintegration.

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The Community Report on Parole and Probation in Alameda County is being developed to provide basic information on the reentering population, their service needs, the availability of services and the costs of various strategies for community safety. The report has three parts including: 1) the Statistical Report on Parole and Probation in Alameda County; 2) Estimated Service Needs and Availability; and 3) Cost Estimates of Incarceration and Supervision.

Monthly Statistical Report on Parole and Probation in Alameda County

The Monthly Statistical Report provides information on the number of people being released from incarceration, who successfully complete parole and probation, and who are returned to incarceration as a result of parole or probation violations or commission of a new offense. The intent is to provide a comprehensive picture of the number of people under criminal justice supervision in Alameda County, whether under the supervision of county, state or federal authorities. As the reader will note, this initial report lacks data from some authorities. We will continue to work to obtain those data to complete the picture. We think this information is indispensable to effective planning, coordination of services and assessment of our effectiveness in supporting successful reintegration.

Service Needs and Availability Estimates for Parolees & Probationers

But beyond the statistics about those who are reentering, we also need to have information on the number and types of the services needed and available to support successful reentry and reintegration. Part 2 of the report is being designed to provide information on the service needs and the availability of services that those reentering will need. Initially, we have provided some rough estimates of need based on research studies. Over time, we hope to obtain better sources of data regarding service needs.

¹ *Bureau of Justice Statistics Bulletin: Prisoners in 2004*. Washington, DC: Department of Justice, Bureau of Justice Statistics, 2005

² *California Prisoners & Parolees, 2004*. California Department of Corrections, Offender Information Services, 2005

³ J. Travis. *But They All Come Back: Facing the Challenges of Prisoner Reentry*. Washington, DC: Urban Institute Press, 2005

⁴ *Parole and Probation in the US*. Washington, DC: Department of Justice, Bureau of Justice Statistics, 2005

⁵ *California Prisoners & Parolees, 2004*. California Department of Corrections, Offender Information Services, 2005

⁶ *Parole and Probation in the US*. Washington, DC: Department of Justice, Bureau of Justice Statistics, 2005



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As the reader will note, we have no information currently about availability. We hope to work with the many service providers for the formerly incarcerated, organizations of the formerly incarcerated and public agencies to obtain information on the availability of services. The Community Reentry Service Providers Network (CRSPN) plans to develop a resource and referral system that could be an important source of this information as well as an invaluable tool for connecting people to needed services estimates on estimate. We encourage those who read this report to refer us to sources of information on services for the formerly incarcerated.

Incarceration and Supervision Costs Estimates for Parolees & Probationers

The prison building and incarceration strategies of the 90's brought home to many of us the reality of the high costs of these strategies for public safety. Part 3 of the report, Incarceration and Supervision Costs, attempts us to keep focused on the relative costs of various strategies and approaches to public safety and reentry including incarceration, supervision, services. It is difficult to avoid the comparisons between how much we "invest" on education, affordable housing, youth development, social services and other preventative strategies versus how much we "spend" on incarceration and supervision.

A Work in Progress

As is evident upon review, the Community Report on Parole and Probation in Alameda County is a work in progress. We have chosen to proceed with releasing it at this stage of development for two reasons. First, even though incomplete, the available information still provides a useful picture of the magnitude of challenge facing Alameda County in reintegrating formerly incarnated people back into neighborhoods, communities and families. Second, we think the input and advice of those who read the report and those who work on these issues and those who experience them directly, can help us to improve the quality and usefulness of the report. We encourage you to provide us with ideas and feedback to improve the report

OTHER COMMUNITY SAFETY & JUSTICE RESOURCES FROM URBAN STRATEGIES COUNCIL

California Police and Prison News- A weekly electronic newsletter highlighting news and information related to police, prison and criminal justice. In 2006, the news letter will be renamed to Community Safety and Justice News and will focus more on news of effective approaches and strategies for community safety and justice.

<http://www.urbanstrategies.org/programs/csj/news/>

A Report on People Under Criminal Justice Supervision in Alameda County (under development)-Scheduled for release in January 2006, the first of a series of reports examining the characteristics of people under supervision of the California Department of Corrections and Rehabilitation and the Alameda County Probation Department.

A glossary of terms used in this report is available in the back on page 7.

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<i>Statistical Report On Parole & Probation in Alameda County, as of 6/1/2005</i>							
		May 2005 Totals		Changes in Status		April 2005 Totals	
Population		Percent	New Cases	Completed Terms	Revoked Cases	Number	Percent
Number							
CDCR Adult Parolees							
High Control	395	11%	N/A	N/A	N/A	N/A	N/A
High Services	498	14%	N/A	N/A	N/A	N/A	N/A
Control Services	1,955	56%	N/A	N/A	N/A	N/A	N/A
Minimum Services	591	17%	N/A	N/A	N/A	N/A	N/A
Unknown Disposition	23	1%	N/A	N/A	N/A	N/A	N/A
Total Adult Parolees	3,462	100%	N/A	N/A	N/A	N/A	N/A
DJJ (CYA) Parolees							
	259	100%	N/A	N/A	N/A	N/A	N/A
TOTAL CDCR PAROLEES		3,721					
AC Probation Dept. Adult Probationers							
Maximum Supervision	2,130	12%	N/A	N/A	N/A	2,174	12%
Active Supervision	2,208	13%	N/A	N/A	N/A	2,173	12%
Prop. 36	1,616	9%	N/A	N/A	N/A	1,575	9%
Minimum/Medium Supervision	11,709	66%	N/A	N/A	N/A	11,738	66%
Total AC Probation Dept. Adult Probationers	17,663	100%	N/A	N/A	N/A	17,660	100%
AC Court Probationers		N/A	N/A	N/A	N/A	N/A	N/A
TOTAL ALAMEDA COUNTY PROBATIONERS		17,663					
Federal Bureau of Prisons							
Federal Probationers	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Federal Supervised Release							
Federal Parolees	N/A	N/A	N/A	N/A	N/A	N/A	N/A
TOTAL FBP PAROLEES AND PROBATIONERS	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Total Reentry Population in Alameda County	21,384	100%	N/A	N/A	N/A	N/A	N/A
Alameda Co. Juvenile Probationers	1,859	100%	N/A	N/A	N/A	N/A	N/A



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SERVICE NEEDS AND AVAILABILITY ESTIMATES FOR PAROLEES & PROBATIONERS

Research Indicates	Applied to 3,462 Alameda County Parolees, this suggests...	Applied to 17,663 Alameda County Probationers, this suggests...	Estimate of available spaces for reentry population...	Estimated cost of services per person...
Substance Abuse				
<ul style="list-style-type: none"> ○ 74% of parolees have a history of substance abuse⁷ ○ Only 10% received treatment while incarcerated⁸ 	<ul style="list-style-type: none"> ○ About 2,216 treatment spaces are needed 	<ul style="list-style-type: none"> ○ About 11,305 treatment spaces are needed 	○	○
Employment				
<ul style="list-style-type: none"> ○ 60% of parolees are not in the labor market one year after release⁹ 	<ul style="list-style-type: none"> ○ 2,077 job placements are needed 	<ul style="list-style-type: none"> ○ 10,598 job placements are needed 	○	○
Housing				
<ul style="list-style-type: none"> ○ Between 30% and 50% of parolees in San Francisco and Los Angeles are homeless¹⁰ 	<ul style="list-style-type: none"> ○ Between 1,039 and 1,773 housing placements are needed 	<ul style="list-style-type: none"> ○ Between 5,299 and 8,832 housing placements are needed 	○	○

⁷ Mumola, C.J. 1999. *Bureau of Justice Statistics Special Report: Substance Abuse and Treatment, State and Federal Prisoners, 1997*. Washington DC: US Department of Justice, Bureau of Justice Statistics

⁸ Bureau of Justice Statistics. 2000. *Correctional Populations in the United States, 1997*. Washington DC: US Department of Justice, Bureau of Justice Statistics

⁹ Maruschak, L.M. 1999. *Bureau of Justice Statistics Bulletin: HIV in Prisons 1997*. Washington DC: US Department of Justice, Bureau of Justice Statistics

¹⁰ California Department of Corrections. 1997. *Prevention Parole Failure Program: An Evaluation*. Sacramento: California Department of Corrections.



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Research Indicates	Applied to 3,462 Alameda County Parolees, this suggests...	Applied to 17,663 Alameda County Probationers, this suggests...	Estimate of available spaces for reentry population...	Estimated cost of services per person...
Health Services				
○ Between 8% and 16% of parolees have at least one serious mental health issue and are in need of psychiatric services ¹¹	○ Between 277 and 554 need psychiatric care	○ Between 1,413 and 2,826 need psychiatric services	○	○
Education				
○ 41% of parolees and 31% of probationers lack a high school diploma or GED ¹²	○ 1,416 adult education spaces are needed	○ 5,476 adult education spaces are needed	○	○
Family Services				
○ 55% of soon-to-be-released offenders have children under the age of 18 ¹³	○ 1,904 parolees may need family counseling, support or reunification assistance	○ 9,715 probationers may need family counseling, support or reunification assistance	○	○

¹¹ Travis, J., A.L. Solomon, and Michelle Waul. 2001. *From Prison to Home: The Dimensions and Consequences of Prisoner Reentry*. Washington, DC: Justice Policy Center of the Urban Institute.

¹² Watts, H., and D.S. Nightingale. 1996. *Adding it up: The economic impact of incarceration on individuals, families, and communities*. Journal of the Oklahoma Criminal Justice Research Consortium, 3.

¹³ Johnston, D., and K. Gabel. 1995. "Incarcerated parents." In K. Gabel & D. Johnston (Eds.), *Children of incarcerated parents* (pp. 3-20). New York: Lexington Books.



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INCARCERATION AND SUPERVISION COSTS ESTIMATES FOR PAROLEES & PROBATIONERS

Criminal Justice Organization	California Department of Corrections and Rehabilitation-Adults	California Department of Corrections and Rehabilitation-CYA	Alameda County Probation Department-Adult	Alameda County Probation Department-Youth	Alameda County Courts	US Bureau of Prisons-Probation	US Bureau of Prisons-Parole
Population Under Supervision As of June 1, 2005	There were 3,462 Parolees in Alameda County	There were 259 CYA Parolees in Alameda County	There were 17,663 adults on Alameda County Probation	There were 1,858 Youth on Alameda County Probation	There were ___ Adults on Alameda County Court Probation	There were ___ BOP Probationers in Alameda County	There were ___ BOP Parolees in Alameda County
Cost of one year of incarceration	○ \$30,929 ¹⁴	○ \$60,000	○ \$27,167	○	○ \$27,167	○	○
Cost of one year of Supervision	○ \$3,364	○	○	○	○	○	○
Cost of one year of incarceration after revocation	○ \$14,227 ¹⁵	○ \$59,813	○	○	○	○	○

¹⁴ See California Police and Prison News of July 1, 2004 for references and citations for cost estimates. <http://www.urbanstrategies.org/programs/csj/news/2004/2004-07-01.html>

¹⁵ Includes costs of misdemeanor arrest, detainment in county/city jail, hearing, and average prison sentence.



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GLOSSARY

Alameda County Probation Department: Agency that oversees adults sentenced to probation by the Alameda County Superior Court. The Department's Juvenile Probation Division runs Alameda County Juvenile Hall, and supervises youth offenders on probation or adjudicated to probation camps.

California Department of Corrections & Rehabilitation (CDCR): Agency that oversees state prisons and Department of Juvenile Justice (formerly California Youth Authority) facilities, and supervises parolees released from these institutions. CDCR also oversees the Bureau of Prison Terms (BPT), which considers parole release and establishes the terms and conditions of parole for all persons sentenced in California under the Indeterminate Sentencing Law and for persons serving a sentence of life with possibility of parole.

Department of Juvenile Justice (DJJ): Formerly the California Youth Authority, the DJJ maintains custody of juvenile offenders adjudicated to its institutions, and supervises parolees from these institutions. DJJ institutions typically house youthful offenders up to the age of 21; however, under some circumstances, a young person up to age 25 may remain in DJJ custody.

Levels of Supervision: Refers to the intensity of supervision and conditions for parole or probation, which vary by agency. Parolees released from CDCR institutions are assigned to one of four levels of supervision:

- *High Control*, typically assigned to parolees who were convicted of violent felonies, are known gang members, or sex offenders. Parolees assigned to this most intensive level of supervision must make contact with their parole agents twice monthly. If required, they must submit to monthly drug tests. Additionally, parole agents must make two collateral contacts with a doctor, relative, employer or some other person who has regular contact with the parolee.
- *High Service*, for parolees with special needs, such as severe mental illness or "Second Strike" status. The supervision requirements for high service parolees are the same as those for parolees assigned to high control.
- *Control Service*, for parolees who do not meet criteria for higher levels of supervision. Parolees assigned to this level of supervision must make two face-to-face contacts with their parole agents each month.
- *Minimum Service*, the lowest level of supervision, is the automatic reclassification for parolees who have satisfactorily completed 180 days of Control Service supervision. Parolees assigned minimum service must have one in-person meeting with their parole agents every 120 days.

Adult probationers in Alameda are assigned to one of five levels of supervision:

- *Maximum Supervision:* For offenders who were convicted of felonies.
- *Proposition 36:* For eligible first- and second-time adult offenders who use or possess illegal drugs; conditions include drug treatment and intensive supervision in lieu of jail time
- *Active Supervision:* For sex offenders, and "serious" and "violent" offenders, as described by the "Three Strikes" law. Also includes diversion and mentoring programs
- *Minimum/Medium:* Offenders assigned to this level are not actively supervised and receive services only as needed.
- *Court Probation:* Offenders assigned to this level are unsupervised, but must adhere to conditions of probation as set by the court.



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Parole: Conditional release of a state or federal offender whose term has not expired. Parolees agree to conditions of sustained lawful behavior and to regular monitoring by a sworn officer for set period of time. Parole can be revoked if the conditions of release are violated.

Probation: Conditional suspension of the convicted offender's sentence. Probationers must remain in the community, under the supervision of a probation officer. Probationers' original sentences remain in force and can be invoked should they violate provisions of the probation. Probation differs from parole that the latter requires the offender to have served a portion of his or her sentence in an institution.

Revocation: The annulment of parole or probation, due to parolee or probationer misconduct. Parole or probation may be revoked because the offender violated terms of release, or because he or she committed a new offense.