

SUBCOMMITTEE NO. 5

Agenda

Senator Laura Richardson, Chair
Senator María Elena Durazo
Senator Kelly Seyarto
Senator Aisha Wahab



Thursday, April 24, 2025
9:30 a.m. or Upon Adjournment of Session
State Capitol – Room 112

Consultant: Nora Brackbill and Eunice Roh

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Public Comment

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ITEMS FOR DISCUSSION

2720 CALIFORNIA HIGHWAY PATROL

Issue 1: California Highway Patrol Officer Perspectives

Panelists.

- Jake Johnson, President, California Association of Highway Patrolmen

Background. The primary mission of the California Highway Patrol (CHP) is to ensure safety and enforce traffic laws on state highways and county roads in unincorporated areas. The CHP also promotes traffic safety by inspecting commercial vehicles, as well as inspecting and certifying school buses, ambulances, and other specialized vehicles. The CHP carries out a variety of other mandated tasks related to law enforcement, including investigating vehicular theft and providing backup to local law enforcement in criminal matters. The operations of the CHP are divided across eight geographic divisions throughout the state.

The Governor's budget includes 11,299 positions at the CHP, of which 7,620 are uniformed personnel (and of this amount, 6,407 are officer classifications). Uniformed personnel includes officers as well as supervisors, such as lieutenants. As of April 2025, the CHP reports a 9.7 percent vacancy rate in uniformed positions and a 10.4 percent vacancy rate in uniformed officer positions.

All CHP officers complete an extensive process to become a uniformed officer at the department. This process includes a written application, physical abilities test, written exam, background investigation, medical and psychological evaluation, and 26 weeks of training at the CHP Academy. Officers work in various capacities. Specializations can range from different modes of transportation (such as motorcycle officers as well as officers in the Mounted Patrol Unit, Bicycle Patrol Unit, and Air Operations) as well as various investigative and law enforcement capacities (such as the SWAT Team, Commercial Operations Unit, Hazardous Device Detail, Background Investigators, Capitol Protective Services, Dignitary Protection Section, Multi-Disciplinary Accident Investigation Team.)

The California Association of Highway Patrolmen (CAHP) is the labor union that advocates on behalf of uniformed CHP officers in matters related to pay, benefits, and working conditions. CAHP is the dedicated bargaining unit (BU5) for CHP officers, and negotiate on their behalf with the California Department of Human Resources through a collective bargaining process to reach agreement on a contract (called a Memorandum of Understanding, or MOU) covering a specified time period.

Staff Recommendation. This item is informational, and no action is required.

5225 DEPARTMENT OF CORRECTIONS AND REHABILITATION**Issue 2: Institutional Employee Perspectives****Panelists.**

- Dr. Navreet Mann, Psychiatrist at CDCR and member of Union of American Physicians and Dentists
- Dr. Aaron Cannon, Psychologist at CDCR and member of AFSCME Local 2620
- Heather Markovich, Licensed Vocational Nurse and SEIU Local 1000 Bargaining Unit 20 Chair

Background. The California Department of Corrections and Rehabilitation (CDCR) is responsible for the incarceration of certain adults convicted of felonies, including the provision of rehabilitation programs, vocational training, education, and health care services. As of February 26, 2025, CDCR was responsible for an incarcerated population of 90,900 individuals¹. Most of these people are housed in the state's 31 prisons and 34 firefighting and conservation camps. CDCR also supervises and treats about 34,600 adults on parole, is responsible for the apprehension of those who commit parole violations, and operates one juvenile conservation camp.

The Governor's budget includes 60,018.1 positions for CDCR in 2025-26, making it the largest state department by nearly three-fold (excluding the Judicial Branch and higher education; the next largest is the Department of Transportation at 22,614.2 employees). CDCR staff include 33,983.7 positions for operations (general security, inmate support, and institution administration) and 18,113 positions for medical, mental health, dental services and related administration, among other areas. In fiscal year 2023-24, CDCR reported an average vacancy rate of 19.0 percent.

CDCR employees are represented by nine labor organizations and 18 of the state's 21 bargaining units. Some of the largest by number of CDCR employees include the California Correctional Peace Officers Association, SEIU Local 1000, and AFSCME, among other organizations. This panel will focus on the experiences of non-peace officer staff in CDCR institutions.

Staff Recommendation. This item is informational, and no action is required.

¹ <https://www.cdcr.ca.gov/research/wp-content/uploads/sites/174/2025/02/Tpop1d250226.pdf>

Issue 3: Rehabilitative Programming**Panelists.**

- Sydney Tanimoto, Deputy Director, Division of Rehabilitative Programs, CDCR
- Kenneth Hartman, Executive Director of Transformative Programming Works
- Calliope Correia, Land Together (formerly Insight Garden Program)

Background. More than 30,000 people are released from California’s prisons each year, and 39.1 percent are reconvicted within three years². This rate of recidivism results in increased crime and costs to the state, and reflects the significant barriers to successful reentry. Rehabilitative programs at CDCR help individuals develop various types of social and educational skills, and ultimately help prepare individuals for release. CDCR both directly offers rehabilitative programming, and partners with a number of nonprofit organizations and colleges to provide rehabilitative programming for incarcerated individuals. Both types of programming are described below.

Programming Offered by CDCR. CDCR and the California Correctional Health Care Services (CCHCS) run approximately 5,000 activity groups and therapeutic groups. These include programs such as Mental Health and Wellness and Substance Abuse Treatment. These programs provide rehabilitative programming and skills to incarcerated individuals to reduce their likelihood of reoffending and standardizes education on disease processes, positive health behaviors, and improves incarcerated patient health and wellness. The 2018 Budget Act included \$2.5 million and 13 positions ongoing, and the 2022 Budget Act included an additional \$4.6 million and 72.5 positions ongoing for rehabilitative programming.

Programming Offered by Community-Based Organizations. In addition to programming offered by CDCR and CCHCS, programming is offered by community-based organizations and volunteers. These programs providing the incarcerated population with reentry support, skills and workforce development as well as trauma healing and restorative justice programs. They include arts, mindfulness, social and emotional learning, life skills and accountability, victim awareness, reentry planning, gardening, education, animal care and training, and many others.

The state has provided various grants to CBOs providing in-prison programming, including the California Reentry and Enrichment (CARE) Grant (\$5 million per year), Innovative Programming Grants (\$4 million per year), Victim Impact Grant (\$1 million per year), Restorative Justice Grant (\$10 million one-time), and Rehabilitative Investment Grants for Healing and Transformation (RIGHT; \$20 million in 2022-23, \$21 million in 2023-24, and \$2.2 million in 2024-25).

Credit Earning. In 2016, voters approved Proposition 57, which authorizes CDCR to “award sentence credits for rehabilitation, good behavior, or educational achievements.” (Cal. Const., art. I, § 32). These credits are used to accelerate release dates or parole consideration hearings as applicable. Incarcerated persons can get credits in five categories: (1) Good Conduct Credit (GCC), (2) Milestone Completion Credit (MCC), (3) Rehabilitative Achievement Credit (RAC), (4) Education Merit Credit (EMC), and (5) Extraordinary Conduct Credit (ECC).

² <https://www.cdcr.ca.gov/research/wp-content/uploads/sites/174/2025/04/Statewide-Recidivism-Report-for-Individuals-Released-in-Fiscal-Year-2019-20.pdf>

Incarcerated people can earn RAC for participation in approved rehabilitative programs. The credit earning rate is 10 days per 52 participation hours, up to 40 days per year. All eligible activities, attendance, and credit awarding must be entered and tracked in the Strategic Offender Management System (SOMS).

Of people released from prison during the 2019-20 fiscal year, 59.6 percent earned some type of enhanced credit. The three-year conviction rate for people who earned credit was lower than the rate for those with no enhanced credit earnings (35.8 percent and 44.0 percent, respectively). Individuals earning multiple types of credits had the lowest recidivism rates, as shown in the table below, from the *Statewide Recidivism Report For Individuals Released From The California Department Of Corrections And Rehabilitation In Fiscal Year 2019-20*, published by CDCR in April 2025³.

Type of Enhanced Credit Earning	Number Released	One-Year		Two-Year		Three-Year	
		Number Convicted	Conviction Rate	Number Convicted	Conviction Rate	Number Convicted	Conviction Rate
EMC Only	319	35	11.0%	71	22.3%	101	31.7%
MCC Only	13,205	2,011	15.2%	4,237	32.1%	5,734	43.4%
RAC Only	552	33	6.0%	97	17.6%	138	25.0%
More than One Credit Type:							
EMC and RAC	35	3	8.6%	4	11.4%	5	14.3%
EMC and MCC	1,283	79	6.2%	237	18.5%	346	27.0%
RAC and MCC	4,010	219	5.5%	548	13.7%	834	20.8%
EMC, MCC and RAC	978	27	2.8%	91	9.3%	145	14.8%
No Enhanced Credit	13,833	2,269	16.4%	4,589	33.2%	6,092	44.0%
Total	34,215	4,676	13.7%	9,874	28.9%	13,395	39.1%

EMC: Education Merit Credit

MCC: Milestone Completion Credit

RAC: Rehabilitative Achievement Credit

Staff Recommendation. This item is informational, and no action is required.

³ <https://www.cdcr.ca.gov/research/wp-content/uploads/sites/174/2025/04/Statewide-Recidivism-Report-for-Individuals-Released-in-Fiscal-Year-2019-20.pdf>

5225 DEPARTMENT OF CORRECTIONS AND REHABILITATION
5420 PRISON INDUSTRY AUTHORITY**Issue 4: Employment Training****Panelists.**

- Genevie Candelaria, Superintendent of Correctional Education, Division of Rehabilitative Programs, CDCR
- Michele Kane, Assistant General Manager, External Affairs, Prison Industry Authority
- Dolores Olivarez, Assistant Chief, Workforce Development, Prison Industry Authority
- Angelica Martin, Director of Workforce and Education, Anti-Recidivism Coalition

Background. Employment upon release is a critical factor in successful reentry, with various studies showing it can reduce recidivism by over half⁴. CDCR provides various types of employment training, including job training through mandatory work assignments and career technical education and other programs. However, the unemployment rates among the formerly incarcerated is 27 percent, nearly five times higher than the rate for the general U.S. population⁵. Over half of unemployed men in the U.S. have a criminal record, with 64 percent having been arrested and 46 percent having been convicted⁶. Convictions can be a barrier to eligibility and licensing in some professions.

Career Technical Education (CTE). Incarcerated individuals may have access to various CTE programs depending on the institution, such as building and construction, business and finance, fashion, information and communication technologies, manufacturing, transportation, carpentry, commercial diving, computer-aided design and coding, construction labor, and iron working. These programs can lead to certifications such as the Multi-Craft Core Curriculum (MC3), which is an apprenticeship requirement for the National Association of Building Trades Unions.

CalPIA Enterprises and Joint Ventures. The Prison Industry Authority (CalPIA) is a semi-independent agency that operates enterprises employing incarcerated individuals, and has CTE programs, apprenticeship programs, and other employment support. CalPIA is required to be self-supporting, and does not rely on General Fund. CalPIA enterprises include office furniture, custodial services, the production of license plates, and optical services (eye wear), among others. CalPIA's biggest customer is CDCR (\$177.1 million, representing 62.2 percent of sales in fiscal year 2022-23). CalPIA currently manages more than 100 enterprises employing approximately 5,800 incarcerated individuals. CalPIA also operates four Joint Venture Programs, where it contracts with public businesses to offer incarcerated labor to be paid wages comparable to non-incarcerated individuals. CalPIA operates in every prison, although not all incarcerated individuals are eligible to participate. Generally, individuals with life sentences without the possibility of parole, people convicted of certain crimes, and people with certain security concerns are not eligible⁷.

⁴ <https://prison2ec.org/employment-fact-citations/>

⁵ <https://www.prisonpolicy.org/reports/outofwork.html>

⁶ <https://www.science.org/content/article/staggering-study-reveals-46-unemployed-u-s-men-have-criminal-convictions>

⁷ https://www.calpia.ca.gov/wp-content/uploads/calpia/news/Reports_and_Publications/FY2021-22LegislatureReport-PIA.pdf

During fiscal year 2023–24, there were 2,126 incarcerated individuals registered into the state apprenticeship program with 689 incarcerated individuals completing an apprenticeship program. There were also 5,513 participants who successfully completed an accredited certificate program.

Recidivism Impact. A 2021 study on the effect of CalPIA programs on recidivism showed that CalPIA participants had lower rates of arrests, convictions, and incarcerations during a three-year follow up than the control group (individuals accepted into CalPIA but without time to participate before they were released)⁸. Only 15 percent of CalPIA participants returned to custody within three years.

Employment Centers and Reentry. CDCR and CalPIA have initiatives to help incarcerated individuals find employment prior to release. This includes access to the Entry to Employment (E2E) Network and CalPIA Workforce Development Coordinators for individuals within 180 days of release. The E2E network started at California State Prison, Solano in January 2024 and will be available at every prison in California by the end of 2025. CalPIA has also helped coordinate three hiring events with Caltrans leading to 31 job offers. CDCR also partners with the American Job Center of California to provide reentry support and services such as career counseling and job placement assistance at a handful of institutions, including Valley State Prison. CDCR is proposing to expand this partnership to San Quentin Rehabilitation Center.

Staff Recommendation. This item is informational, and no action is required.

⁸ https://www.calpia.ca.gov/wp-content/uploads/calpia/news/Reports_and_Publications/CALPIARecidivism.pdf