

**STATE OF CALIFORNIA**  
**Budget Change Proposal - Cover Sheet**  
 DF-46 (REV 08/17)

Fiscal Year 2018-19	Business Unit 5225	Department California Department of Corrections and Rehabilitation	Priority No. 4
Budget Request Name 5225-407-BCP-2018-MR		Program <b>VARIOUS</b>	Subprogram <b>VARIOUS</b>

Budget Request Description  
 Training Initiatives

**Budget Request Summary**

The California Department of Corrections and Rehabilitation requests \$12.9 million General Fund in 2018-19 and 5.0 positions, \$21.6 million General Fund in 2019-20 and 2020-21, and \$19.3 million General Fund in 2021-22 and ongoing to add essential training for peace officer and supervisory positions.

Requires Legislation <input checked="" type="checkbox"/> Yes <input type="checkbox"/> No	Code Section(s) to be Added/Amended/Repealed Penal Code 13603	
Does this BCP contain information technology (IT) components? <input type="checkbox"/> Yes <input checked="" type="checkbox"/> No <i>If yes, departmental Chief Information Officer must sign.</i>	Department CIO	Date
For IT requests, specify the project number, the most recent project approval document (FSR, SPR, S1BA, S2AA, S3SD, S4PRA), and the approval date.		
Project No.	Project Approval Document:	Approval Date:

If proposal affects another department, does other department concur with proposal?  Yes  No  
*Attach comments of affected department, signed and dated by the department director or designee.*

Prepared By Stacy Lopez	Date	Reviewed By Eric Swanson	Date
Department Director Jason Lopez	Date	Agency Secretary Scott Kernan	Date

**Department of Finance Use Only**

Additional Review:  Capital Outlay  ITCU  FSCU  OSAE  CALSTARS  Dept. of Technology

PPBA <b>Original Signed By:</b> Madelynn McClain	Date submitted to the Legislature 5/11/18
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# BCP Fiscal Detail Sheet

BCP Title: Training Initiatives

BR Name: 5225-407-BCP-2018-MR

## Budget Request Summary

	FY18					
	CY	BY	BY+1	BY+2	BY+3	BY+4
Personal Services						
Positions - Permanent	0.0	5.0	5.0	5.0	5.0	5.0
<b>Total Positions</b>	<b>0.0</b>	<b>5.0</b>	<b>5.0</b>	<b>5.0</b>	<b>5.0</b>	<b>5.0</b>
Salaries and Wages						
Earnings - Permanent	0	519	519	519	519	519
Earnings - Temporary Help	0	1,066	2,132	2,132	2,132	2,132
Overtime/Other	0	7,626	15,252	15,252	15,252	15,252
<b>Total Salaries and Wages</b>	<b>\$0</b>	<b>\$9,211</b>	<b>\$17,903</b>	<b>\$17,903</b>	<b>\$17,903</b>	<b>\$17,903</b>
Total Staff Benefits	0	330	330	330	330	330
<b>Total Personal Services</b>	<b>\$0</b>	<b>\$9,541</b>	<b>\$18,233</b>	<b>\$18,233</b>	<b>\$18,233</b>	<b>\$18,233</b>
Operating Expenses and Equipment						
5301 - General Expense	0	39	39	39	39	39
5302 - Printing	0	6	6	6	6	6
5304 - Communications	0	12	12	12	12	12
5306 - Postage	0	3	3	3	3	3
5320 - Travel: In-State	0	1,703	1,703	1,703	309	309
5322 - Training	0	1,553	1,499	1,564	621	621
5340 - Consulting and Professional Services - External	0	4	4	4	4	4
5340 - Consulting and Professional Services - Interdepartmental	0	2	2	2	2	2
5368 - Non-Capital Asset Purchases - Equipment	0	28	18	18	18	18
539X - Other	0	43	43	43	43	43
<b>Total Operating Expenses and Equipment</b>	<b>\$0</b>	<b>\$3,393</b>	<b>\$3,329</b>	<b>\$3,394</b>	<b>\$1,057</b>	<b>\$1,057</b>
<b>Total Budget Request</b>	<b>\$0</b>	<b>\$12,934</b>	<b>\$21,562</b>	<b>\$21,627</b>	<b>\$19,290</b>	<b>\$19,290</b>
<b>Fund Summary</b>						
Fund Source - State Operations						
0001 - General Fund	0	12,934	21,562	21,627	19,290	19,290
<b>Total State Operations Expenditures</b>	<b>\$0</b>	<b>\$12,934</b>	<b>\$21,562</b>	<b>\$21,627</b>	<b>\$19,290</b>	<b>\$19,290</b>
<b>Total All Funds</b>	<b>\$0</b>	<b>\$12,934</b>	<b>\$21,562</b>	<b>\$21,627</b>	<b>\$19,290</b>	<b>\$19,290</b>

## Program Summary

### Program Funding

4500027 - Internal Affairs	0	2,005	1,914	1,979	1,467	1,467
4505010 - Office of Training & Prof. Development	0	3,303	4,682	4,682	2,857	2,857
4530028 - General Security Overtime	0	7,337	14,388	14,388	14,388	14,388
4540040 - Classification Services	0	289	578	578	578	578
<b>Total All Programs</b>	<b>\$0</b>	<b>\$12,934</b>	<b>\$21,562</b>	<b>\$21,627</b>	<b>\$19,290</b>	<b>\$19,290</b>



## Analysis of Problem

### A. Budget Request Summary

The California Department of Corrections and Rehabilitation (CDCR) requests \$12.9 million General Fund in 2018-19 and 5.0 positions, \$21.6 million General Fund in 2019-20 and 2020-21, and \$19.3 million General Fund in 2021-22 and ongoing to add essential training for peace officer and supervisory positions.

### B. Background/History

CDCR employs more than 61,000 staff, including more than 27,000 custody staff. These staff are responsible for ensuring the safety and security of the institutions as well as supporting inmate rehabilitation.

In the last decade, CDCR has transitioned from an incarceration-based model to a rehabilitation-based model. This shift requires a significant culture shift for all staff, particularly custody staff whose previous experience was with the incarceration model. The changes in approach and expectations particularly affect staff who have promoted to the ranks of Sergeants, Lieutenants, Special Agents, and Parole Agents, who have more experience and are expected to lead and mentor newer staff. This transition continues to be the subject of considerable focus for the Legislature, inmate advocacy groups, the media, the Office of the Inspector General, the courts, and the public.

In addition to the shifting priorities, institution staff must manage an often violent, unpredictable, and negative prison environment, which can have profound consequences on their health and well-being. Rates of suicide, alcohol and drug dependency, domestic violence, and divorce are particularly high among custody staff, which is indicative of the stressful working environment. While efforts are focused on implementing offender rehabilitation strategies, it is imperative the Department likewise address the needs of custody staff, by providing them the skills and services to navigate their challenging work environment.

It is CDCR's goal to ensure staff are trained and equipped to handle the difficult dynamics of an institution, and specialized law enforcement training is provided as appropriate. To address these concerns and support continued staff development, the Department has begun to take a holistic approach, developing resources and training which reinforce departmental goals, focus on employee development and career advancement, and emphasize the importance of work-life balance. The Department has made considerable efforts over the past five years to enhance training for cadets, line staff, and managerial staff on both the practical and philosophical aspects of the correctional profession. These topics are woven into the curriculum for Basic Correctional Officer Academy (BCOA) for cadets, Off-Post Training (OPT) for field staff, and managerial and leadership trainings.

The BCOA has revised curricula over the years to include more training on stress resiliency, rehabilitation, and cultural diversity. CDCR currently provides 40 hours of OPT, consistent with the current collective bargaining agreement. As the Department continues to change, it is necessary to update and expand its training curriculum to address the new institutional environment and needs of its workforce. The Basic/Advanced Supervision Training, the Lieutenant and Sergeant Academies, Executive Development Orientation Program, and Executive Leadership Institute are examples of training programs which include those topics while emphasizing ethical decision making and trust as staff transition into management roles. The Department must also continue to adapt to changing requirements for specialized staff, such as Special Agents and investigators, and provide the training necessary to ensure they meet current standards, consistent with similar classifications in other law enforcement areas.

### C. State Level Considerations

The trainings included in this proposal are vital to the proper and effective job performance of correctional staff and directly pertain to the Department's mission to enhance public safety through safe and secure incarceration of offenders, effective parole supervision, and rehabilitative strategies to successfully reintegrate offenders into our communities.

Additionally, in 2015, the Governor initiated the Civil Service Improvement (CSI) initiative, a comprehensive strategy to systemically improve the civil service system. CSI efforts focus on

## Analysis of Problem

improving hiring, recruiting, succession planning, retention, training, and other civil service functions to allow California to compete for and retain the best and brightest employees. A significant component of CSI has been a renewed focus on training. During the years when the state faced budget shortfalls, training was one of the first items to face budget cuts. This proposal seeks to restore and expand these trainings. CDCR staff face unique challenges in the institutional setting, making a robust training program essential. The proposed trainings are supported by the Departmental Operations Manual (DOM), California Code of Regulations (CCR), Penal Code (PC), and Court Mandates.

### D. Justification

#### Expanded Training

CDCR's training program has evolved significantly over the past decade in response to departmental changes. To fully support the cultural changes underway, CDCR must adapt and expand its training program to a comprehensive model which meets the needs of employees at every stage of their career. The Department has partnered with the California State University system to develop training curriculum and worked with Humboldt State University to complete a review of CDCR's training programs to identify opportunities for improvement. During the review, completed in March 2018, it was determined additional training would benefit both staff and supervisors.

The first component of the expanded training would add 40 hours to the BCOA and requires an update to Penal Code section 13603. The additional hours would incorporate implicit bias, leadership, and reality-based scenarios into the academy training. Many of these subjects would be further reinforced during annual OPT, which would be expanded by an additional 8 hours to provide critical institution-specific training, as well as behavioral training tied to organizational culture change and the role custody staff play in supporting inmates in the rehabilitative process. Expanding OPT also allows current peace officers to participate in the new training topics.

Employees who promote into management attend the Advanced Management for custody and non-custody supervisors and managers. This proposal would increase these courses from 80 hours to 120 hours and add trainings on topics such as implicit bias, ethical leadership, an employee's role in rehabilitation, and stress resiliency.

Under this proposal, employees who promote to the rank of Captain and above will attend Command College for leaders in law enforcement. The Command College is a 14-16 month leadership program designed to prepare law enforcement leaders of today for the challenges of tomorrow. The program focuses on leadership principles needed to influence the future direction of the organization, strategies to identify emerging issues and provide a proactive response, skills and knowledge necessary to anticipate and prepare for the future, methods and benefits of sharing information, and how to engage stakeholders in problem-solving.

#### Specialized Training

The Office of Internal Affairs (OIA), Office of Correctional Safety (OCS), and the Division of Adult Institutions (DAI) Investigative Services Units (ISU) are authorized to review and investigate allegations of administrative and criminal misconduct. CDCR Special Agent authority is defined in Penal Code (PC) 830.2(d), and they are authorized with full-time peace officer duties which extend statewide at any time. Special Agents conduct investigations into felonious crimes and their administrative equivalents, sexual assault, murder for hire, excessive force, narcotic and cell phone smuggling, workers' compensation fraud, threats against staff, and the use of deadly force by CDCR peace officers. Special Agents are assigned to federal, state, and local task forces, and work alongside other peace officers who train under Commission on Peace Officer Standards and Training (POST) standards. POST sets industry standards and determines the standardized curriculum for law enforcement agencies with sworn peace officers who perform similar functions to CDCR staff.

For CDCR Special Agents to develop and maintain an understanding of existing state standards for peace officers with primary investigative assignments, it is necessary to provide them with a POST Basic Course and Specialized Investigator training. Without providing industry standard training, CDCR

## Analysis of Problem

Special Agents would become out of compliance with POST standards and expose the department to liability. For example, Special Agents require specialized knowledge and skills related to search warrant operations, arrest warrant operations, community surveillance, and the potential use of deadly force in correctional and community settings. The Special Agent classification is unique, as they provide law enforcement functions both in the correctional setting and in communities throughout the state. To ensure investigative staff are trained appropriately, and to improve investigation outcomes, CDCR requests 5.0 Special Agent positions to create an investigative training unit responsible for oversight and administration of statewide Special Agent and Investigative Services Unit training (as detailed in Attachment A).

### E. Outcomes and Accountability

Implementation of this proposal would allow CDCR to enhance its current training program to support its workforce and proactively manage succession. Upon full implementation, the department will provide this additional training to nearly 3,000 staff annually.

Projected Outcomes

Attendance by Training	2018-19	2019-20	2020-21	2021-22	2022-23
Additional Week of BCOA	1,029	2,058	2,058	2,058	2,058
Advanced Management	146	292	292	292	292
Command College	155	155	155	27	27
Investigator Training	380	537	577	371	371

### F. Analysis of All Feasible Alternatives

**Alternative 1:** Provide \$12.9 million General Fund in 2018-19 and 5.0 positions, \$21.6 million General Fund in 2019-20 and 2020-21, and \$19.3 million General Fund in 2021-22 and ongoing to add additional wellness, rehabilitation, and investigative trainings for cadets, Correctional Officers, custody and non-custody managers, and Special Agents and investigators.

Pros:

- CDCR develops and maintains a well-trained workforce.
- Promotes a healthier working environment for employees.
- Improves employee productivity.
- Reduces legal liability by providing training for the difficult institutional working environment.

Cons:

- Requires additional General Fund resources.

**Alternative 2:** Provide \$9.3 million General Fund and 5.0 positions in 2018-19, \$16.6 million General Fund in 2019-20 and ongoing for OPT and investigative trainings.

Pros:

- CDCR can improve the training of its workforce during OPT and provide specialized training for investigators.
- Promotes a healthier working environment for employees.
- Improves employee productivity.
- Reduces legal liability by providing training for the difficult institutional working environment.

Cons:

- Requires additional General Fund resources.
- Does not allow for the inclusion of necessary additional curriculum in the BCOA, for advanced management, and for leadership training that would create a well-trained, productive workforce.

## Analysis of Problem

**Alternative 3:** Provide \$3.6 million General Fund in 2018-19 and \$5.0 million General Fund in 2019-20 and 2020-21, and \$3.1 million ongoing for an additional week for the BCOA and to expand the Supervisorial Training and Command College.

### Pros:

- Allows new employees to understand the Department mission and goals.
- Provides supervisors with leadership skills and resources.
- Reduces legal liability by providing training for the difficult institutional working environment.

### Cons:

- Requires additional General Fund resources.
- Does not allow for the inclusion of necessary specialty training for Special Agents and investigators designed to ensure staff adhere to current POST standards and improve investigation outcomes.

**Alternative 4:** Provide \$5.6 million General Fund and 5.0 positions in 2018-19, \$6.9 million General Fund in 2019-20 and 2020-21, and \$4.6 million General Fund in 2021-22 and ongoing for an additional week for the BCOA, to expand the Supervisorial Training and Command College, and offer specialized investigative training.

### Pros:

- Allows new employees to understand the Department mission and goals.
- Provides supervisors with leadership skills and resources.
- Reduces legal liability by providing training for the difficult institutional working environment.

### Cons:

- Requires additional General Fund resources.
- Limits development of a well-trained workforce
- Legal liability increases by not improving training for the difficult institutional working environment.

## G. Implementation Plan

CDCR will begin implementing the expanded wellness, rehabilitation, and new investigative trainings in 2018-19.

## H. Supplemental Information

Attachment A – Workload Analysis

## I. Recommendation

CDCR recommends approval of Alternative 1 which would provide \$12.9 million General Fund in 2018-19 and 5.0 positions, \$21.6 million General Fund in 2019-20 and 2020-21, and \$19.3 million General Fund in 2021-22 and ongoing to add essential training for peace officer and supervisory positions.

**Investigative Training Unit Workload Analysis**

<b>Special Agents</b>			
Under the direction of a Special Agent-In-Charge, the Investigative Training Unit (ITU) Senior Special Agent will manage the work of four special agents in the planning and execution of investigator training department-wide. The ITU will analyze and forecast needs as it relates to investigative training for special agents assigned to the Office of Internal Affairs, Office of Correctional Safety, and the peace officers assigned to Institutional Services Units. The ITU will monitor statewide investigative training needs and procurement, compliance with POST standards, and may serve as lead in support of organizational and departmental investigative training initiatives.			
<b>Classification: Special Agent</b>	<b>TASKS PER YEAR</b>	<b>HOURS PER TASK</b>	<b>ANNUAL HOURS</b>
<b>Training Coordination and Tracking</b>			
Facilitate coordination of POST special agent training contracts	72	3	216
Curriculum preparation & review	72	3	216
Initiate and prepare requests and proposals for training	24	2	48
Instruction of Legal Update Class (biennial)	24	16	384
Instruction of ICI Prison Crimes (attrition based/multiple instructors)	12	40	480
Instruction of ICI Prison Crimes for Sups/Mgmt. (attrition based)	4	40	160
Serve as liaison and assist in problem resolution on issues relative to the investigative training operations	576	1	576
Maintain and update training records and files	96	2	192
Field Training Officer (FTO) supervisor duties	336	8	2,688
Quality assurance case reviews and observations	192	4	768
Investigative case assignments (required to maintain proficiency)	48	16	768
Training conferences, task-force, interdepartmental meetings	48	4	192
Travel to provide training, FTO observations, and quality assurance	288	2	576
Complete special assignments as necessary	24	2	48
<b>Professional Development</b>			
Legal Update or FTO Instructor Recertification (each is biennial)	4	16	64
ICI Universal Course	4	40	160
Mandatory Block Training (Ethics, EEO, Pathogens, etc.)	4	40	160
Mandatory Peace Officer Training (range, CPR, etc.)	4	40	160
<b>Total Hours Projected Annually to Perform Duties:</b>			<b>7,856</b>
<b>Total Positions Projected:</b>			<b>4.4</b>
<b>Total Position Request:</b>			<b>4.0</b>

**Investigative Training Unit Workload Analysis**

<b>Senior Special Agent</b>			
Under the direction of a Special Agent-In-Charge, the Investigative Training Unit (ITU) Senior Special Agent will manage the work of four special agents in the planning and execution of investigator training department-wide. The ITU will analyze and forecast needs as it relates to investigative training for special agents assigned to the Office of Internal Affairs, Office of Correctional Safety, and the peace officers assigned to Institutional Services Units. The ITU will monitor statewide investigative training needs and procurement, compliance with POST standards, and may serve as lead in support of organizational and departmental investigative training initiatives.			
<b>Classification: Senior Special Agent</b>	<b>TASKS PER YEAR</b>	<b>HOURS PER TASK</b>	<b>ANNUAL HOURS</b>
<b>Training Coordination and Tracking</b>			
Facilitate coordination of POST special agent training contracts	24	3	72
Initiate and Prepare Requests and Proposals for Training.	24	3	72
Instruction of ICI Prison Crimes for Sups/Mgmt. (attrition based)	2	40	80
Maintain and update training records and files.	24	2	48
Review and analyze manuals, policies, regulatory requirements and proposed legislation as it relates to training	24	6	144
Field Training Officer (FTO) training coordinator duties	96	4	384
Quality assurance case reviews and observations	36	4	144
Investigative case assignments (required to maintain proficiency)	12	16	192
Training conferences, task-force, interdepartmental meetings	24	4	96
Conducts instructional program evaluations	24	2	48
Travel to provide training, FTO observations, and quality assurance	24	2	48
Supervisor duties (progressive discipline, 998, unit meetings, etc.)	96	3	288
Complete Special assignments as necessary.	12	2	24
<b>Professional Development</b>			
Legal Update or FTO Instructor Recertification (each is biennial)	1	16	16
ICI Universal Course	1	40	40
Mandatory Block Training (Ethics, EEO, Pathogens, etc.)	1	40	40
Mandatory Peace Officer Training (range, CPR, etc.)	1	40	40
Leadership Development/Supervision Courses	1	4	4
<b>Total Hours Projected Annually to Perform Duties:</b>			<b>1,780</b>
<b>Total Positions Projected:</b>			<b>1.0</b>
<b>Total Number of Positions Needed Ongoing:</b>			<b>1.0</b>