CORRECTIONAL FACILITY MAIL PROCESSING

The Office of the Inspector General found that the California Department of Corrections and Rehabilitation has reported making significant progress in implementing the recommendations from the July 2002 review of correctional facility mail processing. Eighty-eight percent of the recommendations have been reported as either fully or substantially implemented.

In July 2002, the Office of the Inspector General conducted a review to determine whether mail

IMPLEMENTATION REPORT CARD

Previous recommendations: 27

Fully implemented: 14 (51%)

Substantially implemented: 10 (37%)

Partially implemented: 1 (4%)

Not implemented: 1 (4%)

Not applicable: 1 (4%)

handling procedures and processes could be changed to improve efficiency and reduce costs while maintaining mandated service levels and institution security. In addition to reviewing the California Code of Regulations, Title 15 and the correctional facility plans of operations for mail handling for nine institutions, the Office of the Inspector General conducted in-depth site visits to the California State Prison, Solano; the California Institution for Men; and the California Institution for Women. The Office of the Inspector General estimated that implementing the recommendations at all of the department's institutions could generate \$1.3 million in operational savings and provide timelier mail delivery.

BACKGROUND

Department of Corrections and Rehabilitation inmates and staff send and receive millions of pieces of mail through the U.S. Postal Service each year. At each of the department's 33 institutions, mail is processed through the mailroom before it is sent to the postal service or after it comes from the postal service for delivery to inmates and staff. Inmates consider mail a vital link to family, friends, and the outside world, as well as a vehicle for communicating with legal advisers, government officials, and clergy. Recognizing the important role that mail plays in inmate attitude and behavior, California Code of Regulations, Title 15, Division 3, sections 3130 through 3147 and section 3165 mandate how the department handles and processes mail. Wardens, superintendents, and other heads of correctional facilities are also required to establish plans of operation for mail processing at each facility. Through its plan of operations, each correctional facility establishes mail-processing procedures that must be approved by the Director of the Department of Corrections and Rehabilitation. Typically, these operational plans include such elements as establishing a seven-calendar-day mail delivery standard, processing certified and registered mail on the day received, and recording legal and confidential mail in approved mailroom logs.

SUMMARY OF PREVIOUS FINDINGS AND RECOMMENDATIONS

The Office of the Inspector General made the following specific findings as a result of the July 2002 review:

- State prisons were not taking effective advantage of the services provided by the U.S. Postal Service.
- Some of the state prisons made inadequate use of correctional officers for mail processing duties.
- Institutions were often inefficient in conducting the initial search of incoming mail.
- The processing of standard mail was often delayed by mail requiring special handling.
- Procedures for handling cash found in inmate mail differed at each facility and the mailroom process for handling checks and money orders was inefficient.
- Some of the selected institutions had inefficient processes for handling unstamped mail.
- The prisons reviewed spent significant amounts of time creating duplicate logs when processing legal mail.
- Some of the selected institutions did not fully comply with California Code of Regulations, Title 15 requirements.
- The Office of the Inspector General was unable to determine whether the prisons reviewed complied with delivery standards for regular inmate mail.
- The Office of the Inspector General found no first-class mail designated for disposal at the prisons reviewed.

The Office of the Inspector General issued 27 recommendations as a result of the July 2002 review

OBJECTIVES, SCOPE, AND METHODOLOGY

The purpose of the 2006 follow-up review was to determine the extent to which the California Department of Corrections and Rehabilitation has implemented the 27 recommendations from the Office of the Inspector General's July 2002 review of correctional facility mail processing. To conduct the follow-up review, the Office of the Inspector General provided the department with a table listing the July 2002 findings and recommendations and asked the department to provide the implementation status of each recommendation. The Office of the Inspector General reviewed the responses, along with documentation provided by the department, and evaluated the degree of compliance or noncompliance with the recommendations. Fieldwork was completed during January 2006. The results are presented in the table following this narrative.

SUMMARY OF THE 2006 FOLLOW-UP RESULTS

Of the 27 recommendations issued by the Office of the Inspector General in July 2002, 14 recommendations have been fully implemented; 10 have been substantially implemented; one has been partially implemented; one has not been implemented; and one is no longer applicable (based on a review of the corrective action plans provided by each of the Department of Corrections and Rehabilitation's 33 institutions).

The Office of the Inspector General found that implementation of the recommendations had been delayed because the previous departmental administration neglected to provide direction to the institutions on implementing the needed improvements. It was only after the Office of the Inspector General's follow-up audit that instructions and guidelines were issued to the institutions.

FOLLOW-UP RECOMMENDATIONS

The Office of the Inspector General recommends that the Department of Corrections and Rehabilitation take the following additional actions:

- Ensure that the California State Prison, Sacramento has implemented the recommendation to use automatic letter openers.
- Ensure that the California Institution for Men and Salinas Valley State Prison have implemented the recommendation to develop a list of acceptable publications that employees can immediately place in housing unit mailbags.
- Ensure that the California Institution for Men eliminates the practice of verifying all inmate addresses.
- Ensure that Salinas Valley State Prison fully implements the recommendation to standardize the process for handling cash to conform to the process for handling other contraband.
- Ensure that the California Correctional Institution fully implement the recommendation to rely on accounting personnel to monitor inmate trust accounts for sufficient funds to pay postage on outgoing mail and provide pre-stamped envelopes to indigent inmates.
- Develop the standard checklist for reviewing mail operation plans submitted by the prisons.
- Provide an updated list of courts to all 33 institutions.
- Ensure that the California Medical Facility and the Correctional Training Facility fully implement the recommendation to institute a

modified tracking system based on mail trays and bins rather than stamping or logging each piece of first-class mail.

The following table summarizes the results of the follow-up review.

ORIGINAL FINDING NUMBER 1

The Office of the Inspector General found that the state prisons were not taking effective advantage of the services provided by the U.S. Postal Service.

ORIGINAL RECOMMENDATIONS	STATUS	COMMENTS
The Office of the Inspector General recommended that state correctional facilities take the actions listed below.		
Rent post office boxes for each housing unit and at least one box for administrative mail.	SUBSTANTIALLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that most of its institutions have incorporated this recommendation. Those facilities that have not instituted post office boxes indicated that post office boxes were either unavailable at their local post office or did not appear to be cost-effective. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that 21 of the 33 institutions stated that they had implemented the recommendation.

Evaluate either having the U.S. Postal Service deliver and pick up mail at the sally port or having a correctional officer escort the mail truck from the entrance gate to the mailroom. Mail room employees could reject damaged or torn packages when the U.S. Postal Services truck is unloaded.	PARTIALLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that the recommendation was implemented at institutions where the U.S. Postal Service provides the level of service described in the recommendation. According to the department, however, the recommendation could not be implemented at institutions in certain rural locations, where postal services are not necessarily timely. Moreover, some rural post offices are not even staffed to deliver mail to the institutions. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that six of the 33 institutions stated that they had implemented the recommendation.
---	--------------------------	---

None.

ORIGINAL FINDING NUMBER 2

The Office of the Inspector General found that some of the state prisons made inadequate use of correctional officers for mail processing duties.

ORIGINAL RECOMMENDATION	STATUS	COMMENTS
The Office of the Inspector General recommended that the prisons use correctional officers, perhaps those who are on "light duty," for the following mail processing purposes: • Helping search mail for contraband. • Segregating legal, certified, and rerouted mail; and searching incoming	NOT APPLICABLE	The California Department of Corrections and Rehabilitation reported that this recommendation is no longer applicable in light of various labor relations issues associated with the issuance of California Code of Regulations, Title 15, Division 3, section 3436. This new regulation, effective January 31, 2005, restricts the placement of employees designated for light duty assignments in vacant positions outside the employee's bargaining unit. Because correctional officer positions are not budgeted within the mailroom, the institution cannot assign a correctional officer to perform a mailroom function.

	mail when schedules permit to save time of mailroom employees.		
•	Setting aside items received from inmates requiring special handling.		
•	Re-routing mail for inmates who have moved.		
•	Helping search incoming and outgoing mail.		

None.

ORIGINAL FINDING NUMBER 3

The Office of the Inspector General found that the institutions were often inefficient in conducting the initial search of incoming mail.

ORIGINAL RECOMMENDATIONS	STATUS	COMMENTS
The Office of the Inspector General recommended that correctional facilities improve the efficiency of the initial search of incoming mail by taking the actions listed below.		

Require mailroom employees to use automatic letter openers to ensure full use of available equipment and save time.	SUBSTANTIALLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that 32 of the 33 institutions stated that they had implemented the recommendation. California State Prison, Sacramento reported that it did not implement this recommendation.
Develop a list of acceptable publications that employees can immediately place in the housing unit mailbags when publications are reviewed.	SUBSTANTIALLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that 31 of the 33 institutions stated that they had implemented the recommendation. The California Institution for Men and Salinas Valley State Prison reported that they did not implement the recommendation.
Designate a specific staff member to review all publications because of the nature of some of the publications.	FULLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that all of the 33 institutions stated that they had implemented the recommendation.
Eliminate the practice of verifying all inmate addresses. Mailrooms should verify inmate addresses only when inmate mail is returned for an incorrect address.	SUBSTANTIALLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that, except for the California Institution for Men, all of its institutions have incorporated this recommendation. The Office of the Inspector General reviewed the individual corrective action plans provided by the institutions and found that 32 of the 33 institutions stated they had implemented the recommendation. The California Institution for Men reported that it did not implement the recommendation.

Provide mailrooms with direct access to the
Distributed Data Processing System (DDPS)
and the Offender Based Information System
(OBIS) to verify inmate addresses more
quickly.

SUBSTANTIALLY IMPLEMENTED

The California Department of Corrections and Rehabilitation reported that some of its institutions were unable to incorporate this recommendation. Institutions with the ability to provide direct Distributed Data Processing System and Offender Based Information System access to mailroom staff have implemented the recommendation. Some, however, cannot directly access the Offender Based Information System because of physical plant differences and telephone line capabilities. In those cases, institutions have been directed to provide mailroom staff access to the Offender Based Information System terminals in alternate locations, unless calling for verification is more expedient.

The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that 32 of the 33 institutions stated they that had implemented the recommendation. Salinas Valley State Prison reported that it has Distributed Data Processing System capabilities but contacts the institution's records department to locate inmates who have left the institution. According to Salinas Valley State Prison, the physical plant prohibits the outlay of fiber optics to facilitate the use of the Offender Based Information System in the mailroom.

FOLLOW-UP RECOMMENDATIONS

The Office of the Inspector General recommends that the Department of Corrections and Rehabilitation take the following additional actions:

- Ensure that the California State Prison, Sacramento has implemented the recommendation to use automatic letter openers.
- Ensure that the California Institution for Men and Salinas Valley State Prison have implemented the recommendation to develop a list of acceptable publications that employees can immediately place in housing unit mailbags.
- Ensure that the California Institution for Men eliminates the practice of verifying all inmate addresses.

ORIGINAL FINDING NUMBER 4

The Office of the Inspector General found that the processing of standard mail was often delayed by mail requiring special handling.

ORIGINAL RECOMMENDATIONS	STATUS	COMMENTS
The Office of the Inspector General recommended that the prisons take the actions listed below.		
Set up mailroom procedures to enable employees to process standard mail without interruption.	FULLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that all 33 institutions stated that they had implemented the recommendation.
Have employees first sort properly addressed mail from mail with problems, then search and process the "good" mail, and last, locate the correct addresses on misaddressed mail.	FULLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that all 33 institutions stated that they had implemented the recommendation.

Handling of mail containing contraband should not delay other mail processing.	FULLY Implemented	The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation.
		The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that all 33 institutions stated that they had implemented the recommendation.
Provide mailroom employees with tools and materials acceptable for use within the facility. If inmates are allowed to receive staples or stickers, facilities should provide staplers and stickers to the mailroom for re-sealing inmate mail.	FULLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that all 33 institutions stated that they had implemented the recommendation.

None.

ORIGINAL FINDING NUMBER 5

The Office of the Inspector General found that procedures for handling cash found in inmate mail differed at each facility and that the mailroom process for handling checks and money orders was inefficient.

ORIGINAL RECOMMENDATIONS	STATUS	COMMENTS
The Office of the Inspector General recommended that the Department of Corrections take the actions listed below.		
Standardize the process for handling cash to conform to the process for handling other contraband. The process should include a special "cash as contraband" form, giving the inmate the option of donating the cash to a predetermined charity or returning it at the inmate's expense.	SUBSTANTIALLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation. The department also reported that, according to departmental policy, inmates are not permitted to donate cash. Therefore, the cash is returned by check to the sender. Finally, the department reported that it will develop a triplicate form that verifies the receipt of cash as contraband as of March 1, 2006. A copy of the form will be issued to the inmate, accounting, and the sender. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that 32 of the 33 institutions stated that they had implemented the recommendation. Salinas Valley State Prison reported that it had not fully implemented the recommendation.
Set up a standard procedure for handling money orders and checks sent to inmates to limit the handling of money orders and checks by mailroom employees while retaining staff accountability.	FULLY Implemented	The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that all 33 institutions stated that they had implemented the recommendation.

Establish procedures for institution mailrooms in which, upon receiving a check or money order, mailroom employees would ensure that the item includes all required information, including the inmate's name and number. Employees would then add any additional information required, stamp the envelope to verify receipt, and write the date and amount on the envelope for delivery to the inmate. The envelope becomes the inmate's receipt and the check or money order is held for delivery to accounting.	FULLY Implemented	The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that all 33 institutions stated that they had implemented the recommendation.
Create a standard "funds received" form, in triplicate, for the mailroom staff to use to list all money orders and checks received each day.	FULLY Implemented	The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that all 33 institutions stated that they had implemented the recommendation.

The Office of the Inspector General recommends that the Department of Corrections and Rehabilitation ensure that Salinas Valley State Prison fully implements the recommendation to standardize the process for handling cash to conform to the process for handling other contraband.

ORIGINAL FINDING NUMBER 6

The Office of the Inspector General found that some of the selected institutions had inefficient processes for handling unstamped mail.

ORIGINAL RECOMMENDATION	STATUS	COMMENTS
The Office of the Inspector General recommended that the facilities rely on accounting personnel to monitor inmate trust accounts for sufficient funds to pay postage on outgoing mail and provide pre-stamped envelopes to indigent inmates.	SUBSTANTIALLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that 32 of the 33 institutions stated that they had implemented the recommendation. The California Correctional Institution reported that it had not fully implemented the recommendation.

The Office of the Inspector General recommends that the Department of Corrections and Rehabilitation ensure that the California Correctional Institution fully implement the recommendation to rely on accounting personnel to monitor inmate trust accounts for sufficient funds to pay postage on outgoing mail and provide pre-stamped envelopes to indigent inmates.

ORIGINAL FINDING NUMBER 7

The Office of the Inspector General found that the prisons reviewed spent significant amounts of time creating duplicate logs when processing legal mail.

ORIGINAL RECOMMENDATION	STATUS	COMMENTS
The Office of the Inspector General recommended that the Department of Corrections establish standard procedures for processing legal mail. Facilities should use the "proof of service" form presently used at the California Institution for Men to track outgoing legal mail. Since the inmate fills out the form, the mailroom could simply verify the information and file the mailroom copy for	SUBSTANTIALLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that most of its institutions have incorporated this recommendation. Some institutions, however, have developed a computerized database to track all incoming and outgoing legal mail as opposed to the "proof of service" method cited in the recommendation. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that 21 of the 33 institutions stated that they had implemented the recommendation

future reference. This would greatly reduce the time spent creating duplicate logs. through the "proof of service" form. The remaining 12 institute that they had implemented this recommendation through a condatabase.

None.

ORIGINAL FINDING NUMBER 8

The Office of the Inspector General found that some of the selected institutions did not fully comply with California Code of Regulations, Title 15 requirements.

ORIGINAL RECOMMENDATIONS	STATUS	COMMENTS
The Office of the Inspector General recommended that the Department of Corrections and the institutions reviewed take the actions listed below.		
The Department of Corrections should develop a standard checklist for reviewing mail operation plans submitted by the prisons.	NOT Implemented	The California Department of Corrections and Rehabilitation reported that this recommendation was fully implemented. The Office of the Inspector General reviewed the individual corrective action plans provided by the institutions and found, however, that the department had not yet provided a standard checklist for reviewing mail operation plans. Further, the Office of the Inspector General contacted the department and verified that, in lieu of developing a standard checklist, the department had compared the contents of each institution's revised operation plan against the

		recommendations listed in the Office of the Inspector General's July 2002 review.
The California Institution for Men should implement procedures to inform new inmates of department regulations and institution-level procedures governing inmate mail.	FULLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that this recommendation was fully implemented. The Office of the Inspector General reviewed the California Institution for Men's corrective action plan and found that the California Institution for Men stated that it had implemented the recommendation.
The Department of Corrections should periodically provide all 33 facilities with an updated list of courts and require that each facility keep its lists available for inmate use.	SUBSTANTIALLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that this recommendation was fully implemented. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that 32 of the 33 institutions stated that they had received an updated list of courts. The Substance Abuse Treatment Facility and State Prison, Corcoran indicated that it had not received an updated list of courts.
The California Institution for Women should search all returned inmate mail as required by California Code of Regulations, Title 15.	FULLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that this recommendation was fully implemented. The Office of the Inspector General reviewed the California Institution for Women's corrective action plan and found that the California Institution for Women stated that it had implemented the recommendation.

The California Institution for Men's mailroom should process all identified contraband items	FULLY Implemented	The California Department of Corrections and Rehabilitation reported that this recommendation was fully implemented.
using the established CDC Form 1819, Notification of Disapproval of Mail-Packages- Publications, and all forms should be provided to the facility captain for review and approval.		The Office of the Inspector General reviewed the California Institution for Men's corrective action plan and found that the California Institution for Men stated that it had implemented the recommendation.
to the facility captain for fevrew and approval.		stated that it had impremented the recommendation.

The Office of the Inspector General recommends that the Department of Corrections and Rehabilitation take the following additional actions:

- Develop the standard checklist for reviewing mail operation plans submitted by the prisons.
- Provide an updated list of courts to all 33 institutions.

ORIGINAL FINDING NUMBER 9

The Office of the Inspector General was unable to determine whether the prisons reviewed complied with delivery standards for regular inmate mail.

ORIGINAL RECOMMENDATIONS	STATUS	COMMENTS
The Office of the Inspector General recommended that the Department of Corrections either establish the procedures described below for tracking first-class mail or explore other ways to show compliance with established standards.		

Institute a modified tracking system based on mail trays and bins rather than stamping or logging each piece of first-class mail. At the beginning and end of the workday, the mailroom supervisor should enter into a log (preferably an automated spreadsheet) the following information for first class mail:

- For regular envelopes and post cards in all mail trays: At the beginning of each workday, record the time and date of entry and supervisor's name; date the mail was received; and number of inches of mail in each dated tray (normal trays contain approximately 850 letters when full). At the end of each workday, record the time and date of entry and supervisor's name; the date the mail in the tray was received; and the number of inches of mail in each dated tray.
- For large envelopes in mail bins: Use the same process, except that, because of their irregular size, envelopes should be counted rather than measured.

SUBSTANTIALLY IMPLEMENTED

The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation.

The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that 31 of the 33 institutions stated that they had implemented the recommendation. The California Medical Facility and the Correctional Training Facility reported that they did not fully implement the recommendation.

Require the correctional officer responsible for mailroom operations to review the daily logs at least three times a week to ensure that they are	FULLY Implemented	The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation.
promptly and accurately prepared and to determine whether extraordinary circumstances may have affected mail processing and to annotate evidence of the review.		The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that all 33 institutions stated that they had implemented the recommendation.

The Office of the Inspector General recommends that the Department of Corrections and Rehabilitation ensure that the California Medical Facility and the Correctional Training Facility fully implement the recommendation to institute a modified tracking system based on mail trays and bins rather than stamping or logging each piece of first-class mail.

ORIGINAL FINDING NUMBER 10

The Office of the Inspector General found no first-class mail designated for disposal at the prisons reviewed.

ORIGINAL RECOMMENDATIONS	STATUS	COMMENTS
The Office of the Inspector General recommended that correctional facilities limit how mailroom employees are allowed to dispose of mail. Mailroom supervisors should periodically review the type of mail being discarded to prevent mail from being inappropriately thrown away.	FULLY IMPLEMENTED	The California Department of Corrections and Rehabilitation reported that all of its institutions have incorporated this recommendation. The Office of the Inspector General reviewed the individual corrective action plans provided by each of the department's institutions and found that all 33 institutions stated that they had implemented the recommendation.

The California Department of Corrections and Rehabilitation reported that this recommendation was fully implemented.
The Office of the Inspector General reviewed the California Institution for Women's corrective action plan and found that the California Institution for Women stated that it had implemented the recommendation.
Y ENTE

None.