

19 MR. SCHWARZ: Our next speakers will
20 give us an examination of independent prison
21 oversight.

22 Anne Owers was appointed Chief Inspector of
23 Prisons in Great Britain in 2001. Before that she
24 was for nine years the Director of Justice for one of
25 the United Kingdom's leading human rights

1 organizations, and when there she was a member of a
2 number of governor committees, including the Home
3 Offices Task Force on the Implementation of Human
4 Rights Advocacy. Ms. Owers is going to describe the
5 role of the inspector in prisons in the independent
6 scrutiny of conditions and treatment in prisons and
7 other places of detention, and she will describe the
8 methodology that's used based on a set of
9 expectations of accessing prisons and detention
10 facilities and comment on how her tools for measuring
11 outcomes may be applicable to other countries and
12 cultures.

13 So thank you very much for being here and
14 we look forward to listening to you and then
15 questioning you.

16 MS. OWERS: That you very much,
17 Commissioner, and thank you very much for inviting
18 me. It is a great pleasure to be here and it has
19 been a great pleasure over the last two days to learn
20 about what's going on here too.

21 The first thing I really want to say is
22 that I don't see that I am coming here to say that we
23 have now cracked it in the United Kingdom and we're
24 about to tell you that this is the way to do things.
25 We have far from cracked our problems in prisons. We

1 have a lot of the same problems that I have heard
2 being described over the last two days in prisons
3 here; problems with mental illness, problems
4 connected with substance abuse, problems of an
5 increasing prison population, even though by U.S.
6 standards it is small. Barely the prison population
7 of New York State, I understand. But apart from
8 that, you can't, it seems to me, simply import one
9 system into another, you can't just transplant
10 something that works somewhere into somewhere else
11 just like that. You have to recognize the difference
12 in different systems. There's difference of scale as
13 some of your previous witnesses have said, there's
14 the fact that you are operating within a federal
15 system, and there are differences of legal and
16 political culture and context, and it is very
17 important to take those into account in whatever you
18 are doing.

19 When my predecessor was Chief Inspector of
20 Prisons we had a visit from a group of Russians
21 coming to see how we did things and they asked three
22 questions. They said, "Who appoints the chief
23 inspector of prisons?" "The home secretary," we
24 said. "And where does the money come from?" "Well,
25 it is part of the Home Office vote." "And who is

1 your chief inspector?" "Well, he used to be a
2 general." "Ah," said the Russians, "we have
3 independent inspectorates just like that."

4 In order to be effective you have to be
5 working with the grain, you have to be working in a
6 culture that will accept what you say and that can
7 buttress the independence that I think is necessary
8 to this role.

9 As I've said in evidence to the commission,
10 and I won't go through it again in detail, our
11 inspectorate is a creature of statute. It is created
12 by statute, my office is created by statute. I hold
13 the office for five years at a time. I am appointed
14 independently of the Prison Service and also to an
15 extent independently of government since I'm a Crown
16 appointment and therefore I'm not part of the
17 permanent civil service.

18 We inspect regularly all the 139 prisons,
19 and by prisons I mean prisons and jails because we
20 don't distinguish in England and Wales, so it is
21 every single prison institution I am responsible for
22 inspecting regularly. Some of that is with warning,
23 some of it is without warning. I have the power at
24 any time and over half my inspections are carried out
25 unannounced without any warning to the institution.

1 We will take in a whole team of inspectors
2 including experts in education and health care and
3 substance use. We will look at everything that is
4 happening within that prison and we will provide a
5 holistic picture of all that's actually going on
6 irrespective of what should be going on or what those
7 running that prison might think is going on. We do
8 that by using criteria that we have developed over a
9 lengthy period, which I have copies of which I can
10 happily leave for the commission, called
11 "Expectations" which is our criteria in detail for
12 what we would expect to see, what would be best
13 practice in all the areas of prison life, the
14 prisoner's experience, and we have developed those
15 over time. We have a separate one for juveniles
16 also.

17 And we also have free access within the
18 prison to everything. We have our own keys, we talk
19 to prisoners, we talk to staff, we see all the
20 documents, and before we go into a prison we will
21 carry out a confidential survey of prisoners to find
22 out what they think of their establishment and
23 although prisoners are by no means honest about all
24 the things they do, we find them a surprisingly
25 reliable source about prisons, not least because they

1 are, sadly, expert consumers of prisons, and we can
2 benchmark the responses from one prison against other
3 prisons of its type or indeed what that prison was
4 like last time, that is one source of information, it
5 is only one. It is always triangulated against what
6 my observers, what my inspectors see, the
7 documentation they read, and what the staff also tell
8 us.

9 We produce and publish a report which is a
10 public document with recommendations for change. The
11 Prison Service must produce an action plan saying
12 whether they accept or don't our recommendations, and
13 we will go back ourselves, always without warning, to
14 check whether those recommendations have been
15 implemented, so that's the way in which we carry out
16 our inspection and I'm very happy to answer more
17 questions about that.

18 I want to, though, in this initial short
19 introduction to address some of the issues that have
20 arisen about why you have external oversight,
21 external inspection of prisons, why we have it, and
22 to draw out that although the structures may not,
23 will not be the same, some of the principles might
24 guide your thoughts on this in the commission's work.

25 External oversight is emphatically not

1 because there are not good people running prisons and
2 working in prisons and responsible to politicians for
3 the running of prisons. You have heard some
4 witnesses on that today and yesterday. I see those
5 people all the time in prisons and, indeed, without
6 good managers and good leaders our inspection would
7 be no use at all because nothing we wanted to happen
8 would be able to happen. We rely on prison staff to
9 make it happen. We do more than that. Half of my
10 inspectors are people who have been operational
11 within the Prison Service. I choose them and that's
12 how I know there are good people working in the
13 Prison Service, and they work for me for a three-year
14 period but they have been operational prisons and
15 they will go back to being operational prisons and
16 that is very important. And in case anyone were to
17 think that this is too cozy a relationship, I would
18 have to tell you that those people who come from
19 prisons are in many ways and often much less
20 forgiving of bad and sloppy work done within prisons
21 than colleagues that come from outside. They're by
22 no means pushovers; quite the reverse.

23 We are not, I'm very clear, an advocacy
24 group, we are a group that is there to provide an
25 evidence-based account of what is actually going on

1 in the prison. We are aware of how fragile prison
2 establishments are. They do not remain safe and
3 decent places by accident, they only remain so
4 because of constant work by those who work within
5 them, and so we are very aware of that. What we see
6 our role is is essentially preventive. Of course we
7 can pull out sometimes when things are going wrong,
8 but our whole aim is to find out what is going on and
9 to prevent things getting worse. We can spot in the
10 detailed work we do where those things that should be
11 standards are not being implemented properly. Our
12 Prison Service, like many of your witnesses today,
13 has got a detailed set of standards, its own
14 standards for prisons. It has audits, it does audit,
15 it has targets which it expects prisons to meet.
16 Those forms of internal accountability are there and
17 present and very important.

18 We can look at what's actually happening on
19 the ground. In a prison that is less than well run,
20 what there may be is a virtual prison which is
21 operated from the governor's, the warden's office
22 where what is thought to be happening is being passed
23 up the line to those above. Even in well-run prisons
24 I don't think I have ever been on an inspection which
25 hasn't found something, however small, that the

1 governor or the warden of the prison didn't know was
2 happening and where the warden hasn't said,
3 "I'm glad you told us that, I will need to take
4 account of that," and that is a very important,
5 preventive role that inspection can play. As one of
6 your witnesses said yesterday, for those running
7 prisons, it is what you don't know that will get you,
8 and I think we are part of a procedure that can mine
9 a bit under the surface and find out things that
10 sometimes may not be known and their outcomes may not
11 be known, so it very much complements our Prison
12 Service, and you will be able to read how robust our
13 reports are, but I'm pleased that, nevertheless, our
14 Prison Service is very supportive of my inspectorate
15 and wants it to continue in its present form because
16 it sees it as an important part of what it is doing,
17 not least because I think independent inspection
18 which is coming from outside the institution can
19 provide a credible voice which gives some political
20 space for reforming and changing prisons. It is not
21 coming from those who are actually running prisons,
22 it is coming from somebody outside, it is pulling out
23 to the public what is actually happening in their
24 name in their prisons.

25 As many of your witnesses have said, the

1 public doesn't always want to know what's going on in
2 their prisons; they would like them to be out of
3 sight, out of mind, and yet prisons are a public
4 service just as surely as hospitals and schools and
5 police are a public service, and it seems to me that
6 the work that we can do, the publicity we can get for
7 what's going on in prisons and the publicity we can
8 get for what needs to be done in prisons is an
9 important part of public accountability. Thank you.

10 MR. SCHWARZ: Let me start the
11 questioning and then others will have more.

12 Maybe you could give us, even though it is
13 hard to do in a compressed period of time, but what
14 would you say are the factors which demonstrate a
15 prison to be healthy or unhealthy?

16 MS. OWERS: We have developed four
17 tests of what we call a healthy prison, which the
18 tests are based upon something that the World Health
19 Organization produced some while ago when it was
20 doing an inquiry into prison suicides. Those tests
21 are that a healthy prison is one where prisoners,
22 even the most vulnerable, are safe; where prisoners
23 are treated with respect for their human dignity;
24 where they are able to engage in purposeful activity,
25 and they are prepared for what we call resettlement

1 and what you call reentry, so those are the four
2 things we look at. And when we do the detailed
3 examination under our expectations, we group what we
4 find under those four headings and we will tell the
5 prison how we assess, how we think it is doing under
6 each of those four tests.

7 MR. SCHWARZ: Then the second point I
8 wanted to ask you is your written materials attached
9 a questionnaire for prisoners and you talked about it
10 in your opening remarks. That sounds like a very
11 interesting thing to do, but what assurance do you
12 have of validity? I mean, have you tested -- how do
13 you test for validity? Is there bias in what's being
14 said or is that canceled out by something else?

15 MS. OWERS: Well, the first thing is we
16 select a random sample which is statistically valid.
17 The first thing is you've got statistical validity,
18 you are not basing what you are saying on one or two
19 people, so we have statistical validity which can rub
20 out individual bias. The second thing is that, of
21 course, what prisoners tell us isn't necessarily what
22 we believe, it is only part of our evidence base, so
23 we will have that when we go into the prison but we
24 will be checking what the survey is telling us by
25 what we see and hear and feel and read when we're

1 actually in prison.

2 Having said those things, it is surprising
3 to us, and I think it was very surprising to the
4 Prison Service, how often prisoners are able to
5 pinpoint the things that are right and the things
6 that are wrong in a prison. We ask some quite
7 difficult questions, ones that our service found
8 quite difficult, like have people ever been
9 victimized by other prisoners, have they ever been
10 victimized by staff. And when we first asked those
11 questions our Prison Service said, "But they're all
12 going to say that, they're all going to say that,"
13 and actually they don't. A very small number do. So
14 when a significant number of prisoners are expressing
15 concerns about staff, it is something that we look at
16 with particular concern, or whenever they're
17 expressing fears of unsafety from other prisoners
18 which is, obviously, also part of safety. So that
19 although we treat this quite rightly as only one
20 source of evidence which needs to be corroborated,
21 because of its statistical base it does provide, I
22 think, quite a good landscape map of the areas of
23 good and bad practice within the prison.

24 MR. SCHWARZ: The final one I wanted to
25 ask you is you mentioned in your earlier remarks the

1 helping with political support for reform. You were
2 there I think at the first panel this morning where
3 there was a lot of discussion about how one generates
4 political support for reform and I would be
5 interested in your comments on that dialogue or your
6 own views on the subject.

7 MS. OWERS: I think it is a very tricky
8 one and one that certainly our country no more than
9 this has cracked yet.

10 There are two things that relate to
11 independent oversight that I think are relevant here.
12 One is that while public opinion generally is not
13 sympathetic to people who are held in prisons, my
14 experience has been that nor does the public want to
15 think that its country is running prisons where
16 people are held in degrading conditions, for example.
17 And so there is actually a public, a public
18 groundswell where things are revealed that should not
19 be happening and that's rare in our prison system but
20 it has happened and it does generate that
21 groundswell.

22 The other thing, I think, is to get an
23 intelligent debate going about what prisons are for.
24 People clearly go to prison as a punishment, as one
25 of your earlier witnesses said, but if that's all

1 that happens, then society is not truly protected
2 because, as many of your witnesses have said, they're
3 going to come out, and often quite quickly, and we
4 want prisons to be places which make them less rather
5 than more likely to re-offend, and getting an
6 intelligent debate about what actually happens within
7 prisons, which is part of what we do, I think part of
8 that.

9 MR. SCHWARZ: Thank you.

10 Mr. Maynard, did you have a question? I saw you
11 waving your pencil or something like that.

12 MR. MAYNARD: You probably said it
13 earlier, but you said 131 prisons, jails?

14 MS. OWERS: We have 139.

15 MR. MAYNARD: How often do you visit
16 those, how often do you inspect those?

17 MS. OWERS: Not often enough, but each
18 of those will see us at least twice in a five-year
19 period. But if there is a prison or a jail that I'm
20 particularly worried about then I will go in more
21 quickly than that, and the ones where our inspections
22 have raised some concerns are the ones that we will
23 go into more quickly. Our work is supplemented by
24 citizen committees called Independent Monitoring
25 Boards who are there all the time and also have

1 access to the prison and can go in regularly.
2 They're not connected to us, but they're a separate
3 form of monitoring.

4 MR. MAYNARD: Laurie.

5 MS. ROBINSON: Thank you very much for
6 being here. I think this is very interesting.

7 You commented that the correctional
8 administrators are very open to and supportive of
9 having visits by you and your staff and I'm curious.
10 Is that consistent across the board or are there some
11 who are resentful and unhappy about it? I mean,
12 human beings generally are somewhat diverse in their
13 reactions. And where there is resentment, as
14 presumably there will be, I'm curious how you deal
15 with that.

16 MS. OWERS: It is certainly true that
17 not every governor of a prison is absolutely
18 delighted when an inspection team walks through the
19 door and all of them are somewhat nervous and it is
20 not pleasant being inspected.

21 My remarks were about the top of the Prison
22 Service, the Director General of the Prison Service,
23 who is responsible to ministers for it, who feels
24 that what we do is a very important part of his
25 intelligence-gathering network and what he needs to

1 know about prisons he can't get into in detail at the
2 time.

3 When we do encounter, which we sometimes
4 do, we sometimes encounter a variety of difference of
5 mechanisms. They can be anything from "I know
6 exactly what's going on here so you don't need to
7 come," to putting up various issues that we don't
8 think are relevant about why the prison isn't working
9 properly. Also staff sometimes can be resistant, but
10 it is actually surprising, and I think it is partly
11 because we have a great familiarity with prisons. It
12 is surprising to me that we are -- we very rarely get
13 the kind of resistance -- well, we never had
14 resistance that makes it impossible to do our job,
15 but we very rarely have resistance that means that it
16 is a very uncomfortable procedure.

17 MS. ROBINSON: But I'm actually curious
18 about those who are somewhat reluctant and, in
19 effect, how you kind of win them over to be more open
20 to, in effect, the kind of recommendations you might
21 have or things that you are pointing out. Not
22 necessarily where you have to kind of work your way
23 into the prison, but more to develop the partnership
24 and working relationship.

25 MS. OWERS: I think you have to start

1 from the belief, as I think some of your earlier
2 witnesses said, that people actually want to work in
3 and run good prisons; people do not want to be
4 associated with a prison that is a failing prison,
5 that is doing badly. You have to work with that. If
6 you are working with people who genuinely wouldn't
7 care what kind of institution they were running or
8 what kind of institution you were working in, you
9 wouldn't get anywhere.

10 We find a lot of people in prisons have got
11 kind of stuck, have maybe got stuck in a way of doing
12 things or stop seeing something or are completely
13 ground down by the day-to-day problems of with
14 limited resources and an increasing prison
15 population, trying to deliver everything that
16 everybody wants to a whole heap the political masters
17 and other kind of masters, and people can get very
18 kind of ground down by that. And what we try to do
19 is to present it as a helpful exercise, an exercise
20 that is about a free consultancy, trying to improve
21 performance, trying to let them running their prison
22 be able to put levers on those above them about what
23 they need in order to do their job properly. It has
24 to be in that sense, although we have to be in very
25 separate places to start the exercise, it will only

1 work if you can convince the people you are talking
2 to that things could be better.

3 MS. ROBINSON: Thank you.

4 SENATOR ROMERO: Just two questions.

5 Your role in terms of looking at the
6 independent oversight, it is one thing to go in and
7 to inspect but the question, for example, that I have
8 here in California is what's the enforcement, where
9 is the teeth, what's the power to -- we can have all
10 the observations, we can have all the reports and
11 they will sit on shelves. I would like to hear that
12 from you in terms of truly the power, the authority,
13 the teeth to make something happen.

14 And, secondly, it is fascinating to listen
15 to your description of this, I rather like it. Can
16 you outline some of the maybe most stark contrasts
17 you see between the system of independent oversight
18 as you practice it, and although we are 50 states
19 with 50 different correctional systems, maybe some
20 observations to compare and contrast between your
21 system and what you have observed with ours.

22 MS. OWERS: I'm sorry, the second
23 question was so interesting I almost have forgotten
24 your first which was --

25 SENATOR ROMERO: Teeth.

1 MS. OWERS: Oh, yes. I shouldn't have
2 forgotten teeth.

3 SENATOR ROMERO: After lunch, teeth.

4 MS. OWERS: Thank you.

5 In relation to that I think I would echo
6 what your inspector general, Matthew Cate, was saying
7 yesterday, which is you can chose to go down two
8 routes. You can either be part of a system and have
9 regulatory powers or you can be outside a system in
10 which case you haven't got regulatory powers and you
11 have to rely on your powers of persuasion, shaming,
12 advocacy in order to get what you want. We are, like
13 him, in the second group. I would not have the
14 freedom to try to have expectations which asked
15 prisons to get better and to go above minimum
16 standards if I was tied into the system and had
17 regulatory powers, so the powers of advocacy and
18 persuasion. But, as I say, I think you are working
19 with a system, and certainly we are in our current
20 prison system, with the director general and his
21 staff who want that prison system to get better, and
22 I think an indication of that is that around 95
23 percent of our recommendations are accepted by the
24 Prison Service and when we go back to check, because
25 we don't entirely trust when people tell us that they

1 have done things, when we go back to check we found
2 around 72 percent of those recommendations have been
3 implemented, and so 72 percent of those things are
4 better in that prison than when we were last there
5 and in the kind of state our prisons are in that's
6 pretty much good enough for me at the moment,
7 although I would like to be a hundred percent.

8 Going to the second question, I'm reluctant
9 to get into that territory because, as I said at the
10 beginning, I think that you have to develop systems
11 that work for you and you have to develop systems
12 that fit into the political, the legal, the cultural
13 and the federal nature of the systems that you are
14 running. I have heard today some very interesting
15 examples of ways in which individual states have been
16 looking at things and I think the test will be to see
17 whether those kind of principles that I set out about
18 external oversight, first of all to see whether you
19 think they are useful principles, but also see how
20 they might work in particular states and in the
21 federal system, and I'm not sure I can do better than
22 that.

23 MR. SCHWARZ: That's a good answer but
24 let me ask you a pure fact question that maybe you
25 would feel comfortable answering.

1 I was having lunch with the judge from
2 Alabama and the former head of the Alabama Prison
3 Service who said that the starting pay for a
4 corrections officer in the State of Alabama is
5 \$15,000; 8,000 pounds, or something like that. So
6 what would the starting pay be for a corrections
7 officer in Great Britain?

8 MS. OWERS: It would be about twice
9 that in the public sector, it is less in the private
10 sector prisons, about 3,000 pounds less, but it is
11 about double that. And, of course, we have, the
12 difference for us is we have a national prison system
13 which is run nationally and more or less the same
14 throughout the country.

15 MR. BRIGHT: Let me ask another factual
16 question very much like that.

17 When did your office first become
18 established and is there any measure of how effective
19 it has been, particularly with regard to the safety
20 of the institutions that you inspect?

21 MS. OWERS: My office was established
22 in 1982 so it has had quite a long run for its money.
23 We're nearly celebrating 25 years.

24 It is very difficult, I think, to isolate
25 one particular actor in a prison system. My view,

1 and I think the view of most people, is that our
2 prison system has gotten better over that time. It
3 is significantly safer, there is more activity, there
4 is more education, more training, and certainly a
5 greater emphasis on reentry than there was at that
6 time, and I think the inspectorate has played a key
7 role in that, I mean, if you think of some of the
8 things that we have gone on about have now become
9 things that are embedded in practice. I give you an
10 example. We produced a thematic report, because we
11 do some thematic reports, on suicide in prisons about
12 six or seven years ago, and that has led to a huge
13 change in the way the prisons manage prisoners at
14 risk of suicide and self-harm. And I know that my
15 predecessor, the previous chief inspector, came over
16 to the U.S. and looked at some systems in the U.S. he
17 was rather pleased with and invited the government to
18 think about those. Prison health care too, which was
19 in a dreadful state some while ago, is now run by our
20 National Health Service with the aim that it is run
21 to equivalent standards to that provided in the
22 community. I think those are some examples of areas
23 where the inspectorate -- you know, on the big issues
24 you have to go on and on for quite a long time. The
25 small issues you can get some wins; the larger issues

1 take longer. But the fact that we don't give up on
2 them means, I think, I hope that they would
3 eventually happen. My big issue at the moment, as it
4 has been said about many places in the U.S., is
5 mental health and the need for better mental health
6 provision out there so that we don't have poorer
7 mental health provision for those within our prisons.

8 MR. BRIGHT: And you say dealing with
9 that to get people who are mentally ill out of the
10 prisons or to get treatment for those people in the
11 prisons?

12 MS. OWERS: It has to be both. It is
13 one of paradoxes, I think, of inspecting prisons;
14 that you could make prisons places that people feel
15 more comfortable about sending the wrong people to.
16 My view is that prisons are not mental health
17 institutions, they're not therapeutic environments,
18 and at present we are sending far too many of our
19 mentally ill people to prisons because we closed down
20 our large mental institutions and we did not replace
21 them with anything else. And they are people who are
22 very difficult to manage in prisons; they are a
23 danger to themselves, to staff and to other prisoners
24 many times, and many of them, as here, are held for
25 lengthy periods in segregation.

1 Mental health services within our prisons
2 have gotten better and they need to get better
3 because there are mentally ill people in the prisons,
4 but I think the end game has to be to provide better
5 mental health facilities, secure facilities and
6 non-secure facilities, out there in the community so
7 the don't prisons become by default mental
8 institutions.

9 MR. BRIGHT: The National Health
10 Service provides the mental health care as well?

11 MS. OWERS: Yes.

12 MR. BRIGHT: You have no private
13 providers?

14 MS. OWERS: There are some private
15 providers. The National Health Service will not
16 provide to prisons, for example, so the private
17 prisons have private providers.

18 MR. SCHWARZ: We have one more
19 questions from Dr. Dudley if you want to.

20 DR. DUDLEY: Could you just kind of
21 briefly characterize the prison population, like what
22 percent is mentally ill, the cultural breakdown?

23 MS. OWERS: I'm not sure I can do that
24 off my head but I can certainly provide the
25 commission with answers afterwards.

1 There are around 78,000 people in our
2 prisons now of which around 5,000 are women and
3 around 3,000 are juveniles under 18. The estimates
4 of mental disorder are very wide and I think it
5 depends on what you count as mental disorder because
6 some people can become depressed because they're in
7 prison, but certainly a lot of the statistics would
8 say you are looking at around 70 to 80 percent of
9 people with some form of mental disorder often, of
10 course, linked to substance use. And, of course,
11 once people come off of the substance that is masking
12 the disorder, then the disorder becomes that much
13 more pronounced. In terms of ethnic breakdown, I'm
14 not sure, I don't have the statistics at my
15 fingertips, but I can certainly provide that.

16 MR. SCHWARZ: Did you have one?

17 JUDGE SESSIONS: I have one or two.

18 Talking about recidivism rates in this
19 country, they're accepted as being unacceptably high
20 in most circumstances. How does the recidivism rate
21 in England compare with what we have here generally
22 and how does the reentry program, which is the second
23 question, or the resettlement program, affect that?

24 MS. OWERS: Our recidivism rates have
25 been poor, very high for young adult men, age 21. It

1 is 70, 75 percent recidivism. In general the prison
2 population, around, I'd say over half, around 52, 53
3 percent that's reconvicted within two years and, of
4 course, that doesn't count the crimes which aren't
5 even detected.

6 For that reason we have started within the
7 last three or four years to put a lot more focus on
8 reentry programs. We put a lot of trust in the
9 cognitive behavior therapy programs developed in
10 Canada and they looked initially as if they were
11 producing very good results but actually
12 longitudinally, unless you put other things in place
13 like employment, like family connections and so on,
14 that won't work, and so we're putting a lot more
15 energy now into reentry.

16 JUDGE SESSIONS: Are those in
17 transition then, are they improving on the reentry
18 programs?

19 MS. OWERS: It is too early to tell.
20 This is still very new.

21 JUDGE SESSIONS: How deep are you into
22 it then? That's the fourth question.

23 MS. OWERS: How deep. Well, it started
24 very slowly around two years go. We're now creating
25 a new structure where we're joining together prison

1 and probation to try to do that in a more seamless
2 and organized way, but it is the short-term offenders
3 who are the major issue.

4 JUDGE SESSIONS: Thank you, Inspector.

5 MS. OWERS: Thank you.

6 JUDGE SESSIONS: Thank you very much.