

ANALYSIS

For the Fiscal Year 1951-52 the amount of \$68,220 was transferred from the Fair and Exposition Fund for augmentation of the Poultry Testing Project Fund. For the 1952-53 Fiscal Year the amount of \$40,298 is requested as a transfer to the Poultry Testing Project Fund. All estimated expenditures are included under Item 45 of the Budget Bill. The unbudgeted surplus of the Poultry Testing Project Fund as of June 30, 1952, is estimated at \$31,597.

Department of Corrections DEPARTMENTAL ADMINISTRATION

ITEM 47 of the Budget Bill

Budget page 92

Budget line No. 28

For Support of Departmental Administration From the General Fund

Amount requested	\$318,228
Estimated to be expended in 1951-52 Fiscal Year	272,987
Increase (16.5 percent)	\$45,241

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page.	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$35,183	\$30,203	\$4,980	95	31
Operating expense	9,500	9,500	---	95	32
Equipment	563	563	---	95	33
Less:					
Increased reimbursements	—5	—5	---	95	36
Total increase	\$45,241	\$40,261	\$4,980		

RECOMMENDATIONS

Amount budgeted	\$318,228
Legislative Auditor's recommendation	318,228
Reduction	None

ANALYSIS

Per Capita Administrative Costs Departmental Administration

Fiscal Year	Total population all facilities	Total administra- tion costs	Per capita cost	Increase over preceding year	
				Amount	Percent
1943-44	5,565	\$7,568	\$1.36	---	---
1944-45	5,868	58,244	9.93	\$8.57	630.1
1945-46	6,709	75,755	11.29	1.36	13.7
1946-47	7,950	97,545	12.27	0.98	8.7
1947-48	9,136	161,398	17.67	5.40	44.0
1948-49	10,137	191,925	18.93	1.26	7.1
1949-50	11,009	216,278	19.65	0.72	3.8
1950-51	11,591	236,230	20.38	0.73	3.7
1951-52	11,980	272,987	22.79	2.41	11.8
1952-53	12,482	318,228	25.49	2.70	11.8

The total support budget of this facility is scheduled to increase \$45,241, or 16.5 percent. Population at the institution is anticipated to average 12,482 inmates, an increase of 502, or 4.2 percent.

This results in the per capita cost going from \$22.79 to \$25.49, an increase of \$2.70, or 11.8 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$280,124. This represents an increase of \$35,183, or 14.4 percent, over the total of \$244,941 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 55 established positions.....	\$28,587
A total of three proposed new positions costing.....	11,796
A change in estimated salary savings of.....	—5,200
Total increase in salaries and wages.....	\$35,183

There are 55 presently authorized positions established. The agency is requesting a total of three proposed new positions. This represents an increase of 5.5 percent in staff as compared to a 4.2 percent increase in population in all adult correctional facilities.

The following table reflects a comparative measure of the level of service extended from Departmental Administration.

Trend of Level of Service Expressed in Terms of Paid State
Employee Time per Inmate

Fiscal year	Total number employees	Total annual man-hours	Population	Level of service †	Increase over preceding year Amount	Percent
1943-44.....	4.0	8,672	5,565	1.6	---	---
1944-45.....	14.0	30,352	5,868	5.2	3.6	225.0
1945-46.....	21.0	45,528	6,709	6.8	1.6	30.8
1946-47.....	19.8	42,926	7,950	5.4	-1.4	-20.6
1947-48*.....	33.3	58,342	9,136	6.4	1.0	18.5
1948-49.....	39.6	69,379	10,137	6.8	0.4	6.2
1949-50.....	42.1	73,759	11,009	6.7	-0.1	-1.5
1950-51.....	46.8	81,994	11,591	7.1	0.4	6.0
1951-52.....	51.0	89,352	11,980	7.5	0.4	5.6
1952-53.....	58.0	101,616	12,482	8.1	0.6	8.0

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid help per inmate.

The foregoing table indicates that for 1952-53 departmental administration services will be the equivalent of 8.1 hours per inmate. This is 0.6 of an hour, or eight percent, above the level afforded by the staffing pattern during 1951-52.

On the basis of the budget as presented, the level of service will show an increase for each of the last three fiscal years recorded above.

Another measure of administrative costs may be had from a comparison of the percentage of such cost to the total budget request. This is shown in the following table.

Comparative Administrative Costs—Department of Corrections

	1949-50	1950-51	1951-52	1952-53
Total support budget *.....	\$9,957,400	\$11,356,371	\$13,217,308	\$14,191,052
Total administrative cost.....	216,278	236,230	272,987	318,228
Percentage administrative cost...	2.2	2.1	2.1	2.2

* Exclusive of other current expenses.

The above table reflects a fairly constant relationship between central office administrative costs and the total support budgets of all Department of Corrections facilities. This figure is reflected at 2.2 percent for 1952-53 as compared with 2.1 percent for 1951-52.

The three proposed new positions are shown by function as follows:

	Function and positions	Amount	Budget page	Line No.
Administration				
Business office				
1	Semi-senior accountant	\$4,296	94	40
Personnel office				
1	Intermediate typist-clerk	2,520	94	42
Records office				
1	Chief prison records officer	4,980	94	44
3	Total	\$11,796		

The recommendations in connection with each of the proposed new positions are stated below.

1 *Semi-Senior accountant (Budget page 94, line 40)*\$4,296

The above position is requested to provide assistance to the departmental accounting officer.

We recommend approval of the request.

The position will permit the departmental accounting officer to be relieved of many of the routine phases of the accounting function and devote more time toward securing proper procedures at the various institutions. A review of the comments, exceptions, and recommendations contained in many of the audit reports supports the general necessity for this additional position.

A recent survey, by the Management Analysis Section of the Department of Finance on the basic need for such a position, indicates approval of the request to be in order.

1 *Intermediate typist-clerk (Budget page 94, line 42)*\$2,520

This position is requested to provide clerical assistance in the personnel section.

We recommend approval of the position.

A review of work load data indicates the desirability of some augmentation of staff at this point. No additional positions have been allocated to this function since 1945. In the interim, there has been a substantial increase in the total number of personnel within the Department of Corrections. We understand that a substantial amount of the time of a technical position has been devoted to performing some of the clerical aspects of the work load in order to maintain the function on a more current basis.

1 *Chief prison records officer (Budget page 94, line 43)*\$4,980

The above position will be responsible for the centralized inmate record section currently supervised by the Chief of the Bureau of Statistics, Department of Justice.

We recommend approval of the position.

A report on a survey made by the Management Analysis Section of the Department of Finance indicates the feasibility of providing for a central records section. This will necessitate a transfer of five clerical positions from the Adult Authority to Departmental Administration.

We are in general agreement with the recommendations made in the survey report.

Operating Expenses

Operating expenses are scheduled at \$38,590 for 1952-53. This represents an increase of \$9,500, or 32.7 percent, over the amount of \$29,090 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration -----	\$28,690	\$37,790	\$9,100	31.7
Board conferences -----	400	800	400	100.0
Totals -----	\$29,090	\$38,590	\$9,500	32.7

Equipment

Equipment expenditures are scheduled at \$5,434 for 1952-53. This is an increase of \$563, or 11.6 percent, over the amount of \$4,871 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$5,434 requested for equipment, the sum of \$625 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 1.2 percent of an equipment investment of \$52,473 on July 31, 1951.

The equipment investment on a per capita basis is \$4.20 per inmate.

Replacement of equipment is scheduled to increase from \$407 in 1951-52 to \$625 in 1952-53. This is an increase of \$218, or 53.4 percent.

Additional equipment is scheduled to increase from \$4,464 to \$4,809. This is an increase of \$345, or 7.7 percent.

The budget as originally submitted by this facility requested \$12,460 for equipment. A total of \$11,835 was for additional items. The balance of \$625 was for replacement items.

An appraisal of the equipment requirements was made by staff members of the Legislative Auditor's office in conference with members of the staff of both departmental administration of the Department of Corrections and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$11,835 to \$4,809, a saving of \$7,026. Requests for replacement equipment were left as submitted.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Comparative Analysis—Department of Corrections Institutions

The following table presents a comparison of various factors with respect to the seven institutions under the jurisdiction of the Department of Corrections:

Comparative Factors—Department of Corrections Facilities

	Medical facility	Chino	Folsom	San Quentin	Soledad	Deuel	Tehachapi
1952-53							
Population -----	1,000	1,880	2,100	3,782	1,844	555	386
Per capita cost -----	\$1,257	\$1,155	\$1,048	\$982	\$1,033	\$1,900	\$1,250
Total personnel -----	210	362	337.9	522.8	329.3	183	90.0
Level of service *-----	368	337	282	242	313	578	408
Custodial personnel ---	145	237	241	338	215	107	51
Level of custodial personnel * -----	254	221	201	157	204	338	231

	Medical facility	Chino	Folsom	San Quentin	Soledad	Deuel	Tehachapi
1951-52							
Population	963	1,671	2,459	4,168	900	555	374
Per capita cost	\$1,158	\$1,223	\$915	\$894	\$1,402	\$1,850	\$1,170
Total personnel	192.5	347.1	329.9	507.8	311.8	179.0	67.5
Level of service *	350	364	235	213	607	565	316
Custodial personnel	132	230	234	326	205	102	41
Level of custodial service *	240	241	167	137	399	322	192
1950-51							
Population	540	1,474	2,738	4,518	684	556	334
Per capita cost	\$1,379	\$1,118	\$814	\$785	\$1,245	\$1,746	\$1,176
Total personnel	143.5	266.2	336.7	530.9	165.8	186.3	50.7
Level of service *	466	316	215	206	425	587	266
Custodial personnel	92.0	184.0	247.2	344.4	97.0	107.4	34.8
Level of custodial service *	289	219	158	134	248	338	183

* Expressed in terms of total annual paid employee hours per inmate, exclusive of camp personnel.

San Quentin, with a per capita cost of \$982 for 1952-53, consistently reflects the most economical operation from the standpoint of per capita costs, while the Deuel Vocational Institution is the most expensive at \$1,900 for 1952-53.

We have endeavored to measure the respective levels of service at each of these facilities. Rather than use ratios, which have to be corrected if used over a long period of comparison, by virtue of the advent of the 40-hour week, we have evaluated the total number of working hours per year of paid civil service time that is devoted to the operation of any given institution in any one fiscal period. The use of such a base automatically eliminates from consideration changes in the length of the work week. Thus, if a shortening of the work week required the employment of additional personnel, there would be no change in the total number of working hours required to maintain the same level of service at the facility.

We have incorporated similar tables in the analysis of each individual institution which follows:

It is interesting to note some instances where the 40-hour week has, in fact, apparently resulted in absorbing some of the then existent work load, since per capita levels of service decreased somewhat in a few cases.

The following table reflects an over-all comparison of the level of service for the entire Department of Corrections:

Comparative Levels of Service for Entire Department of Corrections

Fiscal year	Total population	Total employees	Man- hours	Level of service †	Increase Amount	Percent
1943-44	5,565	642.0	1,407,264	253	--	--
1944-45	5,868	679.0	1,488,368	254	1	0.4
1945-46	6,709	938.0	2,056,096	306	52	20.5
1946-47	7,950	1,077.0	2,360,784	297	-9	-2.9
1947-48 *	9,136	1,413.8	2,510,909	275	-22	-7.4
1948-49	10,137	1,634.8	2,903,405	286	11	4.0
1949-50	11,009	1,713.8	3,043,709	276	-10	-3.5
1950-51	11,591	1,759.3	3,124,517	270	-6	-2.2
1951-52	11,980	2,016.7	3,581,659	299	29	10.7
1952-53	12,482	2,185.2	3,880,915	311	12	4.0

* 40-hour week effective.

† Expressed in terms of total annual paid employee hours per inmate.

The allowance of all requested positions will provide for an average improvement in the level of service of 4 percent measured on a per capita basis.

The total proposed new positions requested by facility is shown in the table below:

Total Proposed New Positions by Facility			
	Authorized positions	New positions	Percent increase in staff
Departmental administration -----	55.0	3.0	5.5
Medical facility -----	192.0	18.0	9.4
Chino -----	374.0	15.5	4.1
Folsom -----	329.9	8.0	2.4
San Quentin -----	557.0	15.0	2.7
Soledad -----	311.8	17.5	5.6
Deuel Vocational Institution -----	177.0	6.0	3.4
Tracy work camp -----	---	20.0	100.0
Institution for Women -----	63.5	26.5	41.7
Adult Authority -----	117.0	4.0	3.4
Board of trustees -----	8.0	---	---
Total -----	2,185.2	135.5	6.2

Feeding Requirements—Department of Corrections Institutions

As of September 28, 1951, there was prepared for the Department of Finance a report entitled: "Nutrition Policies Practices and Operating Procedures of the State of California in Feeding at Residential Facilities of the Department of Corrections, Youth Authority, Department of Education, Department of Mental Hygiene and Department of Veterans' Affairs."

This report was prepared by Paul E. Howe, as Special Nutritional Consultant to the Department of Finance.

We direct special attention to a finding made in this report. On page 36 thereof, the report states (emphasis added):

"The quantities of foods provided in the ration of an institution are sufficient to provide the number of standard size portions required for the population *and* contain an *additional* quantity which represents the experience of the institution necessary to put the standard size serving on the plate of each of the wards.

"This *additional* allowance, approximately 15 percent, represents losses due to such factors as *poor management, understaffing, inefficiencies and inexperience* of cooks and helpers, *inadequate equipment, spoilage, plate waste, theft, etc.*; *it is a fairly generous allowance.*"

Our first comment is that if an allowance of 15 percent or better than one-sixth of all moneys appropriated for food in state institutions is necessary to cover waste, poor management, and inefficiencies, it is a serious indictment of the entire feeding operation as conducted in state institutions.

Food ration allowances should be computed first on the basis of allowing enough funds to purchase quantities of unprepared foods sufficient to produce the stipulated ration on the plate of the inmate. This would provide only for losses normally entailed in preparing good quality foods by efficient personnel.

It is obvious that when an institution failed to live within the funds thus provided and allotted on a quarterly basis, that one or more of several factors could be responsible. The institution would then have to

overdraw on its quarterly allotment and such overdrawal, unless justified by interim price increases on the foods purchased, would serve notice that something was amiss in food management at that facility. The problem at that point should be one of first priority for the food administrator.

We recommend that the allowance for waste and inefficiency be reduced at this time from 15 percent to 10 percent, a savings of five percent on gross feeding costs at each of the Department of Corrections facilities. The following table reflects proposed budgeting of gross feeding costs for 1952-53 and the savings to be effected by reducing allowances for inefficiency and waste.

Department of Corrections—Gross Feeding Costs			
<i>Facility</i>	<i>1952-53 gross feeding</i>	<i>Per capita feeding cost</i>	<i>5 percent reduction in waste allowance</i>
Medical Facility -----	\$286,189	\$286.19	\$14,309
Institution for Men, Chino -----	510,300	271.44	25,515
Folsom -----	567,439	270.21	28,372
San Quentin -----	1,027,065	271.57	51,353
Soledad -----	502,935	272.74	25,147
Deuel -----	192,070	346.07	9,604
Tehachapi -----	102,500	265.54	5,125
Total -----	\$3,188,498	\$1,983.76	\$159,425

The foregoing table illustrates that a conservative savings in food costs can be effected in the amount of \$159,425. This will still leave a generous allowance of 10 percent for waste due to inefficiencies. Good food administration and management should further reduce this factor in ensuing budgets, if we are to realize the benefits of such management.

We, therefore, recommend that the 1952-53 budgets for gross feeding be reduced in the respective amounts set forth in the foregoing table.

Such recommendations will appear as a part of the analysis in each of the budgets of the individual facilities.

Audit Report Comments

A review of the last audit report, dated August 22, 1950, prepared by the Audits Division of the Department of Finance, covering the period July 1, 1947, to June 30, 1949, indicates that the Audits Division has 20 recommendations to make as a result of their examination of the operations of the agency. Many of these are for changes in techniques and procedure.

Some of the major exceptions previously noted are listed:

"2. Some spoiled revolving fund check forms had not been voided in an effective manner.

"3. Use of a postage meter is recommended.

"4. Property records and procedures were not satisfactory. We recommend that records be maintained on a current basis; that property be properly identified; that physical inventory be taken annually and checked to records; and that a monthly reconciliation of expenditures for property with control account 'property and equipment' be effected.

"5. It is recommended that the appointing power determine the status and validity of accumulated overtime considered in accord with rules of the Personnel Board.

"INSTITUTIONS AND PRISONS

"6. Closer direction of accounting and clerical personnel should help to expedite and establish a current condition with respect to prescribed accounts and records.

"8. A comprehensive study of requirements and practices related to stores control at all prisons and institutions and a reorganization of procedures to afford effective stores control is recommended.

"9. With few exceptions bank deposits were made too infrequently.

"11. Improvement of records and administration of amounts charged employees and others for rooms and meals is needed. We recommend that payment in advance be required for maintenance privileges extended to others than regular employees.

"13. Comprehensive consideration and legislation to control sale of services and commodities to employees is suggested.

"14. Required procedures to record and control attendance should be followed. Records at all prisons and institutions of accumulated sick leave should be completed.

"CORRECTIONAL INDUSTRIES REVOLVING FUND

"17. It is recommended that the central office review budgets, obligations, and revenues monthly to assure appropriate budget changes whenever revenues fail to provide resources adequate, with accumulated balances, for expenditure programs theretofore approved.

"18. Clothing costs could be decreased by purchasing cloth direct from mills, and by arrangements to ship by water or at carload rates."

Department of Corrections

ITEM 48 of the Budget Bill

Budget page 95

Budget line No. 54

For Transportation of Prisoners to and Between State Prisons, Including the Return of Parole Violators to Prisons, From the General Fund

Amount requested	\$77,000
Estimated to be expended in 1951-52 Fiscal Year	95,000
Decrease (18.9 percent)	\$18,000

RECOMMENDATIONS

Amount budgeted	\$77,000
Legislative Auditor's recommendation	77,000
Reduction	None

ANALYSIS

The expenditure is limited to the purpose indicated by the terms of the appropriation bill.

Forecasted expenditures for 1952-53 are set at \$18,000 less than the amount estimated for 1951-52. This saving results primarily from the opening of the new guidance center at Chino, thus eliminating transportation charges on all commitments from Southern California that were formerly transported to the San Quentin Guidance Center.

We recommend approval as requested.

Department of Corrections

ITEM 49 of the Budget Bill

Budget page 95

Budget line No. 60

For Expenses of Returning Fugitives From Justice From Outside the State From the General Fund

Amount requested	\$180,000
Estimated to be expended in 1951-52 Fiscal Year	180,000
Increase	None

RECOMMENDATIONS

Amount budgeted	\$180,000
Legislative Auditor's recommendation	180,000
Reduction	None

ANALYSIS

The expenditure is limited to the purpose indicated by the terms of the appropriation bill. We recommend approval as requested.

Department of Corrections

ITEM 50 of the Budget Bill

Budget page 95
Budget line No. 70

For Court Costs and County Charges in Connection With Trials of Inmates Charged With the Commission of a Crime While Confined in a State Institution Under the Jurisdiction of the Department of Corrections From the General Fund

Amount requested	\$10,000
Estimated to be expended in 1951-52 Fiscal Year	10,000
Increase	None

RECOMMENDATIONS

Amount budgeted	\$10,000
Legislative Auditor's recommendation	10,000
Reduction	None

ANALYSIS

The amount requested is \$10,000 from the General Fund for other current expenses for departmental administration of the Department of Corrections. This is the same amount as was estimated to be expended in the 1951-52 Fiscal Year.

We recommend approval.

Department of Corrections

ITEM 51 of the Budget Bill

Budget page 95
Budget line No. 83

For Payment of Premiums on Comprehensive Liability Insurance From the General Fund

Amount requested	\$3,520
Estimated to be expended in 1951-52 Fiscal Year	None
Increase	\$3,520

RECOMMENDATIONS

Amount budgeted	\$3,520
Legislative Auditor's recommendation	3,520
Reduction	None

ANALYSIS

We recommend the amount as requested. However, we believe a study should be made to determine the amounts of such liabilities incurred over a period of years to determine whether or not it would be more economical for the State to be a self-insurer for this type of liability.

Department of Corrections
MEDICAL FACILITY

ITEM 52 of the Budget Bill

Budget page 98
Budget line No. 6

For Support of the Medical Facility From the General Fund

Amount requested	\$1,256,514
Estimated to be expended in 1951-52 Fiscal Year	1,115,011
Increase (12.7 percent)	\$141,503

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$128,434	\$65,698	\$62,736	101	71
Operating expense	20,538	20,538	---	101	72
Equipment	3,422	3,422	---	101	73
Less:					
Increased reimbursement	—10,891	—10,891	---	101	76
Total increase	\$141,503	\$78,767	\$62,736		

RECOMMENDATIONS

Amount budgeted	\$1,256,514
Legislative Auditor's recommendation	1,215,637
Reduction	\$40,877

ANALYSIS

The recommended reduction of \$40,877 consists of the following amounts in the categories indicated:

	Salaries and wages	Amount	Budget page	Line No.
A. 1 Storekeeper		\$3,216	99	24
B. 1 Supervising cook II		3,900	99	61
C. 1 Meat cutter		3,060	99	62
D. 3 Correctional officers		9,648	100	69
E. 2 Medical technical assistants		6,744	100	70
Reduction in salaries and wages: Total		\$26,568		
Operating expense				
F. Reduce gross feeding 5 percent		14,309	99	68
Total recommended reduction		\$40,877		

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over preceding year	
			Amount	Percent
1950-51*	540	\$1,379	---	---
1951-52	963	1,158	—\$221	—16.0
1952-53	1,000	1,257	99	8.5

* New institution figures not available prior to 1950-51.

The total support budget of this facility is scheduled to increase \$141,503, or 12.7 percent. Population at the institution is anticipated to average 1,000 inmates, an increase of 37, or 3.8 percent. This results in the per capita cost going from \$1,158 to \$1,257, an increase of \$99 or 8.5 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$810,382. This represents an increase of \$128,434, or 18.8 percent, over the total of \$681,948 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increase on 192 established positions.....	\$31,798
A total of 18 proposed new positions costing.....	62,636
A change in estimated salary savings of.....	34,000
Total increase in salaries and wages.....	\$128,434

There are 192 presently authorized positions established. The agency is requesting a total of 18 proposed new positions. This represents an increase of 9.4 percent in staff as compared to a 3.8 percent increase in population at this facility.

The following table reflects a comparative measure of the level of service extended at this facility:

Trend of Level of Service Expressed in Terms of Paid State
Employee Time per Inmate

<i>Fiscal year</i>	<i>Total number employees</i>	<i>Total annual man-hours</i>	<i>Population</i>	<i>Level of service †</i>	<i>Increase over preceding year</i>	
					<i>Amount</i>	<i>Percent</i>
1950-51 *-----	143.5	251,412	540	466	---	---
1951-52-----	192.5	337,260	963	350	—\$116	—24.9
1952-53-----	210.0	367,920	1,000	368	18	5.1

* New institution figures not available prior to 1950-51.

† Expressed in terms of total annual number of working hours available from paid help per inmate.

The above table indicates that on the basis of the submitted budget if all 18 proposed new positions are allowed there will be an increase of 18 hours of service per inmate, or 5.1 percent, above the level that prevailed during 1951-52.

The 18 proposed new positions are shown by function as follows:

Function and positions	Amount	Budget page	Line No.
Administration			
Business and Accounting Office			
1 Storekeeper I-----	\$3,216	99	24
Support and Subsistence			
1 Supervising cook II-----	3,900	99	61
1 Meat cutter-----	3,060	99	62
Care and Welfare			
Custodial and Personal Care			
8 Correctional officers-----	25,628	100	69
5 Medical technical assistants-----	16,860	100	70
Medical			
1 Senior sociologist-----	4,740	100	72
1 Senior clinical psychologist-----	5,232	100	73
18 Total-----	\$62,636		

The recommendations in connection with each of the proposed new positions are stated below. A letter precedes each recommended deletion and denotes the particular item listed in the tabulation of all recommended reductions as set forth at the beginning of the analysis of this budget item.

A. 1 Storekeeper I (Budget page 99, line 24) ----- \$3,216

This position is requested as an assistant to the present storekeeper. The agency states that the physical arrangement of the institution is such that it is necessary to close the storeroom during times when deliveries are made at points outside the security area. Approximately 50 percent of all deliveries are stated to be received outside of the sally port gate which is away from the main storeroom.

We recommend deletion of the position.

While it is true that some inconvenience is experienced in the present practice of receiving deliveries outside the sally port gate, as a practical matter this situation is being met and has been met since the institution has been in operation by either temporarily closing the storeroom while the present storekeeper acknowledges receipt of the delivery or in some instances the prison equipment clerk has filled in on a relief basis for the storekeeper.

The agency also mentions the need for strict control and custody of medical supplies and drugs as further justifying the need for the additional position. Drugs and medical supplies are kept in a separate compartment of the storeroom under lock and key under the personal custody of the present storekeeper. Adding a second storekeeper will not necessarily improve the control over this situation. As a matter of fact, it might be said to lessen the responsibility attached to the security since the custody responsibility will be divided and an additional key will be available.

Purchases of equipment at this institution have been very nominal. The budget indicates that for the three fiscal year period 1950-51 through 1952-53, inclusive, purchases will only average about \$4,100 per year for equipment. It is evident that the expenditure of \$3,916 per year for the salary of the position of equipment clerk is hardly justifiable on this basis. It likewise follows that the duties would not be of sufficient magnitude to require full-time activity in this field. Undoubtedly it is on this basis that the management at this institution has found it feasible to use the equipment clerk on a partial relief basis to assist in covering the storekeeper function. We believe that the operation should be continued on this basis.

Finally, from a work load standpoint, there is not presented any data to warrant the conclusion that a 100 percent increase in storekeeper services is required. This is clearly indicated when it is noted that the institution will have only 37 more inmate average population in 1952-53 than was experienced in 1951-52. This represents a nominal increase of only 3.8 percent. The allowance of this position will provide for a substantially increased level of service, the need for which has not been demonstrated.

B. 1 Supervising cook II (Budget page 99, line 61) ----- \$3,900

This position is requested to provide for added supervision in the preparation and distribution of special diets and is to provide for relief for the food manager and culinary staff in the main kitchen.

We recommend deletion of the position.

The budget at present provides for two assistant supervising institution cooks and one instructor in baking, plus one food manager. It is stated that the kitchen is operated 12 hours per day for 365 days per year.

This requires coverage for 4,380 hours per year. Minimum staffing to provide this supervision coverage would require 2.5 positions, including relief. The present two cooks and one baker comprising three positions provide not only this coverage but an excess of 876 extra hours toward desirable double coverage between 10 a.m. and 1 p.m. Such double coverage actually requires 1,095 hours. The difference of 219 hours, or 27 days per year, is and can be supplied by the food manager since his position is not counted as a regular cooking supervisory position. The foregoing allowances are liberal in that net working days are computed on the basis of allowing 15 full days per position for sick leave, whereas the actual experience budgeted at this institution is 6 days per year.

The presently budgeted staff is ample to, and has in fact, provided for the operation of the kitchen facilities at this institution during 1951-52, based on an average population of 963. During 1952-53 the population increase of only 37 additional wards cannot be said to impose any added work load from the standpoint of cooking supervision.

During the consideration of the Budget for 1951-52 a proposed new position of instructor in baking was deleted by the Legislature. Subsequently, during the current fiscal year a reclassification was approved by the Department of Finance, whereby one of the then existing three assistant supervising cooks was reclassified to an instructor in baking, which carried an annual starting salary \$720 per year higher than the assistant supervising cook's position. This reclassification was approved by the Department of Finance on the understanding that such reclassified position would also carry the responsibility of a full shift of cooking supervision. In other words, it would still act as an assistant supervising cook.

We believe that this procedure acts to nullify in part the expression of legislative intent, since it may be reasonably assumed that in deleting the position of instructor in baking the Legislature intended that this added level of instructional service should not prevail at this institution during 1951-52. We believe that the matter would have received more consideration had it been submitted in the 1952-53 Budget as a proposed reclassification rather than an accomplished fact. This is particularly true in view of the present proposal to replace, in effect, the services of the position of assistant supervising cook, which was reclassified by a new position of supervising cook II. This latter position is at a higher level than the position which was reclassified and the justification set forth in the budget states that it is in part for relief in the main kitchen.

In view of all the factors presented, including the lack of need on a work load basis, we cannot concur in the merit of the request.

We believe the operation of the women's prison at Tehachapi should be kept in mind when considering the numerous requests for additional positions in the kitchen and feeding operations at the various institutions. Several important factors stand out in favor of the operation at Tehachapi:

1. There are no expenditures for salaries and wages under the feeding function.

2. The feeding program is handled by inmate cooks under custodial supervision.

3. Most other facilities not only have and continue to request additional paid cooking personnel, but also have custodial coverage assigned to various phases of the cooking and feeding function.

4. A comparison of the level of service, both from the standpoint of total personnel as well as from custodial personnel, indicates that Tehachapi is in an economically favorable position, having in most instances no higher level of available per capita man hours and in some cases being substantially lower. For example, the level of service for total personnel at Tehachapi was scheduled at 316 hours during 1951-52 as compared with 350 hours, or 10.8 percent, more at the medical facility, despite the fact that population at the latter institution was almost three times as great and, accordingly, on a per capita basis the hours should reasonably have been expected to be less.

A similar situation holds true with respect to custodial personnel. During 1951-52, Tehachapi was scheduled at 187 hours, while the medical facility had 240 hours per inmate, or 28.3 percent, more in spite of the substantial disparity in population.

All of the foregoing facts further indicate the lack of justification for requested positions in the feeding function.

C. 1 Meat cutter (Budget page 99, line 62) ----- \$3,060

This position is requested on the basis of providing supervision and instruction in the cutting of carcass meat by inmates and also to provide relief for existing culinary employees.

We recommend deletion of the position.

The allowance of the position will provide for an increased level of service at this facility. The request is not supported by any material increase in work load. At present meat cutting is done by inmates under intermittent supervision of the members of the food manager's staff, according to the agency. The small increase in population of 37 additional inmates cannot be said to increase the work load in meat cutting.

Further, based upon findings contained on page 77 of a special report on feeding and nutrition practices in state institutions in California, prepared for the Department of Finance by Paul E. Howe, special nutrition consultant, a position of meat cutter cannot be justified unless the amount of meat to be cut exceeds 1,600 pounds carcass weight per day. The agency states that its requirements will only be approximately 600 pounds per day. This represents only 37.5 percent of the work load for the position.

The agency in its justification also states: "At times this employee could be used to assist in supervision of other areas of the feeding department, particularly in cases of vacation or illness of other employees." This representation clearly infers that meat cutting would not be a full-time duty.

One basis on which the activity might be increased would be whereby the position would also be used for instructional purposes. This, however, would represent a definite improvement in the level of service. No data has been submitted as to the size of any instructional class contemplated or if candidates for this type of training or job opportunities for placement after training and release are available.

The original agency justification also contains the statement: "The establishment of this position would probably be paid for by the savings which could be effected in wasted or pilfered meat."

However, examination of the budget does not indicate that any adjustment was made under gross feeding costs for the purchase of less meat in anticipation of the granting of the requested position and making the savings claimed. Likewise no data has been submitted to show that the institution is aware of any wastage of meat, the pilferage thereof, or the amount of money currently being lost as a result thereof.

Accurate data rather than generalized claims should be furnished to support new position requests. In the absence of the former we believe the position should be disallowed.

D. 8 Correctional officers (Budget page 100, line 69) ----- \$25,728

Five of the above eight positions are requested to cover three wings on the second shift. Three of the eight positions are in fact what are usually termed utility officers engaged in escort and inspection programs.

We recommend allowance of the five positions required to provide one correctional officer, including relief on each of the three wings, A, B and D, during the second watch, 8 a.m. to 4 p.m.

Wing A has a capacity of 136 inmates, primarily tuberculosis patients and mixed neurotics.

Wing B has a capacity of 54 inmates, comprised of mostly single cells housing some tuberculosis patients.

Wing D has a capacity of 78 inmates and houses primarily mental cases.

The present coverage provides for one medical technical assistant to be on duty around the clock.

In view of the volume and types of cases handled here, we believe the additional coverage of five positions requested to be reasonable.

We recommend that the three utility positions, including relief requested for escort and inspection programs, be deleted, effecting a saving of \$9,648 in salaries and wages. No data has been supplied detailing the nature of actual problems occurring during the current operation of the institution to warrant increasing this type of general coverage.

With population scheduled to remain at almost the same level, there is no basic indication that there will be an increase in general operating work load factors to justify improving the level of service to be afforded by this type of coverage.

We desire to point out that if all of the requested positions in the custodial groups, including medical technical assistants, are allowed, this will bring the level of service in this category of paid personnel to 254 hours per inmate, an increase of 14 hours, or 5.8 percent. The normal expectation would be to have a small decline in the per capita level of custodial service resulting from the nominal increase of only 37 additional inmates in total population. In view of the adverse trend we find further reason to curtail the rate of improved custodial coverage requested.

The following table presents a measurement of the level of service devoted to custodial supervision at this facility:

Trend of Level of Service in Terms of Paid Custodial Time per Inmate

<i>Fiscal year</i>	<i>Total number custodial employees</i>	<i>Total annual custodial man hours</i>	<i>Population</i>	<i>Level of service †</i>	<i>Increase over preceding year</i>	
					<i>Amount</i>	<i>Percent</i>
1950-51-----	92	161,184	540	298	---	---
1951-52-----	132	231,264	963	240	—\$58	—19.4
1952-53-----	145	254,040	1,000	254	14	5.8

† Expressed in terms of total annual number of working hours available from custodial personnel per inmate. (Includes medical technical assistant positions.)

E. 5 Medical technical assistants (Budget page 100, line 70)-----\$16,860

These positions are requested to improve the level of coverage in wards 1, 2, 3 and 4. These are each 50-bed wards. The present coverage now provided is one medical technical assistant on the first watch for all four wards, and two on each of the other two watches for all four wards. The requested positions would provide for one additional medical technical assistant on each of the three watches, raising the level of coverage by 100 percent on the first watch and 50 percent on each of the other two watches.

We recommend deletion of two of the proposed positions and approval of three positions, effecting a saving of \$6,744 in salaries and wages.

Additional coverage to the extent of 100 percent improvement during the first watch covering the sleeping period from midnight to 8 a.m. is not warranted.

We believe the supplementary services afforded by 3 of the 5 additional medical technical assistants requested will amply meet requirements for 200 wards during the activity and treatment periods. This will result in a 50 percent improvement on each of these two watches.

1 Senior sociologist (Budget page 100, line 72)-----\$4,740

1 Senior clinical psychologist (Budget page 100, line 73)-----\$5,232

The above two positions are requested to strengthen the treatment programs in both individual and group psychotherapy.

We recommend approval of both of these positions.

The basic philosophy behind the establishment of the medical facility in the first instance was to provide optimum services at one point within the Department of Corrections where all major medical problems could be concentrated under an adequate program of treatment.

To the extent that this could be accomplished as a practical matter, it should alleviate the necessity of building up similar technical staffing at each of the individual correction facilities. Further, by providing for adequate treatment it should provide for more rapid and effective cures as a means to better chances of permanent rehabilitation.

This challenge is still to be met and proved by the operations of this unit of the Department of Corrections. Until it is proved, it is in the exploratory and experimental stages. During this interim period of development and trial, we believe that the agency should have the benefit of a moderate amount of technical assistance to be able to demonstrate the feasibility of its objectives. By the same token, however, additions to technical, medical, dental, and psychiatric staff at other institutions

within the department should be held in abeyance at least insofar as improving the existing level of service is concerned.

Operating Expenses

Operating expenses are scheduled at \$508,404 for 1952-53. This represents an increase of \$20,538, or 4.2 percent over the amount of \$487,866 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration	\$14,095	\$15,610	\$1,515	10.7
Support and subsistence	341,331	353,549	12,218	3.6
Care and welfare	71,880	77,135	5,255	7.3
Maintenance and operation of plant	60,560	62,110	1,550	2.6
Totals	\$487,866	\$508,404	\$20,538	4.2

Major increases in operating expenses are attributable to increased costs particularly in feeding, plus the nominal increase in total population at this institution.

Pursuant to our comments under the analysis on Department Administration on the question of costs for gross feeding, we recommend a reduction of 5 percent in such costs. This will still leave the agency with an ample factor of 10 percent to compensate for waste due to mismanagement, inefficiency, etc.

Equipment

Equipment expenditures are scheduled at \$6,472 for 1952-53. This is an increase of \$3,422, or 112.2 percent, over the amount of \$3,050 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$6,472 requested for equipment, the sum of \$1,200 is for replacement of items deemed obsolete or no longer serviceable.

The percentage of replacement equipment to the total investment in equipment is not significant since most of the equipment is owned by the Navy.

The only function for which a replacement of equipment is requested is for care and welfare, the amount for 1952-53 Fiscal Year being \$1,200.

The further sum of \$5,272 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1951-52	1952-53	Additional equipment Increase	
			Amount	Percent
Administration	\$200	\$200	---	---
Support and subsistence	850	1,515	\$665	78.2
Care and welfare	950	1,816	866	91.2
Maintenance and operation of plant	1,050	1,741	691	65.8
Totals	\$3,050	\$5,272	\$2,222	72.9

The budget as originally submitted by this facility requested \$8,583 for equipment. A total of \$6,258 was for additional items. The balance of \$2,325 was for replacement items.

Field trips were made to this facility and a personal inspection and appraisal of the equipment requirements was made by staff members of the Legislative Auditor's Office. Subsequently, conferences were had with members of the staff of both departmental administration of the

Department of Corrections and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$6,258 to \$5,272, a saving of \$986. Requests for replacement equipment were reduced from \$2,325 to \$1,200, a further saving of \$1,125, making a total reduction in equipment requests at this facility of \$2,111.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Audit Report Comments

A review of the last audit report, dated February 28, 1951, prepared by the Audits Division of the Department of Finance, covering the period May 1, 1950, to June 30, 1950, indicates that the Audits Division has 14 recommendations to make as a result of their examination of the operations of the agency. Many of these affect changes in techniques and procedure. Some of the major exceptions noted are:

"1. Receipts should be written for all collections, as provided in Section 6.7 of the Manual for Uniform System of Accounting.

"4. When receipts are voided or canceled, the reason for cancellation should be noted on the face of the receipt.

"5. All collections should be recorded promptly and if the nature of the transaction is in doubt the money should be credited to Uncleared Collections.

"6. The practice of handling newspaper subscriptions for employees through the Revolving Fund should be discontinued.

"9. All stores requisitions should be signed by the storekeeper.

"13. It is recommended that the Institution properly prepare and file monthly attendance reports and supporting documents."

Department of Corrections INSTITUTION FOR MEN—CHINO

ITEM 53 of the Budget Bill

Budget page 103
Budget line No. 26

For Support of the Institution for Men, Chino, From the General Fund

Amount requested	\$2,318,340
Estimated to be expended in 1951-52 Fiscal Year	2,161,842
Increase (7.2 percent)	\$156,498

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$58,838	\$3,266	\$55,572	111	9
Operating expense	105,104	105,104	---	111	10
Equipment	3,789	3,789	---	111	11
Less:					
Decrease inmate pay work projects	—180	—180	---	111	12
Increased reimbursements	—11,053	—11,053	---	111	15
Total increase	\$156,498	\$100,926	\$55,572		

RECOMMENDATIONS

Amount budgeted	\$2,318,340
Legislative Auditor's recommendation	2,195,985
Reduction	\$122,355

ANALYSIS

The recommended reduction of \$122,355 consists of the following amounts in the categories indicated:

	Salaries and wages	Amount	Budget page	Line No.
A. 3	Assistant supervising institution cooks	\$10,116	105	57
B. 4	Correctional officers	12,864	106	76
C. 1	Prison records officer	3,540	106	78
D. 1	Intermediate typist-clerk	2,520	108	34
E. 1	Vocational counselor	4,740	110	65
F. 1	Senior stenographer-clerk	3,060	110	66
G. 17	Correctional officers	60,000	106	30
	Reduction in salaries and wages: total	\$96,840		
	Operating expense			
H.	Reduce gross feeding 5 percent	\$25,515	105	64
	Total recommended reduction	\$122,355		

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over preceding year	
			Amount	Percent
1943-44	642	\$741	--	--
1944-45	661	796	\$55	7.4
1945-46	651	1,002	206	25.9
1946-47	518	1,250	248	24.7
1947-48	790	1,302	52	4.2
1948-49	1,010	1,361	59	4.5
1949-50	1,344	1,131	—230	—16.9
1950-51	1,474	1,118	—13	—1.1
1951-52	1,671	1,223	105	9.4
1952-53	1,880	1,155	—68	—5.6

The total support budget of this facility is scheduled to increase \$156,498, or 7.2 percent. Population at the institution is anticipated to average 1,880 inmates, an increase of 209, or 12.5 percent.

This results in the per capita cost going from \$1,223 to \$1,155, a decrease of \$68, or 5.6 percent.

Although the per capita cost is scheduled to be lower in 1952-53 than that experienced in 1951-52, it should be pointed out that the 1951-52 figure of \$1,223 is considerably higher than the \$1,081 originally forecast at the time the 1951-52 budget was presented. This is due, in part, to the fact that the institution failed to maintain the average population of 1,825 inmates originally forecast for 1951-52. The population is now scheduled at only 1,671 for 1951-52. This is 154 inmates, or 8.4 percent, below the original 1951-52 budgeted population.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$1,525,166. This represents an increase of \$58,838, or 4.0 percent, over the total of \$1,466,328 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 374 established positions	\$44,216
A total of 15.5 proposed new positions costing	55,572
A change in estimated salary savings of	—40,950
Total increase in salaries and wages	\$58,838

There are 374 presently authorized positions established. The agency is requesting a total of 15.5 proposed new positions. This represents an increase of 4.1 percent in staff as compared to a 0.4 percent increase in population at this facility.

The following table reflects a comparative measure of the level of service extended at this facility:

Trend of Level of Service Expressed in Terms of Paid State Employee Time per Inmate

<i>Fiscal year</i>	<i>Total number employees</i>	<i>Total annual man-hours</i>	<i>Population</i>	<i>Level of service †</i>	<i>Increase over preceding year</i>	
					<i>Amount</i>	<i>Percent</i>
1946-47	117.2	254,090	518	490	---	---
1947-48*	193.7	339,362	790	430	—60	—12.2
1948-49	241.4	422,933	1,010	419	—11	—2.5
1949-50	264.4	463,229	1,344	345	—74	—17.7
1950-51	266.2	466,382	1,474	316	—29	—8.4
1951-52	347.1	608,119	1,671	364	48	15.2
1952-53	362	634,224	1,880	337	—27	—7.4

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid help per inmate, exclusive of camp personnel.

Under the budget proposed for 1952-53 the level of service will average 337 hours per inmate. This is 27 hours, or 7.4 percent, below the level now scheduled for 1951-52. However, here again consideration must be given to the fact that the 1951-52 figure is abnormally high due solely to the fact that the institution failed to develop the average population of 1,825 inmates on which the original 1951-52 Budget was predicated. Based on the later figure of 1,825 inmates, the level of service would have stood at 333 hours instead of the 364 hours now shown in the above table. Thus, it is clear that the requested budget provides for an improvement of four hours per inmate, or 1.2 percent, above the 333 hours contemplated by the 1951-52 Budget as submitted to the Legislature last year.

The 15.5 proposed new positions are shown by function as follows:

<i>Function and positions</i>	<i>Amount</i>	<i>Budget page</i>	<i>Line No.</i>
Support and subsistence			
Feeding			
3 Assistant supervising institution cooks	\$10,116	105	57
Care and welfare			
custodial and personal care			
5 Correctional officers	16,080	106	76
Care and treatment			
1 Prison records officer I	3,540	106	78
Medical			
2 Medical technical assistants	6,744	106	80
1 Dentist	5,772	106	81
0.5 Optometrist (one-half time)	3,000	106	82
Camp supervision			
1 Intermediate typist-clerk	2,520	108	34
Diagnostic clinic			
1 Vocational counselor	4,740	110	65
1 Senior stenographer-clerk	3,060	110	66
15.5 Total	\$55,572		

The recommendations in connection with each of the proposed new positions are stated below. A letter precedes each recommended deletion and denotes the particular item listed in the tabulation of all recommended reductions as set forth at the beginning of the analysis of this budget item.

A. 3 Assistant supervising institution cooks (Budget page 105,
line 57) ----- \$10,116

The above positions are requested in order to provide 14-hour coverage, seven days per week, in the four dining rooms and partial kitchen facilities at the diagnostic clinic.

We recommend deletion of the requested positions.

These same positions were requested last year and deleted by the Legislature. Last year, however, the three positions were requested to provide only 12-hour coverage. This has now been stepped up to 14 hours according to the current request.

Under the proposed plan of operation, it is contemplated that all food preparation is to be done in the main institution kitchen and transported in food carts to the four dining rooms of the diagnostic clinic. The requested coverage of three assistant supervising institution cooks is to provide for supervision over these dining rooms during meal service. Each dining room is also equipped with urns for coffee making and griddles for making some breakfast dishes, such as hot cakes, et cetera.

Under the proposed plan of operation, it is quite clear that each so-called dining room will, in fact, be a semikitchen. If the dining rooms were to be maintained and operated strictly as dining rooms, the only supervision that would normally be necessary would be that provided by custodial officers for clean-up periods between meals and supervision during the actual meal hour.

The present budget already provides for a food manager, a supervising cook, grade II, five assistant supervising cooks, an instructor in baking, and a butcher. The requested additional positions will provide for a 50 percent increase in the number of supervising cooks at this facility. The justification is based primarily upon a desire to improve the amount of supervisory coverage in the dining rooms.

We believe the operation of the women's prison at Tehachapi should be kept in mind when considering the numerous requests for additional positions in the kitchen and feeding operations at the various institutions. Several important factors, both from a cost and management standpoint, reflect favorably in behalf of Tehachapi.

1. *There are no expenditures* for salaries and wages budgeted for the feeding function.

2. The feeding program is handled by inmate cooks under custodial supervision.

3. Most other facilities not only have and continue to request additional paid cooking personnel, but *also* have custodial coverage assigned to various phases of the cooking and feeding function.

4. A comparison of the level of service, both from the standpoint of total personnel as well as from custodial personnel, indicates that Tehachapi is in an economically favorable position, having in most instances no higher level of available per capita man-hours and in some cases being substantially lower.

For example, the level of service for total personnel at Tehachapi during 1951-52 was scheduled at 316 hours. At Chino during the same period the level of service was 364 hours. This is 48 hours, or 15.2 percent, more despite the fact that population at the latter institution was 1,297 inmates, or 346.8 percent, more. Accordingly, on a per capita basis, the hours should reasonably have been expected to be less.

A similar situation holds true with respect to custodial personnel. During 1951-52 Tehachapi was scheduled at 187 hours while Chino had 241 hours per inmate. This is 54 hours, or 22.4 percent, less in spite of the substantial disparity in population.

All of the foregoing data further indicate the lack of justification for additional positions in the feeding function.

We recommend that the three requested positions be deleted and that supervision over dining rooms be limited to the correctional officers normally assigned to those posts.

B. 5 Correctional officers (Budget page 106, line 76)-----\$16,080

The above positions are all requested for additional coverage at the diagnostic clinic.

In considering the validity of requests for additional positions at this facility, consideration must be given to any work load factors as measured by real increases in total population. On this basis of comparison, little, if any, justification may be found to support the request for additional personnel.

For example, when the 1951-52 Budget was presented, it contemplated a total average population at this institution of 1,825 inmates during 1951-52. Current figures now presented indicate that this population will only average 1,671 inmates. Thus, from the standpoint of total work load, the current experience indicates that it will be 154 inmates or 8.4 percent less than originally forecast.

For 1952-53 this population is scheduled at 1,880 inmates. This is only 55 inmates, or three percent more than the 1,825 on which the current budget was originally based. Thus, on the basis of the general staffing pattern that was allowed for 1951-52, we fail to find any substantial reason to increase personnel if the same comparable level of service is to be maintained.

The following table presents a measurement of the level of service devoted to custodial supervision at this facility:

Trend of Level of Service in Terms of Paid Custodial Time per Inmate

<i>Fiscal year</i>	<i>Total No. custodial employees</i>	<i>Total annual custodial man-hours</i>	<i>Population</i>	<i>Level of service †</i>	<i>Increase over preceding year</i>	
					<i>Amount</i>	<i>Percent</i>
1946-47-----	74.6	161,733	518	312	---	---
1947-48*-----	137.6	241,075	790	305	-7	-2.2
1948-49-----	166.0	290,832	1,010	288	-17	-5.6
1949-50-----	186.5	326,748	1,344	243	-45	-15.6
1950-51-----	184.0	322,368	1,474	219	-24	-9.9
1951-52-----	230.0	402,960	1,671	241	22	10.0
1952-53-----	237.0	415,224	1,880	221	-20	-8.3

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from custodial personnel per inmate, exclusive of camp custodial personnel.

The foregoing table indicates that an average of 221 hours per inmate of custodial time is contemplated on the basis of the staffing pattern requested in the 1952-53 Budget. This is 20 hours, or 8.3 percent, less than the 241 hours per inmate scheduled to prevail during the 1951-52 Fiscal Year.

However, the same situation applies with respect to custodial officers as was pointed out in relation to the level of service measured in terms of total personnel hours. Actually, if the institution had developed the average population of 1,825 on which the original 1951-52 Budget was predicated, the level of custodial service would then be 220.8 hours per inmate instead of the 241 hours shown in the above table. On the basis of 220.8 hours of custodial time per inmate the proposed budget, at 221, contemplates approximately the same level of average custodial time despite the fact that the population is scheduled to increase 55 inmates over that originally scheduled in the 1951-52 Budget. Normally this small increment in average population should be absorbed without any required change in custodial staff.

The five correctional officers requested for the diagnostic clinic are to cover the following assignments:

<i>No. of positions</i>	<i>Function</i>	<i>Shift</i>
1	Utility officer—Diagnostic Clinic	4 p.m.—Midnight
2	Guard towers, east and west ends	8 a.m.—4 p.m.
1	Schoolrooms and vocational shops	8 a.m.—4 p.m.
1	Work crew—administrative area	8 a.m.—4 p.m.
5		

Seven proposed new correctional officer positions were deleted by the Legislature last year.

The utility officer above requested is one of those positions so deleted.

The two officers for the guard towers were approved in the 1951-52 Budget, but were subsequently deleted by the agency in lieu of two other positions deleted by the Legislature last year.

The one officer for the schoolrooms and vocational shops is one of the seven deleted by the Legislature last year.

It thus appears that four out of the five positions are in effect, repeat requests for positions that were deleted last year by the Legislature. In view of the fact that no additional factors of material importance have been shown by the agency to substantiate the basis for reconsidering the positions at this time, we again recommend that they be deleted.

With respect to one additional correctional officer to supervise a maintenance work crew, we recommend the allowance of this position to provide for proper grounds maintenance at the diagnostic clinic. This will also provide for additional work activity for 15 or more inmates. The allowance of the position will also tend to strengthen the general custodial security as this supervision will be extended to different areas of the premises.

C. 1 Prison records officer I (Budget page 106, line 78)-----\$3,540

This position is requested to provide assistance to the present institutional records officer in maintaining records on all inmates in both the institution and the diagnostic clinic. This work is now being performed by an institutional parole officer, *plus inmate assistance*.

We recommend deletion of the position.

At the time the diagnostic clinic was established at Chino, it was contemplated that the total work load formerly being processed through the diagnostic clinic at San Quentin would now be approximately evenly divided and processed through both San Quentin and Chino. With this in mind a readjustment of staffs was effectuated so that each of the clinics would have comparable staffs. Six positions were transferred from San Quentin to Chino and some new positions were added to accomplish this balancing of staffs.

On the basis of data originally supplied, it was indicated that there would be no appreciable increase in total work load, but it would merely be redistributed to be accomplished at two points instead of one.

The following table on commitments, which is indicative of one phase of the work load factor at the diagnostic clinic, shows but little variation.

<i>Fiscal year</i>	Commitments		<i>Total</i>
	<i>Adult male</i>	<i>Youth Authority</i>	
1947-48	2,875	499	3,374
1948-49	2,698	492	3,190
1949-50	2,993	503	3,496
1950-51	2,863	520	3,383
1951-52	2,910	540	3,450
1952-53	2,910	540	3,450

From the above table it is clear that more work load was processed in 1949-50 than in any year covered by the table. This further substantiates the need for additional work load data if the request is to be considered. The table further indicates that the total work load has varied from a low of 3,190 in 1948-49 to a high of 3,496 in 1949-50, a difference of only 306, or 9.6 percent.

We understand that there is contemplated an upward revision in the figures for 1951-52 and 1952-53 as shown in the above table and this position was included in the budget based on these revised figures.

However, a material increase in the number of commitments should result in a corresponding increase in total prison population, all other factors being equal. Some offset could occur, of course, through increased release on parole.

We understand that some of the forecasted increase on a revised basis includes some 260 Youth Authority parole violator cases. However, the agencies are not all apparently in unison on this point.

We have requested that clarification be made and additional data submitted for review. Until this is done, lacking adequate justification, we recommend the position be deleted.

2 Medical technical assistants (Budget page 106, line 80).....\$6,744

The above positions are requested to provide eight-hour coverage, seven days per week, in the diagnostic clinic. They are to assist the medical staff with sick lines, drugs, medical reports and will supervise inmates in the laboratory in the doctors' absence.

We recommend approval of the two positions requested.

No medical technical assistants are now assigned to this facility. We believe the requested coverage is in order in view of the size of the institution. These positions will also tend to strengthen the over-all custody factor at the institution. Primarily they should result in more effective use of the time of the professional medical staff.

1 Dentist (Budget page 106, line 81)-----\$5,772

This position is requested to provide for additional dental services based upon an increase in the population of the diagnostic clinic, and also to meet the dental requirements for the institution for women at Corona.

A full-time position is slightly more than is actually required to meet these needs and the allowance of the position should result in an improvement in the level of dental services.

About 30 percent of the cost of the position is an offset item by way of reimbursement from the women's institution for dental services at that point.

We recommend approval of the position.

0.5 Optometrist (Budget page 106, line 82)-----\$3,000

This position is requested on the basis of an increase in population at the diagnostic clinic. Allowance of the position will result in some improvement in the level of this type of service. Part of the salary cost of the position is offset by a reduction in operating expenses, as this service was formerly obtained on a service contract.

We recommend approval of the position.

D. 1 Intermediate typist-clerk (Budget page 108, line 34)-----\$2,520

This position is requested to furnish secretarial service to the chief prison camp supervisor. It is stated that the supervisor must be absent from his office approximately 50 percent of the time covering the five different camps. *This assistance is currently being given to the camp supervisor through the use of an inmate clerk.* Similar positions have been set up at both San Quentin and Soledad in the prison camp program.

We recommend deletion of the position.

This is another instance where the use of inmates is to be supplanted by paid civil service help. We do not believe that the routine nature of the camp work is either so confidential or so complicated that it cannot be continued to be handled by inmate clerical assistance and maintain the same level of service.

With reference to the camp program in general, we note that the reimbursements to be received from the United States Forest Service in the amount of \$49,900 exceeds by \$4,103 the cost of only \$45,797 required to operate these camps.

Likewise, the reimbursements to be received from the State Division of Forestry in the amount of \$225,271 exceeds by \$3,816 the cost of only \$221,455 required to operate these particular camps.

However, we desire to point out that under the arrangements with the Division of Highways there is a net cost to the Department of Corrections of \$27,261 to operate these facilities.

In addition there is budgeted the sum of \$8,880 for over-all camp supervision. The excess of reimbursements over costs from the U. S. Forest Service and the State Division of Forestry in the amount of \$7,919 acts to partially offset the \$8,880 for over-all camp supervision, leaving a deficit of \$961. To this is added the cost of \$27,261 for operating Division of Highways road camps, making the net cost of total camp operations \$28,222.

We recommend that the Department of Corrections and the Division of Highways review the basis for budgeting and allocating costs of highway road camps to the end that the value of the services rendered to highways at least meets the costs of the camp operations.

We fail to find any basis for sustaining a loss or direct cost in the case of operating a highway road camp when the value of inmate services to both the U. S. Division of Forestry and the State Division of Forestry is more than equivalent to the cost of rendering these services.

In principle, we believe that inmate labor, when effectively utilized, can and should be productive of more value in goods and/or services, than the cost of utilizing such labor, including necessary overhead such as supervision, guarding, feeding, et cetera.

We point out that during the three fiscal years presented in the current budget the accumulative costs of the highway road camps will have increased the total support budgets at this institution by \$78,434.

E. 1 Vocational counselor (Budget page 110, line 65)-----\$4,740

The justification for this position as supplied by the agency sets forth that:

1. Based on a survey at the San Quentin Guidance Center, records from December 22, 1950, to June 22, 1951, indicate that the vocational counselors expended 355 man-days in processing 1,359 cases for an average of 3.8 cases per man-day.
2. On the basis of four cases per day each counselor could be expected to process 912 cases per year.
3. *It is estimated that the intake in the Chino Diagnostic Clinic for 1952-53 will be 2,780 cases.*
4. These cases will be comprised of 1,700 adult commitments or one-half of total adult commitments, 540 Youth Authority commitments and 540 parole violators.
5. On the basis of 2,780 cases, three vocational counselors would be required.
6. Two positions are now effective, thus requiring the one additional position now proposed.

We recommend deletion of the position.

We find that while the agency states the total intake to be estimated at 2,780 cases, the revised figure is now 2,250 cases, which includes 260 cases for parole violators for the Youth Authority. The latter agency indicates there is some doubt that these will be processed at Chino. This, therefore, further reduces the intake to 1,990 cases.

On the stated basis of 912 cases per man per year, this would require only 2.1 positions. The agency already has two positions.

F. 1 Senior stenographer-clerk (Budget page 110, line 66)-----\$3,060

This position is requested in order to provide clerical assistance to the associate warden, chief psychiatrist, and chief custodial officer at the diagnostic clinic.

The justification states that 50 percent of the time of this position will be devoted to working with the prison records officer, a proposed

new position. The balance of the time (50 percent) is to be devoted to taking shorthand notes and transcribing material for the associate warden, chief custodial officer and chief psychiatrist.

We recommend deletion of the position.

We have previously recommended deletion of the position of prison records officer, which is the stated basis for 50 percent of the work load of this position.

The diagnostic clinic was provided with three intermediate stenographer positions and four intermediate typist positions at the time the staffing for this facility was set up in 1950-51. In addition there was provided one supervising clerk, grade 1, one senior clerk, and one intermediate clerk. This is 10 stenographic and clerical positions for a staff of 11 professional and technical persons. We believe this to be a most ample ratio for normal operations.

Operating Expenses

Operating expenses are scheduled at \$1,036,380 for 1952-53. This represents an increase of \$105,104, or 11.3 percent, over the amount of \$931,276 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration	\$18,340	\$19,005	\$665	3.6
Support and subsistence.....	538,195	611,565	73,370	13.6
Care and welfare.....	104,875	114,905	10,030	9.6
Maintenance and operation of plant	129,530	145,899	16,369	12.6
Highway road camp	6,596	6,666	70	1.1
Federal forestry camp.....	19,870	19,870	---	---
State forestry camp.....	107,270	105,800	-1,470	-1.4
Diagnostic clinic	6,600	12,670	6,070	92.0
Totals	\$931,276	\$1,036,380	\$105,104	11.3

Increased operating expenses are primarily attributable to increased population and some increased costs.

H. Pursuant to our comments under the analysis on departmental administration on the question of costs for gross feeding, we recommend a reduction of 5 percent in such costs. This will still leave the agency with an ample factor of approximately 10 percent to compensate for waste due to mismanagement, waste, inefficiency, et cetera. This should be further reduced by the agency by careful analysis of the problems involved.

Equipment

Equipment expenditures are scheduled at \$53,403 for 1952-53. This is an increase of \$3,789, or 7.6 percent, over the amount of \$49,614 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$53,403 requested for equipment, the sum of \$37,533 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 5.9 percent of an equipment investment of \$637,663 on July 31, 1951.

The equipment investment on a per capita basis is \$431 per inmate.

The request, by function, for replacement equipment is as follows:

Function	1951-52	1952-53	Replacement equipment	
			Increase	
			Amount	Percent
Administration	\$1,309	\$746	—\$563	—43.0
Support and subsistence	15,097	2,133	—12,964	—85.9
Care and welfare	5,130	6,871	1,741	33.9
Maintenance and operation of plant	4,790	22,691	17,901	373.7
Highway road camp	70	25	—45	—64.3
Federal forestry camp	---	50	50	100.0
State forestry camp	1,434	5,017	3,583	249.9
Totals	\$27,830	\$37,533	\$9,703	34.9

The further sum of \$15,870 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1951-52	1952-53	Additional equipment	
			Increase	
			Amount	Percent
Administration	\$323	\$1,148	\$825	255.4
Support and subsistence	7,642	1,938	—5,704	—74.6
Care and welfare	8,437	4,788	—3,649	—43.2
Maintenance and operation of plant	5,214	3,290	—1,924	—36.9
Highway road camp	50	50	---	---
Federal forestry camp	---	50	50	100.0
State forestry camp	118	3,698	3,580	3,033.9
Diagnostic clinic	---	908	908	100.0
Totals	\$21,784	\$15,870	—\$5,914	—27.1

The budget as originally submitted by this facility requested \$83,476 for equipment. A total of \$32,601 was for additional items. The balance of \$50,875 was for replacement items.

Field trips were made to this facility and a personal inspection and appraisal of the equipment requirements was made by staff members of the Legislative Auditor's Office. Subsequently, conferences were had with members of the staff of both departmental administration of the Department of Corrections and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$32,601 to \$15,870, a saving of \$16,731. Requests for replacement equipment were reduced from \$50,875 to \$37,533, a further saving of \$13,342, making a total reduction in equipment requests at this facility of \$30,073.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Correctional Industries Operations

G. The post assignment schedule shows that a total of 12 correctional officers are assigned to various farm crews totaling 195 inmates.

Four correctional officers are assigned to the furniture factory on crews totaling 83 inmates.

One correctional officer is assigned to the cannery with a crew of 11 inmates.

All of the foregoing 17 officers, plus necessary relief and supervisory positions, are performing custodial functions directly in behalf of the correctional industries operations in which the services of 289 inmates are utilized to handle the work load incidental to the operation of these industries.

However, all of these officers are charged against the support budget of the institution.

We recommend that all correctional officer positions used wholly in connection with the correctional industries operations be charged against such operations

This is entirely sound in principle and has already been followed in determining the value of inmate services to other operating divisions such as the Division of Forestry, and the United States Forest Service in connection with the camp programs.

Likewise it has been applied to other correctional industry facilities such as the jute mill at San Quentin and the license plate factory at Folsom.

We point out that according to the 1952-53 Budget submitted on the correctional industries operations at Chino it is contemplated that there will be an excess of revenues over expenditures of \$103,875. It is thus apparent that the industries operation can absorb their proper share of this custodial expense.

The transfer of these positions will result in a savings to the support budget at this facility of approximately \$60,000 in salaries and wages.

Such a transfer will then more equitably reflect in the cost factors in the various industry operations, and the institution will be deriving a real dollar and cent return on the productive labor of the inmates so assigned in addition to the benefit of providing a means for employment and training.

We also believe that such a transfer will result in providing a real incentive for the various industrial activities to keep proper cost accounting records and more nearly gear their various functions on a plane of operations which is more in line with comparable enterprises operating commercially.

Audit Report Comments

A review of the last audit report dated July 5, 1951, prepared by the Audits Division of the Department of Finance, covering the period July 1, 1949, to June 30, 1950, indicates that the Audits Division has 24 recommendations to make as a result of their examination of the operations of the agency. Some of these affect changes in techniques and procedures.

“Preceding audit recommendations repeated:

- “1. Alterations and erasures should not be made on cash trust and revolving fund checks.
- “3. The agency should request the Department of Public Works to report particulars of expenditures on completed work orders.
- “4. A complete physical inventory should be taken of the Correctional Industries Revolving Fund property and equipment and reconciled to the accounting records.

“Current audit recommendations:

“Support accounts:

- “3. We recommend that consideration be given to the advisability of execution of a written contract for rental of facilities to the Correctional Industries Revolving Fund, the proceeds therefrom to be handled as revenue for the General Fund.

- "4. The institution should collect rental for all guest room occupancy.
- "5. Standard form 634, Absence Request, should support all absences on vacation time.
- "11. The occupancy of space by the employees' canteen should be under written agreement with the institution.
- "Correctional Industries Revolving Fund:
- "2. The proceeds from sales of equipment which was included in the original property complement transferred from the General Fund accounts in 1945 should be remitted to the Treasury as General Fund revenue.
- "3. Consideration should be given to calculating depreciation charges by the group composite method on an annual basis.
- "Inmate Welfare Fund:
- "1. Property accounting records should be maintained on a current basis.
- "2. Greater control should be exercised over inmate canteen cards before destruction, to preclude unauthorized use."

**Department of Corrections
FOLSOM STATE PRISON**

ITEM 54 of the Budget Bill

Budget page 112
Budget line No. 7

For Support of the State Prison at Folsom, From the General Fund

Amount requested	\$2,243,676
Estimated to be expended in 1951-52 Fiscal Year	2,293,552
Decrease (2.2 percent)	\$49,876

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	—\$5,187	—\$31,071	\$25,884	118	9
Operating expense	—63,164	—63,164	---	118	10
Equipment	4,968	4,968	---	118	11
Less:					
Inmate pay					
work projects	—434	—434	---	118	12
Plus:					
Decreased reimbursements	13,941	13,941	---	118	15
Total increase	—\$49,876	—\$75,760	\$25,884		

RECOMMENDATIONS

Amount budgeted	\$2,243,676
Legislative Auditor's recommendation	2,186,205
Reduction	\$57,471

ANALYSIS

The recommended reduction of \$57,471 consists of the following amounts in the categories indicated:

	Salaries and wages	Amount	Budget page	Line No.
A. 1	Assistant supervising institution cook-----	\$3,372	114	5
B. 7	Correctional officers-----	22,512	115	31
C. 1	Correctional officer (existing position)-----	3,216	116	78
Reduction in salaries and wages: Total-----		\$29,100		
	Operating expense			
D.	Reduce gross feeding costs 5 percent-----	\$28,371	114	13
Total recommended reduction-----		\$57,471		

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over preceding year	
			Amount	Percent
1943-44-----	1,509	\$581	---	---
1944-45-----	1,401	644	\$63	10.8
1945-46-----	1,886	547	-97	-15.1
1946-47-----	2,185	601	54	9.9
1947-48-----	2,360	764	163	27.1
1948-49-----	2,535	792	28	3.7
1949-50-----	2,750	738	-54	-6.8
1950-51-----	2,738	814	76	10.3
1951-52-----	2,459	915	101	12.4
1952-53-----	2,100	1,048	113	14.5

The total support budget of this facility is scheduled to decrease \$49,876 or 2.2 percent. Population at the institution is anticipated to average 2,100 inmates, a decrease of 359, or 14.6 percent.

This results in the per capita cost going from \$915 to \$1,048, an increase of \$133, or 14.5 percent.

We believe that every effort should be made to reduce expenditures in order to prevent substantial increases in per capita costs with the further decline in population.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$1,319,987. This represents a decrease of \$5,187, or 0.4 percent, below the total of \$1,325,174 scheduled for expenditure in this category during 1951-52. The decrease in salary costs is attributable to the following factors in the amounts indicated:

Decrease in salaries and wages on 329.9 established positions by transfer of farming function to correctional industries-----	-\$1,571
A total of eight proposed new positions costing-----	25,884
A change in estimated salary savings of-----	-29,500
Total increase in salaries and wages-----	-\$5,187

There are 329.9 presently authorized positions established. The agency is requesting a total of eight proposed new positions. This represents an increase of 2.4 percent in staff as compared to a 14.6 percent decrease in population at this facility. The trend in staffing should normally react in line with, though not necessarily proportionally to, the trend in population.

Trend of Level of Service Expressed in Terms of Paid State
Employee Time per Inmate

Fiscal year	Total number employees	Total annual man-hours	Population	Level of service †	Increase over Preceding year	
					Amount	Percent
1943-44-----	204.0	442,272	1,509	293	---	---
1944-45-----	207.0	448,776	1,401	320	27	9.2
1945-46-----	238.0	515,984	1,886	274	-46	-14.4
1946-47-----	228.0	494,304	2,185	226.	-48	-17.5
1947-48*-----	278.2	487,406	2,360	207	-19	-8.4
1948-49-----	309.5	542,244	2,535	214	7	3.4
1949-50-----	337.4	591,125	2,750	215	1	0.5
1950-51-----	336.7	589,898	2,738	215	---	---
1951-52-----	329.9	577,985	2,459	235	20	9.3
1952-53-----	337.9	592,001	2,100	282	47	20.0

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid free help per inmate.

Under the proposed budget the level of service would increase from 235 hours in 1951-52 to 282 hours in 1952-53, an increase of 47 hours or 20 percent. This is due both to the decline in population coupled with a request for additional positions. It should be noted that the decline in population alone would account for some improvement in the level of service on a per capita basis.

The eight proposed new positions are shown by function as follows:

Function and positions	Amount	Budget page	Line No.
Support and subsistence			
1 Assistant supervising institution cook-----	\$3,372	114	5
Care and welfare			
7 Correctional officers -----	22,512	115	31
8 Total -----	\$25,884		

The recommendations in connection with each of the proposed new positions are stated below. A letter precedes each recommended deletion and denotes the particular item listed in the tabulation of all recommended reductions as set forth at the beginning of the analysis of this budget item.

A. 1 Assistant supervising institution cook (Budget page 114,
line 5) ----- \$3,372

This position is requested to provide part-time supervision over the kitchens at the ranch and the hospital.

We recommend that the position be deleted.

At the time the ranch kitchen was originally established it was contemplated that this would not be a full-fledged operation, but that principal food items would be prepared in the main institution kitchen, and transported to the ranch which would have what is primarily a serving kitchen.

This position request will merely provide for an increase in the level of supervision services. This institution already has a food manager, one supervising institution cook, grade II, four assistant institution cooks, a butcher and a baker.

The institution originally asked for four such positions to cost \$13,488 per year. This request was scaled down to the presently requested one

position. The allowance of this position will, in fact, set the standard for considering the other three positions also, if the now desired level of service for this function is to be provided.

We point out that the institution population is scheduled again to decline by 350 inmates, or 14.6 percent. This is the third consecutive annual decline in population. The 1949-50 population was 2,750. It is now scheduled at 2,100 for 1952-53. This represents a decline of 650 inmates, or 23.6 percent.

Under these conditions, increasing staff or services at this facility is hardly consistent with a normal expected trend.

B. 7 Correctional officers (Budget page 115, line 31)-----\$22,512

These positions are requested on the basis of restoring the seven positions that were deleted by the Legislature in the 1951-52 Fiscal Year.

We recommend deletion of the requested seven positions.

The following table presents a measurement of the level of service devoted to custodial supervision at this facility :

Trend of Level of Service in Terms of Paid Custodial Time per Inmate

Fiscal year	Total No. custodial employees	Total annual custodial man-hours	Population	Level of service †	Increase over preceding year	
					Amount	Percent
1943-44-----	167.0	362,056	1,509	240	---	---
1944-45-----	166.0	359,888	1,401	257	17	7.1
1945-46-----	165.0	357,720	1,886	190	-67	-26.1
1946-47-----	173.8	376,798	2,185	172	-18	-9.5
1947-48*	215.1	376,855	2,360	160	-12	-7.0
1948-49-----	232.8	407,866	2,535	161	1	0.6
1949-50-----	247.8	434,146	2,750	158	-3	-1.9
1950-51-----	247.2	433,094	2,738	158	---	---
1951-52-----	234.0	409,968	2,459	167	9	5.7
1952-53-----	241.0	422,232	2,100	201	34	20.4

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from custodial personnel per inmate.

In our analysis of the inmate population trend and the staffing pattern of this institution last year, we pointed out that throughout the past several years additional correctional officers have been consistently added at Folsom. These additions were premised largely on the contention that due to the overcrowded condition of the institution, plus the fact that it was a maximum custody facility, it was necessary to increase custodial coverage to offset the tensions and problems that were inherent in a doubling of the inmate capacity.

If these assertions were correct in justifying the increases in staff, then a consistent policy dictates that the reverse procedure should certainly be applied as population diminishes.

Last year we recommended that 14 existing positions be deleted. The Legislature actually deleted only seven such positions. To restore these positions at this time would ignore the facts of the situation.

We desire to point out that on the basis of the forecast population of 2,100 scheduled for 1952-53, this institution will have 85 less inmates than it had in 1946-47 when the population was 2,185.

At that time there were only 173.8 custodial positions as compared to the present 234 positions. We recognize that the 40-hour week would have justified some additional positions had it been in effect at that time.

To be exact, the 40-hour week requires 23.7 percent more staff to accomplish the same coverage, assuming that every position was previously on a required 48-hour basis. Thus the 173.8 custodial positions in 1946-47 would have required 41.2 additional officers making a total correctional officer staff of 215.

It is, therefore, quite evident that the present staff of 234 already provides for an increased level of service to the extent of 19 officers. We are not proposing any further reduction in staff at this time on a ratio basis because of reduced population. We believe that the agency should demonstrate sufficient management ability to effect some staff reductions as further declines in population become effective. By the same token, we cannot concur in any increase in custodial staff under prevailing conditions.

We point out that there is a total of 12 utility officers at this institution. It is suggested that some of these may be eliminated with the scheduled reduction in population.

Farming and Processing—Correctional Industries

C. 1 Correctional officer (existing position) (Budget page 116, line 78) ----- \$3,216

At present in the support budget there is one correctional officer position whose duties are wholly concerned with providing supervision over activities necessary to farm operations as a business function. This position furnishes custodial supervision over the farm crew.

The farming activity is being taken over by the Correctional Industries Revolving Fund. We recommend that this position be deleted from the support budget, effecting a reduction of \$3,216.

Operating Expenses

Operating expenses are scheduled at \$973,454 for 1952-53. This represents a decrease of \$63,164, or 6.1 percent, less than the amount of \$1,036,618 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration -----	\$21,100	\$21,340	\$240	1.1
Support and subsistence -----	666,555	668,304	1,749	0.3
Care and welfare -----	88,020	79,630	-8,390	-9.5
Maintenance and operation of plant -----	199,750	204,180	4,430	2.2
Farming and processing -----	61,030	---	-61,030	-100.0
Emergency forest fire suppression -----	163	---	-163	-100.0
Totals -----	\$1,036,618	\$973,454	-\$63,164	-6.1

D. Practically the entire decline in operating expenses is attributable to the transfer of the farming and processing function to the jurisdiction of the Correctional Industries Revolving Fund.

Pursuant to our comments under the analysis on Departmental Administration on the question of costs for gross feeding, we recommend a reduction of 5 percent in such costs. This reduction amounts to \$28,371. This will still leave the agency with an ample factor of approximately 10 percent to compensate for waste due to mismanagement, inefficiency, et cetera.

Equipment

Equipment expenditures are scheduled at \$66,620 for 1952-53. This is an increase of \$4,968, or 8.1 percent, over the amount of \$61,652 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$66,620 requested for equipment, the sum of \$47,191 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 7.3 percent of an equipment investment of \$647,628 on May 31, 1951.

The equipment investment on a per capita basis is \$308 per inmate.

The request, by function, for replacement equipment is as follows:

Function	1951-52	1952-53	Replace equipment	
			Amount	Percent
Administration -----	\$263	\$242	—\$21	—8.0
Support and subsistence -----	16,673	10,055	—6,618	—39.7
Care and welfare -----	5,898	10,202	4,304	73.0
Maintenance and operation of plant ----	7,466	26,692	19,226	257.5
Farming and processing -----	3,004	---	—3,004	—100.0
Totals -----	\$33,304	\$47,191	\$13,887	41.7

The further sum of \$19,429 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1951-52	1952-53	Additional equipment	
			Amount	Percent
Administration -----	\$230	\$519	\$289	125.7
Support and subsistence -----	825	1,767	942	114.2
Care and welfare -----	6,593	9,434	2,841	43.1
Maintenance and operation of plant ----	19,455	7,709	—11,746	—60.4
Farming and processing -----	1,245	---	—1,245	—100.0
Totals -----	\$28,348	\$19,429	—\$8,919	—31.5

The budget as originally submitted by this facility requested \$119,149 for equipment. A total of \$43,917 was for additional items. The balance of \$75,232 was for replacement items.

Field trips were made to this facility and a personal inspection and appraisal of the equipment requirements was made by staff members of the Legislative Auditor's office. Subsequently, conferences were had with members of the staff of both departmental administration of the Department of Corrections and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$43,917 to \$19,429, a saving of \$24,488. Requests for replacement equipment were reduced from \$75,232 to \$47,191, a further saving of \$28,041, making a total reduction in equipment requests at this facility of \$52,529.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Farming and Processing—Production and Expenditures

	1949-50	1950-51	1951-52	1952-53
Local production consumed-----	\$131,231	\$144,523	\$78,000	\$32,559*
Surplus products sales -----	1,159	7,774	---	---
Total value of production-----	\$132,390	\$152,297	\$78,000	\$32,559
Salaries and wages -----	\$18,662	\$18,877	\$9,870	---
Operating expenses -----	66,817	68,996	61,030	---
Total operating costs-----	\$85,479	\$87,873	\$70,907	---
Gross operating profit-----	\$46,911	\$64,424	\$7,093	---
Equipment costs -----	5,962	5,987	4,249	---
Annual profit -----	\$40,949	\$58,437	\$2,844	---

* Farming at this institution has been taken over by Correctional Industries. The sum of \$32,559 is the gross value of local production to be furnished on a partial year's operation for 1952-53. Subsequently, Correctional Industries will sell the institution its requirements within the limits of production.

Audit Report Comments

A review of the last audit report dated February 19, 1951, prepared by the Audits Division of the Department of Finance, covering the period July 1, 1949, to June 30, 1950, indicates that the Audits Division has six recommendations to make as a result of their examination of the operations of the agency. Many of these are for changes in techniques and procedure.

Some of the major recommendations are listed below:

"1. The manner of recording and filing vouchers pertaining to the revolving fund be revised to remedy the present lack of system.

"5. Action be given to the problem of providing adequate storage facilities and free personnel in order that issuing of clothing and other supplies to inmates may be properly controlled.

"6. The method and accuracy of reporting stable and tractor time be improved."

**Department of Corrections
STATE PRISON AT SAN QUENTIN**

ITEM 55 of the Budget Bill

Budget page 119
Budget line No. 25

For Support of the San Quentin State Prison From the General Fund

Amount requested-----	\$3,847,582
Estimated to be expended in 1951-52 Fiscal Year-----	3,870,212
Decrease (0.6 percent)-----	\$22,630

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages-----	\$49,463	\$3,863	\$45,600	128	29
Operating expense -----	—53,315	—53,315	---	128	30
Equipment -----	—1,593	—1,593	---	128	31
Plus:					
Decrease in inmate pay work projects -----	3,400	3,400	---	128	32
Less:					
Increased reimbursements-----	—20,585	—20,585	---	128	35
Total increase -----	—\$22,630	—\$68,230	\$45,600		

RECOMMENDATIONS

Amount budgeted	\$3,847,582
Legislative Auditor's recommendation	3,737,202
Reduction	\$110,380

ANALYSIS

The recommended reduction of \$110,380 consists of the following amounts in the categories indicated:

	Salaries and wages	Amount	Budget page	Line No.
A. 9 Correctional officers		\$28,944	123	61
B. 3 Medical technical assistants		10,116	123	63
C. 1 Physical therapist II		3,900	123	64
Reduction in salaries and wages: Total		\$42,960		
Operating expense				
D. Reduce gross feeding 5 percent		\$51,353	122	16
Equipment				
E. Reduce replacement automotive equipment		\$13,767	124	80
F. Reduce additional automotive equipment		2,300	124	5
Reduction in equipment: Total		\$16,067		
Total recommended reduction		\$110,380		

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over preceding year	
			Amount	Percent
1943-44	3,132	\$450	---	---
1944-45	3,369	461	\$11	2.4
1945-46	3,775	444	—17	—3.7
1946-47	4,066	543	99	22.3
1947-48	4,377	665	122	22.5
1948-49	4,638	717	52	7.8
1949-50	4,702	691	—26	—3.6
1950-51	4,518	785	94	13.6
1951-52	4,168	894	109	13.9
1952-53	3,782	982	88	9.8

The total support budget of this facility is scheduled to decrease \$22,630, or 0.6 percent. Population at the institution is anticipated to average 3,782 inmates, a decrease of 386, or 9.3 percent.

This results in the per capita cost going from \$894 to \$982 an increase of \$88, or 9.8 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$2,343,652. This represents an increase of \$45,963, or 2 percent over the total of \$2,297,689 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 557 established positions	\$45,963
A total of 15 proposed new positions costing	49,500
A change in estimated salary savings of	—46,000
Total increase in salaries and wages	\$49,463

There are 557 presently authorized positions established. The agency is requesting a total of 15 proposed new positions. This represents an increase of 2.7 percent in staff as compared to a 9.3 percent decrease in population at this facility.

**Trend of Level of Service Expressed in Terms of Paid State
Employee Time per Inmate**

<i>Fiscal year</i>	<i>Total number employees</i>	<i>Total annual man-hours</i>	<i>Population</i>	<i>Level of service †</i>	<i>Increase over preceding year</i>	
					<i>Amount</i>	<i>Percent</i>
1943-44-----	272.0	589,696	3,132	188	---	---
1944-45-----	282.0	611,376	3,369	181	-7	-3.7
1945-46-----	346.0	750,128	3,595	208	27	14.9
1946-47-----	342.1	741,673	4,066	182	-26	-12.5
1947-48*-----	434.9	761,945	4,377	174	-8	-4.4
1948-49-----	533.3	934,342	4,638	201	27	15.5
1949-50-----	551.2	965,702	4,702	205	4	2.0
1950-51-----	530.9	930,137	4,518	206	1	0.5
1951-52-----	507.8	889,666	4,168	213	7	3.4
1952-53-----	522.8	915,946	3,782	242	29	13.6

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid help per inmate, exclusive of camp personnel.

Under the proposed budget the level of service would increase from 213 hours in 1951-52 to 242 hours in 1952-53, an increase of 29 hours or 13.6 percent.

This is due to the combined effect of a decline in population coupled with a request for additional positions. It should be noted that the decline in population alone would account for some improvement in the level of service on a per capita basis.

The 15 proposed new positions are shown by function as follows:

Function and positions	Amount	Budget page	Line No.
Administration			
Business office			
1 Bookkeeping machine operator-----	\$2,640	121	22
Care and welfare			
Custodial and personal care			
9 Correctional officers-----	28,944	123	61
Medical and dental care			
3 Medical technical assistants-----	10,116	123	63
1 Physical therapist II-----	3,900	123	64
Maintenance and operation of plant			
1 Water and sewage plant supervisor-----	3,900	124	57
15 Total-----	\$49,500		

In addition to the above positions, there are 3.7 positions which were added to the Budget during the 1951-52 Fiscal Year and are now desired to be continued in order to effectuate the camp program.

These positions are as follows:

Position	Amount	Budget page	Line No.
1 Parole officer II-----	\$5,254	125	65
1 Intermediate account clerk-----	2,662	125	67
1 Prison camp supervisor II-----	5,064	125	68
0.7 Correctional officer (truck driver)-----	2,925	125	69
3.7 Total-----	\$15,905		

The recommendations in connection with each of the proposed new positions are stated below. A letter precedes each recommended deletion and denotes the particular item listed in the tabulation of all recommended reductions as set forth at the beginning of the analysis of this budget item.

1 Parole officer II (Budget page 125, line 65)-----	\$5,254
1 Intermediate account clerk (Budget page 125, line 67)-----	\$2,662
1 Prison camp supervisor II (Budget page 125, line 68)-----	\$5,064
0.7 Correctional officer (truck driver) (Budget page 125, line 69)-----	\$2,925

The above 3.7 positions represent posts that were established during the 1951-52 Fiscal Year in order to activate an enlarged forestry camp program covering 10 camps. The positions were set up originally on a temporary basis. It is now desired to continue the camp program at the same level of operation. It will, therefore, be desirable to continue these positions.

We recommend approval of the request.

Cost of Operations for Camps

It is noted that the camp operations for services to both the State Division of Forestry and the U. S. Forest Service return more in reimbursements than the cost of operating these camps. *This does not hold true for operating the highway road camps.* The latter operations result in the accrual of charges against the support budget and to this extent increase the per capita costs.

The total cost of operating the state forestry camps is scheduled at \$224,124. Reimbursements from the State Division of Forestry total \$236,020. This provides an excess of reimbursements over expenditures amounting to \$11,896.

The total cost of operating the federal forestry camps is scheduled at \$155,398. Reimbursements from the U. S. Forest Service total \$196,000. This provides an excess of reimbursements over expenditures amounting to \$40,602.

The costs of operating the highway road camps are partially borne by both the Division of Highways and the State Prison at San Quentin. The share of cost allocated to San Quentin amounts to \$47,440. This latter sum operates to increase the per capita costs of the institution accordingly.

The function of camp supervision is scheduled at \$29,045. This amount, plus the direct cost from the road camps, totals \$76,485. The excess of reimbursements over expenditures from both state and federal forestry camps above noted totals \$52,498. This amount acts to partially offset the direct budget costs for camp supervision and road camps, leaving the \$23,987 net direct charge against the support budget.

We believe that the value of services rendered to the road camps should be such as to make it unnecessary that any camp costs become a charge against the support budget of the institution. *We believe that a re-evaluation of these operations is in order and suggest that the agency attempt to secure a more equitable adjustment of such costs with the Division of Highways.*

1 Bookkeeping machine operator (Budget page 121, line 22)-----	\$2,640
----------------------------------------------------------------	---------

This position is requested to activate and maintain a stores accounting system. Such accounting is desirable from a control standpoint and for effective management.

We recommend approval of the position.

A. 9 Correctional officers (Budget page 123, line 61)-----\$28,944

The above positions are requested in order to provide for additional coverage for the following reasons.

Seven of the nine positions are positions which were deleted by the Legislature in 1951-52 on the basis of adjusting the ratio of officers to conform more nearly to declines in prison population.

Two of the positions are requested in order to provide the equivalent of four one-half time positions stated to be needed to supervise bathing, barbering, clothing distribution, and assisting in the count of the various cell blocks. Previously, bathing had been done in a central bath house, but now each cell block has its own bathing facilities which must be supervised, according to the agency.

We recommend deletion of the nine requested correctional officers, effecting a reduction in salaries and wages of \$28,944.

The following table presents a measurement of the level of service devoted to custodial supervision at this facility:

Trend of Level of Service in Terms of Paid Custodial Time per Inmate

Fiscal year	Total No. custodial employees	Total annual custodial man-hours	Population	Level of service †	Increase over preceding year	
					Amount	Percent
1943-44-----	223.0	483,464	3,132	154	---	---
1944-45-----	217.0	470,456	3,369	140	-14	-9.1
1945-46-----	250.0	542,000	3,595	151	11	7.9
1946-47-----	256.7	556,526	4,066	137	-14	-9.3
1947-48*-----	298.5	522,972	4,377	119	-18	-13.1
1948-49-----	358.6	628,267	4,638	135	16	13.4
1949-50-----	361.4	633,173	4,702	135	---	---
1950-51-----	344.4	603,389	4,518	134	-1	-0.7
1951-52-----	326.0	571,152	4,168	137	3	2.2
1952-53-----	338.0	592,176	3,782	157	20	14.6

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from custodial personnel per inmate, exclusive of camp custodial officers.

In evaluating the need for additional correctional officers to cover a given plant, admittedly several factors enter into the question. Three factors are perhaps the most important. These are, not necessarily in the order of importance, first, the physical arrangement of the institution, second, the population, and last, the general character and classification of the types of prisoners to be handled. *For comparative purposes, the past experience in handling the institution during a cycle of population changes also affords a valuable index to measure the levels of service under which the institution has actually operated.*

The above table shows that a population of 3,782 is forecast for 1952-53. This is 386 inmates, or 9.3 percent, less than the population for the current Fiscal Year 1951-52, which is scheduled at 4,168. This is the fourth consecutive year in which the population has taken substantial drops. A peak was reached in 1948-49 when the population stood at 4,638. This is 856 inmates, or 18.5 percent, more than the population scheduled for 1952-53. However, the level of service from a custodial standpoint has steadily improved during this same period. The table shows that in 1948-49 the level stood at 135 hours of custodial time per inmate. For 1952-53 it is scheduled at 157 hours. This is 22 hours or a 16.3 percent improvement on a per capita basis. Thus, from the standpoint of over-all security, there is reflected substantial improvement.

On the basis of the recommended deletion of nine officers, this would still leave the level of service at 153 hours per inmate which is 18 hours, or 13.3 percent, above the level that prevailed in 1948-49, again representing a favorable advancement.

The agency, in the past, has taken exception to the application of a ratio basis in determining custodial staffing. We point out, however, that actual ratios experienced in the past in operating a given institution are much sounder for purposes of legislative review and more accurate for comparative purposes than general unsupported statements made by different levels of personnel in attempting to evaluate the staffing requirements. Similarly they are equally as sound for this purpose as the measure developed by the post assignment method. Experience has shown that many post assignment changes have been made from time to time during a fiscal year as the needs of current operations dictated. This is as it should be in order to have effective management control. *However, we emphasize that while shifts may be made in post assignments during a fiscal year the ratio does not change unless some positions are abolished, which happens only upon rare occasions.*

In reviewing the justification made by the agency in support of its request to counteract the reduction in officers made by the Legislature last year, we find the following statement:

"Originally San Quentin was built to house 2,700 men, and personnel was recruited on a post assignment basis. Therefore, whether there are 2,700 inmates, or 4,700 inmates, it takes the same number of officers to adequately supervise and control the institution. If an officer is assigned to an area, if there is one inmate or 500 inmates, it is still necessary to fill this post for custodial reasons."

This then is the philosophy which has led to the consistent build-up of the staffing pattern at these facilities. The statements above quoted are so all inclusive that they require closer examination, particularly as they relate to the agency's plea regarding the unfailing correctness of the post assignment method as the only basis for staffing. If we were to rigidly apply the statement of the agency that San Quentin requires the same number of officers on a post assignment basis "whether there are 2,700 inmates or 4,700 inmates," we would arrive at the following results.

An examination of the foregoing table on the relative levels of custodial service prevailing at San Quentin shows that in 1945-46 this institution had a population of 3,595 inmates. This is only 187 inmates less or 4.9 percent than the population of 3,782 scheduled for 1952-53. In 1945-46 the agency had, according to the table, 250 correctional officer positions. Converting this custodial strength to the requirements of the 40-hour week (which was not effective in 1945-46) necessitates increasing the staff by 23.7 percent. This would require 59 additional officers. This figure, plus the 250 original positions, would place the agency on a 40-hour week basis with a total of 309 officers for a population of 3,595. The table shows that for 1952-53, with a population of 3,782 or only 187 more inmates, it contemplates a staff of 338 officers.

Thus, if we are to accept the truth of the contention of the agency that San Quentin can be operated with the same staffing pattern without regard to changes in population, then by its own argument, supported by a factual demonstration based on its own prior experience, we should be able to eliminate the difference between 338 officers and 309 officers,

or a total of 29 positions, effecting a saving of approximately \$99,000. This would still enable the institution to operate on the same level as was in effect in 1945-46 after adjustment for the 40-hour week.

We are not recommending any reduction in existing custodial staff at the present time. On the other hand, we do not believe that further additions to the custodial staff are warranted and, therefore, we recommend the deletion of the nine requested additional positions.

We again direct attention to the fact that two of the requested positions were to provide officers to supervise bathing activities in each of the cell blocks.

Two prior appropriations under capital outlay provided \$35,000 and \$20,000, or a total of \$55,000, to remodel each cell block so as to provide bathing and barbering facilities at each of these units rather than have a central bathing facility.

Statements presented during discussions on the initial appropriation developed the allegations that such an arrangement would provide for greater custodial security, improve supervision over these activities, conserve time by speeding up the bathing process, and eliminate confusion caused by scheduling the use of central bathing facility and the custodial supervision necessary to control the transfer of inmates between the cell blocks and the central bathing facilities. In addition, it would eliminate the necessity for using custodial time at the central bathing facility. It was stated that with the bathing facilities being provided for in each cell block that no additional positions would be required since such supervision could be given by officers already on post assignments to cover such cell blocks.

It now appears on the basis of the request that the State will have spent \$55,000 to accomplish the remodeling and, according to the original 1952-53 budget request, will be asked to assume an eventual continual added cost for salaries and wages for added custodial positions in the amount of \$15,664. The agency originally asked for four positions. *This request was reduced to two positions by the Department of Finance, and they are included in the nine positions which we recommend be deleted.*

B. 3 Medical technical assistants (Budget page 123, line 63) ----- \$10,116

These positions are requested to assist in processing the sick line, perform clerical laboratory work, take X-rays, supervise working inmates and three 50-bed wards of patients during the day and evening shifts. It is stated that the present coverage of one correctional officer per shift is insufficient.

We recommend deletion of the three positions.

All of the items of work load specified are related to the population factor. As the population declines, there cannot help but be a decline in these work load factors, since without population there would be no work load. It should be clear that the potential volume of demand arising from a sick line, the need for X-ray, laboratory work, et cetera, are all items normally related to that proportion of total population generally on the sick list.

We concur with the agency that such activities more properly fall within the scope of duties of a medical technical assistant rather than a correctional officer. However, medical technical assistant positions for this function could become available to the agency by reclassifying existing correctional officer positions. No factual showing has been made to warrant additional positions for the requested coverage.

We point out that the medical technical assistant classification was established on the premise that such positions would function normally *in lieu* of a correctional officer post and not in addition thereto. It was felt that the agency would be in a better position to recruit for certain specialized skills and at the same time provide the manpower for custodial coverage where required on certain hospital or clinical functions.

C. 1 Physical therapist II (Budget page 123, line 64)-----\$3,900

This position is requested to plan and operate a program of all types of physical therapy, instructing and supervising inmate helpers in hydrotherapy, electrotherapy, corrective exercises and massage.

We recommend deletion of the request.

The request constitutes a new policy in the matter of the level of staffing, not only at the San Quentin hospital, but also in connection with each of the other adult correctional institutions, except the Medical Facility. It was our understanding that the latter institution would, in effect, provide the specialized hospital services for the Department of Corrections. The Medical Facility has a similar position under the title of physical therapy technician, grade 2, to provide this type of treatment for the department.

The approval of the requested position would, in effect, give more than tacit approval for the extension of the same level of technical service to all correctional institutions. This would entail seven such positions at an added annual cost of \$27,300 for salaries and wages.

We believe that requests of this nature should be presented on the basis of a uniform policy if that, in fact, is the ultimate intent of the agency. If it is not eventually intended to secure this level of service at all facilities, then there appears even less reason to consider this single request on its merits, since the agency has not clarified the question as to how the inmates at San Quentin are so uniquely different as to require this type of service or respond to it if it is made available.

1 Water and sewage plant supervisor (Budget page 124, line 57)---\$3,900

This position is requested to assume responsibility for and supervise inmates in the operation of the new sewage disposal plant at San Quentin.

We recommend approval of the position.

Comparable positions are established at other facilities to supervise this phase of plant operations.

Operating Expenses

Operating expenses are scheduled at \$1,970,360 for 1952-53. This represents a decrease of \$53,315 or 2.6 percent over the amount of \$2,023,675 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration	\$45,630	\$47,535	\$1,905	4.2
Support and subsistence	1,216,650	1,213,955	—2,695	—0.2
Care and welfare	153,990	147,860	—6,130	—4.0
Maintenance and operation of plant	352,580	359,950	7,370	2.1
Farming and processing	62,500	—	—62,500	—100.0
Highway road camp	9,230	9,230	—	—
Federal forestry camp	64,250	64,750	500	0.8
State forestry camp	111,180	120,390	9,210	8.3
Diagnostic clinic	7,665	6,690	—975	—12.7
Totals	\$2,023,675	\$1,970,360	—\$53,315	—2.6

D. Pursuant to our comments under the analysis on Departmental Administration on the question of costs for gross feeding, we recommend a reduction of five percent in such costs. This will still leave the agency with an ample factor of approximately ten percent to compensate for waste due to mismanagement, inefficiency, et cetera. This should be further reduced by the agency by careful analysis of the problems involved.

Equipment

Equipment expenditures are scheduled at \$94,625 for 1952-53. This is a decrease of \$1,593 or 1.6 percent over the amount of \$96,218 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$94,625 requested for equipment, the sum of \$75,246 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 6.1 percent of an equipment investment of \$1,242,287 on July 31, 1951.

The equipment investment on a per capita basis is \$328 per inmate.

The request, by function, for replacement equipment is as follows:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration	\$886	\$670	—\$216	—24.4
Support and subsistence	7,985	24,915	16,930	212.0
Care and welfare	52,461	7,121	—45,340	—86.4
Maintenance and operation of plant	6,232	38,905	32,673	524.3
Farming and processing	3,115	—	—3,115	—100.0
Highway road camp	—	800	800	—
State forestry camp	—	2,577	2,577	—
Diagnostic clinic	—	258	258	100.0
Totals	\$70,679	\$75,246	\$4,567	6.5

Included in the Budget for replacement are the following six vehicles, all trucks:

Make	Year	Model	Average mileage		Original amount
			Monthly	Daily	budgeted for replacement
Dodge	1941	1½-ton dump	238	10.8	\$3,026
Chevrolet	1940	1½-ton flatbed	111	5.0	1,854
Ford	1940	flatbed	236	10.7	2,167
Chevrolet	1939	1½-ton panel	236	10.7	2,000
Ford	1940	1½-ton flatbed	95	4.3	2,963
Chevrolet	1940	1½-ton flatbed	105	4.8	2,167
GMC	1938	2½-ton flatbed	54	2.5	3,090
					\$17,267

Several important factors are noted in connection with this request. First, these pieces of equipment are all used on the premises of the institution; they are not vehicles scheduled for highway use or long trips. This is readily ascertainable on the basis of the extremely low monthly mileages. In fact, the mileage figures are so low that a question is raised as to whether or not all of this equipment should even be replaced as it appears that the institution has an excessive number of vehicles. It is to be noted that average daily mileages range from only slightly over two miles per day to a high of slightly over 11 miles per day.

We cannot fail to emphasize that it is highly unsound, both practically and financially, to invest an average of \$2,466 per commercial unit and only operate these vehicles under such very limited use of two to 11 miles per day.

Most of these vehicles were acquired by the institution as used units from the SRA in 1941, 1943 and 1944.

We recommend that a complete survey be made of the actual automotive equipment requirements of this agency by the automotive management section of the Department of Finance.

We further recommend that the sum of \$3,500 be allowed to purchase used equipment from the Division of Forestry. The Division of Forestry annually acquires substantial numbers of new trucks. Many of the units being traded in or sold have only recorded 25,000 to 30,000 miles. These units average in the neighborhood of \$400.

They can be adapted to meet the requirements of the nominal institutional use accorded the equipment here sought to be replaced.

It should be noted that the Forestry vehicles are being traded in or sold primarily because they do not meet the higher standards normally required of an emergency vehicle, and not because they are in fact worn out beyond further normal, economical use.

E. The recommendation will reduce the allowance for replacement equipment by \$13,767.

It should be noted that on the basis of the equipment desired to be purchased and considering the total mileage to be driven that depreciation costs alone would approximate 35 cents per mile on the basis of only a 25 percent depreciation factor which is very conservative for commercial vehicles.

The further sum of \$19,379 is requested for additional items of equipment. The request, by function, for additional equipment is as follows:

Function	Additional equipment			
	1951-52	1952-53	Increase	
			Amount	Percent
Administration -----	\$512	\$1,850	\$1,338	261.3
Support and subsistence -----	1,484	1,434	—50	—3.4
Care and welfare -----	9,159	6,245	—2,914	—31.8
Maintenance and operation of plant -----	2,523	8,152	5,629	223.1
Farming and processing -----	501	—	—501	—100.0
Highway road camp -----	885	569	—316	—35.7
Federal forestry camp -----	8,810	—	—8,810	—100.0
State forestry camp -----	—	1,054	1,054	—
Diagnostic clinic -----	1,665	75	—1,590	—95.5
Totals -----	\$25,539	\$19,379	—\$6,160	—24.1

F. Included in the amount of \$19,379 for additional equipment is the sum of \$2,300 requested to purchase a *Dodge power wagon* panel body, as an additional piece of equipment.

The justification states that "this piece of mobile equipment will be necessary to transport a portable lighting unit already allowed in a previous budget. It also is to be used to transport extra hose and miscellaneous fire equipment."

We recommend deletion of the item.

The portable lighting unit referred to is already mounted on a GMC 500-gallon La France pumper. This piece of equipment is to be retained by the institution and the sum of \$13,500 is included in the 1952-53 Budget to provide for the acquisition of one 750-gallon triple combination pumper truck with body capacity of 1,100 feet of 2½-inch hose and 400 feet of 1½-inch hose.

This additional unit will provide for a substantial strengthening of the fire-fighting facilities and also will materially increase the hose-carrying capacity of the fire department.

In any event, even if an additional unit were desirable, we are at a loss to understand why a four-wheel-drive panel body unit is specified for this particular function.

As a matter of fact, we are advised that Dodge does not even make a panel body power wagon. They do make an express body with canopy top. This unit without any extra equipment costs approximately \$3,200. Considerable extra expense would be incurred to convert this to a panel body. Both the type of vehicle and the price as stated in the request reflect a considerable error in the nature of the request.

The budget as originally submitted by this facility requested \$278,139 for equipment. A total of \$98,560 was for additional items. The balance of \$179,579 was for replacement items.

Field trips were made to this facility and a personal inspection and appraisal of the equipment requirements was made by staff members of the Legislative Auditor's office. Subsequently, conferences were had with members of the staff of both departmental administration of the Department of Corrections and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$98,560 to \$19,379, a saving of \$79,181. Requests for replacement equipment were reduced from \$179,579 to \$75,246, a further saving of \$104,333, making a total reduction in equipment requests at this facility of \$183,514.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted, with the exception of the specific automotive items referred to above and recommended for deletion.

Farming and Processing—Production and Expenditures *

	1949-50	1950-51	1951-52
Local production consumed-----	\$181,936	\$190,226	\$115,940
Surplus products sales-----	2,870	2,751	1,200
Total value of production-----	\$184,806	\$192,977	\$117,140
Salaries and wages-----	\$13,395	\$14,324	\$7,832
Operating expenses-----	87,125	107,736	62,500
Total operating costs-----	\$100,520	\$122,060	\$70,332
Gross operating profit-----	\$84,286	\$70,917	\$46,808
Equipment costs-----	2,953	1,241	3,616
Annual profit-----	\$81,333	\$69,676	\$43,192

* Farming operations at this institution were taken over by Correctional Industries January 1, 1952.

Audit Report Comments

A review of the last audit report, dated April 16, 1951, prepared by the Audits Division of the Department of Finance, covering the period July 1, 1949 to June 30, 1950, indicates that the Audits Division has 15 recommendations to make as a result of their examination of the operations of the agency. Many of these effect changes in techniques and procedure. Some of the major exceptions noted are:

AUDIT REPORT FOR PERIOD JULY 1, 1943, TO JUNE 30, 1945

"1. That the records and procedures pertaining to cash transactions be revised so as to provide proper internal control over cash and to correct the deficiencies noted in the records and procedures.

"2. That the Department of Finance and the Department of Corrections study the stores system of the prison and assist in the installation of records and procedures which will safeguard against losses through manipulation of the records by inmates and will provide satisfactory control over all stores."

AUDIT REPORT FOR PERIOD JULY 1, 1947, TO JUNE 30, 1949

"1. That the Correctional Industries Revolving Fund and the Inmate Welfare Fund be charged their proportionate share of telephone expense.

"2. That the shortage in billings of seven quonset huts of the Camp Parks Project be thoroughly investigated.

"3. That approved inmate pay plans be furnished to San Quentin.

"4. That additional study be undertaken to determine whether the Correctional Industries Revolving Fund should be charged for prison administrative services, costs of which are paid from the General Fund."

The following comments are made in the text of the audit report:

"There still remains a discrepancy between the number of units purchased and billed on this project of seven quonset huts. Photostatic copies of shipping documents received from the Sacramento office indicate that additional billings should be made to San Quentin and Folsom of three and four huts respectively. However, San Quentin cannot locate the three huts on its premises and Folsom has not replied to an inquiry which would determine whether the huts in their possession exceeded the number for which they had been billed.

"We again recommend that this matter be thoroughly investigated. The cost value of the huts involved approximates \$1,750."

One general recommendation is made with reference to the current audit report. This is:

"1. That the many deviations from the Manual of Accounting Procedure for the Correctional Industries Revolving Fund, including those mentioned in this report, be put in writing and submitted to the Department of Finance for approval and incorporation into the Manual."

Department of Corrections
STATE PRISON AT SOLEDAD

ITEM 56 of the Budget Bill

Budget page 129
Budget line No. 22

For Support of the State Prison at Soledad From the General Fund

Amount requested	\$1,897,869
Estimated to be expended in 1951-52 Fiscal Year	1,252,361
Increase (51.5 percent)	\$645,508

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$300,951	\$252,771	\$48,180	136	61
Operating expense	361,567	361,567	---	136	62
Equipment	2,438	2,438	---	136	63
Less:					
Increased reimbursements	14,572	14,572	---	136	67
Total Increase	\$645,508	\$597,328	\$48,180		

RECOMMENDATIONS

Amount budgeted	\$1,897,869
Legislative Auditor's recommendation	1,789,167
Reduction	\$108,702

ANALYSIS

The recommended reduction of \$108,702 consists of the following amounts in the categories indicated:

Salaries and wages		Amount	Budget page	Line No.
A. 1 Accountant auditor I		\$3,540	131	7
B. 1 Intermediate typist-clerk		2,520	131	8
C. 1 Assistant supervising institution cook		3,372	131	54
D. 1 Correctional officer, laundry		3,216	131	57
E. 8 Correctional officers		22,512	133	7
F. 1 Medical technical assistant		3,372	133	10
G. 1 Assistant supervisor of recreation		3,216	133	12
H. 2 Stationary firemen		6,432	133	73
I. 11 Correctional officers (existing positions)		35,376	132	33
Reduction in salaries and wages: Total		\$83,556		
Operating expense				
J. Reduce gross feeding		25,146	131	63
Total recommended reduction		\$108,702		

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over preceding year	
			Amount	Percent
1946-47	50	1,971	---	---
1947-48	327	1,374	—\$597	—30.3
1948-49	651	1,090	—284	—20.7
1949-50	687	1,122	32	2.9
1950-51	684	1,245	123	11.0
1951-52	900	1,402	157	12.6
1952-53	1,844	1,033	—369	—26.3

The total support budget of this facility is scheduled to increase \$645,-508, or 51.5 percent. Population at the institution is anticipated to average 1,844 inmates, an increase of 944, or 104.9 percent.

This results in the per capita cost going from \$1,402 to \$1,033, a decrease of \$369, or 26.3 percent.

Although the per capita cost is scheduled to be substantially lower in 1952-53 than that experienced in 1951-52, it should be pointed out that the 1951-52 figure of \$1,402 is higher by \$410, or 41.3 percent above the \$992 originally forecast at the time the 1951-52 budget was presented. This is due in part to the fact that the institution failed to maintain the average population of 1,600 inmates originally forecast for 1951-52. The population is now scheduled at only 900 inmates for 1951-52. This is 700 inmates or 43.8 percent below the original 1951-52 budgeted population.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$1,186,619. This represents an increase of \$300,951, or 34 percent, over the total of \$885,668 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 311.8 established positions.....	\$44,539
A total of 17.5 proposed new positions costing.....	53,412
A change in estimated salary savings of.....	203,000
Total increase in salaries and wages.....	\$300,951

There are 311.8 presently authorized positions established. The agency is requesting a total of 17.5 proposed new positions. This represents an increase of 5.6 percent in staff as compared to a 104.9 percent increase in population at this facility.

The following table reflects a comparative measure of the level of service extended at this facility.

Trend of Level of Service Expressed in Terms of Paid State
Employee Time per Inmate

Fiscal year	Total number employees ‡	Total annual man-hours	Population	Level of service †	Increase over preceding year Amount	Percent
1946-47 -----	97.0	210,296	50	4,206	---	---
1947-48* -----	114.8	201,130	327	615	-3,591	-85.4
1948-49 -----	132.5	232,140	651	357	-258	-42.0
1949-50 -----	150.0	262,280	687	382	25	7.0
1950-51 -----	165.8	290,482	684	425	43	11.3
1951-52 -----	311.8	546,274	900	607	182	42.8
1952-53 -----	329.3	576,934	1,844	313	-294	-48.4

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid help per inmate.

‡ Exclusive of camp personnel.

Under the budget proposed for 1952-53, the level of service will average 313 hours per inmate. This is 294 hours, or 48.4 percent, below the level now scheduled for 1951-52. However, here again consideration must be given to the fact that the 1951-52 figure is abnormally high due solely to the failure of the institution to develop the average population of 1,600 inmates on which the original 1951-52 budget was predicated. Based on the latter figure of 1,600 inmates, the level of service would have stood at 414 hours instead of the 607 hours shown in the above table.

Thus it is clear that the budget now requested for 1952-53 provides for a decrease of only 101 hours per inmate, or 24.4 percent, below the level of 414 hours contemplated by the 1951-52 budget as submitted to the Legislature last year. Since the population is again scheduled to increase to 1,844, it is a normal trend to realize a greater spread on the total available services. This, in turn, should react to reduce the available hours on a per capita basis. As has been pointed out, however, the reduction is not as great as evidenced by the comparison in the above table.

The 17.5 proposed new positions are shown by function as follows:

Administration	Function and positions	Amount	Budget page	Line No.
Business and Accounting Office				
1	Accountant auditor I	\$3,540	131	7
1	Intermediate typist-clerk	2,520	131	8
Support and Subsistence				
Feeding				
2	Assistant supervising institution cooks	6,744	131	54
Laundry				
1	Correctional officer	3,216	131	57
Care and Welfare				
Custodial and Personal Care				
8	Correctional officers (2 effective 1-1-53)	22,512	133	7
Medical and Dental				
1	Medical technical assistant	3,372	133	10
Education and Religion				
1	Assistant supervisor of recreation	3,216	133	12
Maintenance and Operation of Plant				
Maintenance of Structures				
0.5	Locksmith (half time)	1,860	133	71
Light, Heat and Power				
2	Stationary firemen	6,432	133	73
17.5	Total	\$53,412		

The recommendations in connection with each of the proposed new positions are stated below. A letter precedes each recommended deletion and denotes the particular item listed in the tabulation of all recommended reductions as set forth at the beginning of the analysis of this budget item.

A. 1 Account Auditor I (Budget page 131, line 7)-----\$3,540

This position is requested on the basis of securing added technical assistance in the accounting function claimed to be necessary because of the operation of two institutions, four forestry camps and increased industrial activity.

We recommend deletion of the position.

No definite work load criteria or other data substantially indicative of a backlog have been submitted to support the request for this position.

On the other hand, a comparison of relative staffing of this facility with other institutions of comparable or greater population indicates that the present level of staffing should be adequate.

For example, Folsom with a substantially larger population has a total of 14 positions in the business and accounting function which is the same number of positions now authorized for Soledad.

Particular attention is directed to the fact that last year when the 1951-52 budget was submitted, it was on the basis that the institutional

population would increase from 700 in 1950-51 to 1,600 in 1951-52, an increase of 900 inmates or 128.6 percent.

As a result of this contemplated rapid build-up in population, a total of 162 proposed new positions were requested by the agency. This represented a proposed increase in staff of 100.6 percent. All of these positions except six were allowed.

However, the agency failed to achieve the forecasted population of 1,600 for 1951-52. In fact, the current figure for 1951-52 is scheduled at only 900 inmates. This is 700 or 43.8 percent less than the level at which it was budgeted. It has only 200 more inmates than it had during 1950-51.

On the basis of the foregoing facts it seems reasonable to take the position that the agency should first achieve an operational level commensurate with previous positions budgeted for a substantially increased population, before asking for further new positions, except in situations where the agency can clearly show on a factual work load basis that its needs were underestimated.

Attention is also directed to the fact that under the proposed budget during 1951-52 the agency contemplates being able to use only 231.8 positions of the 311.8 already authorized for 1951-52. This results in estimated salary savings equivalent to 80 positions or \$296,000. If the agency will not have had the benefit of utilizing 25.7 percent of its already authorized positions, it does not appear to be in a very sound position to ask for further additional positions at this time.

As a practical matter, if an institution is properly staffed to operate with a population of 1,600 inmates, an increase of 244 additional inmates can, in most cases, be absorbed without undue stress on the existing staff. An exception might possibly occur in the case of correctional officers or incidental staff required to cover an additional unit of the facility not heretofore used and in which were to be housed the additional population. This latter situation, however, is not entirely applicable at this institution.

It particularly is definitely not applicable to the type of position under consideration, since there is no necessarily direct relationship between technical accounting staff and total institution population. The latter is merely a general guide that may be used for comparison with results experienced in other like facilities. It is on this basis that we refer to the Folsom operation as indicative that sufficient technical accounting staff is already provided to produce comparable results.

B. 1 Intermediate typist-clerk (Budget page 131, line 8) ----- \$2,520

This position is requested for the personnel section. At present the personnel work is being handled by one clerk.

We recommend deletion of the position.

During the 1951-52 Fiscal Year there are 311.8 positions authorized. This personnel work will be processed by an existing position of senior account clerk. For 1952-53, an additional 17.5 new positions are proposed. This small increase of 5.6 percent in total staff can hardly warrant a 100 percent increase in personnel clerk services.

The agency attempts to substantiate the requested increase by pointing out that over 4,600 personnel forms were processed during the period September 1, 1950 to August 31, 1951.

In addition, it is stated that attendance reports, *initial interviews of job applicants*, and the maintenance of rosters and examination bulletins comprised additional functions.

We acknowledge that processing over 4,600 personnel forms is an impressive work load in addition to all of the other duties stated. There is no showing that the existing position was occupied full time with processing the stated numbers and kinds of forms indicated.

However, it should be emphasized that the bulk of the initial work load in personnel is in the recruitment processes of interviewing and hiring for the *first* time all of the personnel to fill new positions previously authorized. This type of load is a one-time operation. After the recruitment process is completed, the problem then resolves itself into the normal monthly routines, plus new recruitments based on the turn-over factor only. The major portion of this one-time load will have been accomplished during 1951-52 according to the budget figures. We also point out that of the 4,673 personnel forms processed, 3,006 were either authorizations for overtime or authorizations for compensating time off. This is an unusually high percentage of use of these particular forms and again is indicative of the process of recruiting and stabilizing the staff and work assignments at this institution. We do not recommend the position.

C. 2 Assistant supervising institution cooks (Budget page 131,
line 54) ----- \$6,744

The above two positions are requested in order to provide an increased level of service for supervision over existing feeding facilities.

We recommend deletion of one of the requested positions.

The present budget already provides for 10 positions under the feeding function. These are a food manager, one supervising cook, grade II, six assistant supervising institution cooks, an instructor in baking, and a butcher. Five of these 10 positions were just added to the budget for the 1951-52 Fiscal Year.

It is interesting to note that in last year's budget the request was made for two supervising institution cooks. One of these positions was to provide for cooking supervision at the temporary institution, the same post for which one of the *assistant* supervising institution cooks is now being requested. This was deleted by the Legislature last year. *We again recommend that it be deleted*, effecting a saving of \$3,372. There appears no valid reason why one person could not be delegated the responsibility in conjunction with the food manager of supervising these operations at the two different cooking installations on the same premises.

We believe that some consideration should be given to establishing a uniform and economical practice with regard to feeding policies. As an example, we point out the fact that at Folsom the operation of a farm kitchen, a hospital kitchen, a personnel kitchen and an inmate mess kitchen is accomplished by one supervising cook and four assistants at a total annual cost for salaries and wages of \$20,582 for cooks.

At Soledad a similar function is currently provided for on the basis of one supervising cook and six assistant supervising cooks, costing \$26,580, plus two additional cooks now requested, making a total of nine cooks with an annual salary cost of \$33,594. This is \$13,012 more per year for salaries to feed 250 fewer inmates.

We believe the operation of the women's prison at Tehachapi should be kept in mind when considering the numerous requests for additional positions in the kitchen and feeding operations at the various institutions. Several important factors, both from a cost and management standpoint, reflect favorably in behalf of Tehachapi.

1. *There are no expenditures* for salaries and wages budgeted for the feeding function.

2. The feeding program is handled by inmate cooks under custodial supervision.

3. Most other facilities not only have and continue to request additional paid cooking personnel, but *also* have custodial coverage assigned to various phases of the cooking and feeding function.

4. A comparison of the level of service, both from the standpoint of total personnel as well as custodial personnel, indicates that Tehachapi is in an economically favorable position, having in most instances no higher level of available per capita man-hours and in some cases being substantially lower.

For example, the level of service for total personnel at Tehachapi during 1951-52 was scheduled at 316 hours. At Soledad, during the same period, the level of service was 607 hours. This is 291 hours, or 92 percent, more despite the fact that population at the latter institution was 526, or 140.1 percent, more. Accordingly, on a per capita basis, the hours should reasonably have been expected to be less.

A similar situation holds true with respect to custodial personnel. During 1951-52 Tehachapi was scheduled at 192 hours while Soledad had 309 hours per inmate, or 160.9 percent more in spite of the substantial disparity in population.

All of the foregoing data further indicates the lack of justification for additional positions in the feeding function.

D. 1 Correctional officer (Budget page 131, line 57)-----\$3,216

This position is requested to assist the laundry supervisor and to provide vacation and sick relief for that position.

We recommend deletion of the position.

Last year this facility requested an instructor in laundry and dry cleaning work. It was deleted by the Legislature. At that time we pointed out that a laundry supervisor was already provided for and that the amount and degree of supervision and instruction of a function of this type is nominal. The same situation is still valid. Merely requesting the same coverage again under a different title does not increase the need. We believe the position should again be disallowed.

A personal inspection of this facility revealed that the dry cleaning unit of the laundry operation is located in a glass-enclosed rectangular room situated almost in the center of the laundry building. Almost all of the glass used in enclosing the dry cleaning unit was frosted glass with the result that visibility and the opportunity for optimum supervision and control was reduced.

Likewise the office of the laundry supervisor was placed in a far corner of the building, again making full observation of the operation definitely limited from this vantage point.

This type of planning, or perhaps the lack of it, produces physical situations that lead to unnecessary costs both in staffing and in operations.

We suggest that the agency give consideration to replacing the lower sections of frosted glass with clear glass panels in the partitions enclosing the dry cleaning unit and thereby facilitating the supervision function at this point.

E. 8 Correctional officers (Budget page 133, line 7)-----\$22,512

The above positions are requested for the following functions:

<i>Number of positions</i>	<i>Function</i>
2	Towers 8 and 9 over new industrial area, day shift.
1	Supervise recreation yard 8 a.m. to 4 p.m.
4	Supervise maintenance work crews.
1	Relief for above positions.
8	

The following table presents a measurement of the level of service devoted to custodial supervision at this facility:

Trend of Level of Service in Terms of Paid Custodial Time per Inmate

<i>Fiscal year</i>	<i>Total number custodial employees ‡</i>	<i>Total annual custodial man-hours</i>	<i>Population</i>	<i>Level of service †</i>	<i>Increase over preceding year</i>	
					<i>Amount</i>	<i>Percent</i>
1946-47-----	8.7	18,862	50	377	---	---
1947-48*-----	63.5	111,252	327	340	-37	-9.8
1948-49-----	89.9	157,505	651	242	-98	-28.8
1949-50-----	95.3	166,966	687	243	1	0.4
1950-51-----	97.0	169,944	684	248	5	2.1
1951-52-----	205.0	359,160	900	399	151	60.9
1952-53-----	215	376,680	1,844	204	-195	-48.9

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from custodial personnel per inmate.

‡ Exclusive of camps.

The 1951-52 Budget for this institution was submitted on the basis of a forecasted population of 1,600 inmates, with a staff of 205 custodial positions. On this basis, the level of service authorized would have provided an average of 224 hours of custodial time per inmate. The above table shows that the institution fell far short of the expected population of 1,600, and in fact averaged only 900. Thus, the resultant authorized level of service reached the equivalent of 399 hours of custodial time per inmate, an increase of 151 hours, or 60.9 percent, above the level of 248 hours which prevailed in 1950-51 when the actual population was only 684.

As a practical matter, when the institution was staffed for a population of 1,600, it should be in a position, from the standpoint of custodial posts, to generally absorb the bulk of the additional 244 inmates without necessarily adding to the custodial staff.

We recommend deletion of the two positions requested for coverage on towers 8 and 9, based upon the following facts:

In the post assignment schedule submitted by the agency, these are indicated for 1952-53 as post numbers 273 and 274, respectively. An examination of the proposed post assignment schedule submitted at the time of the 1951-52 Budget shows that posts 273 and 274 were to cover the first and second shifts in the hospital. We are unable to locate any posts scheduled for correctional officers to cover shifts at the hospital

during 1952-53. This raises the compound question as to what disposition was made of the man power allocated to these two hospital posts scheduled in 1951-52, and why is this coverage not available to cover towers 8 and 9? It is our understanding that post numbers are to remain with specific post assignment duties as originally set up in post assignment schedules in order to provide a sound basis for comparative evaluations of staffing requirements. The manner in which post assignments have been set up indicates a variance from this procedure. Until the foregoing factors can be satisfactorily explained, we do not recommend the allowance of these two positions.

Another consideration involved in evaluating these two posts is the fact that their entire justification is predicated upon the establishment of activity in the industrial area under the jurisdiction of the correctional industries revolving fund. If this be so, then the salary cost of these positions should be considered as a charge against that fund rather than the General Fund.

With reference to the one correctional officer post to cover the recreation yard on the 8 a.m. to 4 p.m. shift, *we recommend deletion of this position.*

In the post assignment schedule submitted at the time of the 1951-52 Budget, two posts numbered 294 and 295 were requested for this coverage. These posts were deleted by the Department of Finance. The same two posts were again requested for the 1952-53 Budget. One was deleted by the Department of Finance and the other remained in the Budget for consideration at this time. The institution apparently has either operated without the necessity of the requested coverage, or it has provided it in whole or in part by a realignment of existing staff. No added facts have been presented by the agency to warrant the allowance at this time. The only apparent basis for considering approval of the request would be the impact of the increase of 254 inmates, or 15.9 percent, in forecasted population over population budgeted in 1951-52. Since all of the added institution population does not necessarily substantially increase the yard population, except on week ends, it is clear that a full-time position for this particular function cannot be sustained on the premise of the population increase alone.

Four correctional officers are requested to supervise work crews on maintenance programs. *We recommend deletion of these four correctional officer positions.*

Five such positions were requested last year and deleted by the Department of Finance according to post assignment schedules.

Normally the bulk of maintenance work is done in and around building areas that, for the most part, are already staffed from a custody standpoint during the normal working or duty hours.

The existing Budget already provides for a chief of institution maintenance, a carpenter foreman, a painter foreman, a supervising groundsman, a chief engineer, an electrician foreman, and a water and sewage plant supervisor. We believe these skills are sufficient to direct inmate crews in the day to day maintenance programs. The custody factor already supplied on an institutional basis should be sufficient to provide the necessary security on these crews.

One correctional officer requested for relief will automatically be deleted based upon the recommendations made for the above positions.

F. 1 Medical technical assistant (Budget page 133, line 10)-----\$3,372

This position is requested to supervise operation of the X-ray unit and the drug storage room.

We recommend deletion of the position.

The operation of X-ray equipment is well within the scope of inmate capabilities. The control of drugs is now achieved at this facility through the efforts of the medical staff including the supervising nurse, grade I, and the six medical technical assistants already authorized. The nurse and four technical medical assistant positions were just added to the Budget for this facility for the current year based upon an anticipated population of 1,600. We fail to see how a further forecasted increase of only 254 inmates can affect the problems or duties here sufficient to justify additional personnel at this time.

G. 1 Assistant supervisor of recreation (Budget page 133, line 12) ----- \$3,216

This position is requested to supervise the athletic and recreational activities at the farm unit where 400 inmates are housed.

We recommend deletion of the position.

This position was requested last year under the title of assistant athletic coach and instructor of physical education. It was deleted by the Legislature.

The budget already provides for one position of athletic coach and instructor of physical education. We again state our position that an adequate physical education and recreational program can be developed through the use of inmate group leaders without the necessity of another civil service position to provide this type of supervision.

0.5 Locksmith (one-half time) (Budget page 133, line 71)-----\$1,860

This position is requested to furnish service and maintenance to the many locks in use at this facility.

We recommend approval of the position.

This position will, in effect, substantially offset expenditures previously scheduled under operating expenses to obtain this service pursuant to a contract.

H. 2 Stationary Firemen (Budget page 133, line 73)-----\$6,432

These positions are requested to supplement the presently existing two such positions. It is desired now to provide civil service coverage on boilers at both the farm unit and the institution proper. As a matter of fact, the agency originally asked for eight additional such positions to cost \$25,728 annually to provide 24-hour coverage, seven days per week. This request was deleted by the Department of Finance to the present status.

We recommend deletion of the two positions.

The State has had the benefit of several decades of favorable experience in operating boilers under inmate control alone. In the past few years this has been supplemented to a degree by providing two civil service positions at each penal institution for male prisoners. Such positions afford the equivalent of about ten to twelve hours per day of supervision over the inmates attending to the boilers. This added precaution incurs a substantial added cost in the aggregate.

We do not believe that even complete 24-hour coverage would obviate the possibility of deliberate sabotage. It merely decreases the probability of accident through negligence. Nominal daily supervision may be secured on the basis of the presently authorized civil service staff of two stationary firemen. The mere fact that the boilers are physically located at different points on the same premises does not preclude effective supervision within the limits of the staff now available.

Farming and Processing—Correctional Industries

I. 11 Correctional officers (existing positions) (Budget page 132, line 33)-----\$35,376

Effective July 1, 1951, the farming and processing function at this facility was transferred to the jurisdiction of the Correctional Industries Revolving Fund, where it is contemplated that it should be operated on a basis comparable to a commercial or industrial operation.

The civil service farm positions were transferred to the Correctional Industries Revolving Fund pay roll and thus removed from the support budget of this institution. We are in accord with the procedure up to this point.

However, when the farm was operated by the institution, it was necessary to hire 11 correctional officers, plus relief, to supervise the inmate work crews while they worked on the farm. These same 11 officer positions are still carried in the support budget of the institution although they are now engaged in supervising an activity that is governed by correctional industries.

We recommend that these 11 officer positions be deleted from the support budget of this facility and so many of them as are deemed necessary be transferred to and be paid from the Correctional Industries Revolving Fund.

This is entirely equitable since their activities are occasioned by and in behalf of the farming function. This procedure will conform substantially to the practice of some of the construction programs where the cost of guarding the inmates becomes a proper charge against the cost of the construction work being done by the inmates.

Further, it will follow the procedure which prevails at other industrial operations of the Correctional Industries Revolving Fund. For example, a total of 26 officers were proposed for employment in the jute mill at San Quentin before its destruction. Similarly six correctional officers are employed in the license plate factory at Folsom. Each of these industrial and commercial operations have the benefit of inmate labor at a negligible cost per hour. The value of these services, if properly supervised in an otherwise efficient operation, will more than offset the cost of the supervision of labor involved and permit the project to present a desirable financial pattern.

Since the principle is sound and is applied in other phases of the Correctional Industries Revolving Fund operations, there appears no reason to make an exception in this or any other similar instance. The policy should be resolved on a uniform basis.

Operating Expenses

Operating expenses are scheduled at \$989,137 for 1952-53. This represents an increase of \$361,567, or 57.6 percent, over the amount of \$627,570 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration -----	\$21,370	\$22,865	\$1,495	7.0
Support and subsistence -----	322,070	614,950	292,880	90.9
Care and welfare -----	50,390	95,467	45,077	89.5
Maintenance and operation of plant --	102,765	125,180	22,415	21.8
State forestry camp -----	81,325	81,025	—300	—0.4
Federal forestry camp -----	49,650	49,650	---	---
Totals -----	\$627,570	\$989,137	\$361,567	57.6

The large increase in operating expenses is attributable to the substantial increase during 1952-53 in forecasted population over that actually to be realized in 1951-52.

J. Pursuant to our comments under the analysis on Departmental Administration on the question of costs for gross feeding, we recommended a reduction of five percent in such costs. This reduction amounts to \$25,146. This will still leave the agency with an ample factor of approximately 10 percent to compensate for waste due to mismanagement, inefficiency, et cetera.

Equipment

Equipment expenditures are scheduled at \$7,948 for 1952-53. This is a decrease of \$2,438, or 23.5 percent, less than the amount of \$10,386 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$7,948 requested for equipment, the sum of \$6,348 is for replacement of items deemed obsolete or no longer serviceable.

The request, by function, for replacement equipment is as follows:

Function	1951-52	1952-53	Replacement equipment Increase	
			Amount	Percent
Administration -----	\$50	\$50	---	---
Support and subsistence -----	703	4,142	\$3,439	489.2
Care and welfare -----	1,452	1,476	24	1.7
Maintenance and operation of plant ---	4,951	250	—4,701	—95.0
State forestry camp -----	950	430	—520	54.7
Totals -----	\$8,106	\$6,348	—\$1,758	—21.7

The further sum of \$1,600 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1951-52	1952-53	Additional equipment Increase	
			Amount	Percent
Administration -----	\$50	\$50	---	---
Support and subsistence -----	250	200	—\$50	—20.0
Care and welfare -----	1,470	1,050	—420	—28.6
Maintenance and operation of plant ---	250	250	---	---
State forestry camp -----	260	50	—210	—80.8
Totals -----	\$2,280	\$1,600	—\$680	—29.8

The budget as originally submitted by this facility requested \$17,627 for equipment. A total of \$5,250 was for additional items. The balance of \$12,377 was for replacement items.

Field trips were made to this facility and a personal inspection and appraisal of the equipment requirements was made by staff members of the Legislative Auditor's office. Subsequently, conferences were had

with members of the staff of both departmental administration of the Department of Corrections and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$5,250 to \$1,600, a saving of \$3,650. Requests for replacement equipment were reduced from \$12,377 to \$6,348, a further saving of \$6,029, making a total reduction in equipment requests at this facility of \$9,679.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Farming and Processing—Production and Expenditures *

	1949-50	1950-51
Local production consumed.....	\$32,208	\$57,337
Surplus products sales.....	52,416	---
Total value of production.....	\$84,624	\$57,337
Salaries and wages.....	\$22,975	\$29,355
Operating expenses.....	53,017	67,203
Total operating costs.....	\$75,992	\$96,558
Gross operating profit.....	\$8,632	—\$39,221
Equipment costs.....	7,001	---
Annual profit.....	\$1,631	—\$39,221

* Farm operations transferred to correctional industries effective July 1, 1951.

Audit Report Comments

A review of the last audit report dated February 5, 1951, prepared by the Audits Division of the Department of Finance, covering the period July 1, 1949, to June 30, 1950, indicates that the Audits Division has six recommendations to make as a result of their examination of the operations of the agency. Some of these affect changes in techniques and procedures.

Some of the major items covered in these recommendations follow:

“1. Prompt action be taken to establish and maintain the purchased stores system prescribed by the State Manual for Uniform System of Accounting.

“3. Current efforts to bring property up to date be accelerated so as to assure proper recordation and control property now being acquired for the new plant.

“6. The institution comply fully with the procedures prescribed by the Inmate Welfare Fund Manual.”

**Department of Corrections
DEUEL VOCATIONAL INSTITUTION**

ITEM 57 of the Budget Bill

Budget page 138
Budget line No. 18

For Support of the Deuel Vocational Institution From the General Fund

Amount requested	\$1,098,801
Estimated to be expended in 1951-52 Fiscal Year	1,041,669
Increase (5.5 percent)	\$57,132

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages-----	\$25,096	\$8,008	\$17,088	144	9
Operating expense -----	21,280	21,280	---	144	10
Equipment -----	12,335	12,335	---	144	11
Less:					
Increased reimbursements -----	—1,579	—1,579	---	144	15
Total increase -----	\$57,132	\$40,044	\$17,088		

RECOMMENDATIONS

Amount budgeted -----	\$1,098,801
Legislative Auditor's recommendation-----	1,072,110
Reduction -----	\$26,691

ANALYSIS

The recommended reduction of \$26,691 consists of the following amounts in the categories indicated:

	Salaries and wages	Amount	Budget page	Line No.
A. 2 Correctional sergeants -----		\$7,440	141	17
B. 3 Correctional officers -----		9,648	141	18
Reduction in salaries and wages: Total-----		\$17,088		
Operating expense				
C. Reduce gross feeding 5 percent-----		\$9,603	140	23
Total recommended reduction-----		\$26,691		

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over preceding year	
			Amount	Percent
1945-46-----	47	\$4,099	---	---
1946-47-----	441	1,289	—\$2,810	—68.5
1947-48-----	508	1,528	239	18.5
1948-49-----	545	1,679	151	9.9
1949-50-----	557	1,637	—42	—2.5
1950-51-----	556	1,746	109	6.6
1951-52-----	555	1,850	104	5.9
1952-53-----	555	1,900	50	2.7

The total support budget of this facility is scheduled to increase \$57,132, or 5.5 percent. Population at the institution is anticipated to average 555 inmates, the same as the previous year.

This results in the per capita cost going from \$1,850 to \$1,900, an increase of \$50, or 2.7 percent.

The establishment of a work camp at Tracy at a cost of \$50,526 is the major factor contributing toward the increase in the support budget.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$728,514. This represents an increase of \$25,096, or 3.6 percent, over the total of \$703,418 scheduled for expenditure in this category during

1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 177 established positions	\$5,532
A total of 26 proposed new positions costing	54,564
A change in estimated salary savings of	—35,000
Total increase in salaries and wages	\$25,096

There are 177 presently authorized positions established. The agency is requesting a total of 26 proposed new positions. This represents an increase of 14.7 percent in staff as compared to no increase in population at this facility.

The following table reflects a comparative measure of the level of service extended at this facility:

Trend of Level of Service Expressed in Terms of Paid State
Employee Time per Inmate

Fiscal year	Total number employees	Total annual man-hours	Population	Level of service †	Increase over preceding year Amount	Percent
1945-46	136.0	294,848	47	6,273	---	---
1946-47	127.0	275,336	441	624	—5,649	—90.1
1947-48*	165.3	289,606	508	570	—54	—8.6
1948-49	183.6	321,667	545	590	20	3.5
1949-50	186.8	327,274	557	588	—2	—0.3
1950-51	186.3	326,398	556	587	—1	—0.2
1951-52	179.0	313,608	555	565	—22	—3.7
1952-53†	183.0	320,616	555	578	13	2.3

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid help per inmate.

‡ Exclusive of Tracy work camp.

The above table indicates that on the basis of the submitted budget, if all proposed new positions are allowed, there will be an increase of 13 hours of service per inmate, or 2.3 percent, above the level that prevailed during 1951-52.

The 26 proposed new positions are shown by function as follows:

Function and positions	Amount	Budget page	Line No.
Administration			
1 Account-auditor I	\$3,540	139	39
Care and Welfare			
Custodial and Personal Care			
2 Correctional sergeants	7,440	141	17
3 Correctional officers	9,648	141	18
Work Camp, Tracy			
1 Correctional lieutenant *	2,148	143	29
1 Correctional sergeant *	1,860	143	30
11 Correctional officers *	17,638	143	31
1 Chief engineer I *	2,046	143	32
1 Plumber foreman (effective May 1, 1953)	682	143	33
1 Electrician foreman (effective May 1, 1953)	716	143	35
1 Water and sewage plant supervisor *	1,950	143	37
1 Supervising groundsman	1,770	143	38
0.5 Supervising cook I (expires June 30, 1953)	1,686	143	39
1 Storekeeper II *	1,860	143	41
0.5 Intermediate account clerk (expires June 30, 1953)	1,530	143	42
26 Total	\$54,564		

* These positions not effective until January 1, 1953.

The recommendations in connection with each of the proposed new positions are stated below. A letter precedes each recommended deletion and denotes the particular item listed in the tabulation of all recommended reductions as set forth at the beginning of the analysis of this budget item.

1 Account-auditor I (Budget page 139, line 39)-----\$3,540

The position is requested on the basis of the general premise that a large amount of fiscal detail is necessary as a natural part of the preparatory work incidental to the 1953-54 opening of the new institution at Tracy.

We recommend approval of the position.

Approximately \$231,000 worth of furnishings and equipment will have to be acquired to be available upon completion of the building program at Tracy. This activity will provide the major work load for this position. When completed, the institution at Tracy will ultimately have a population of approximately 1,500. Continuing work load requirements at that time will undoubtedly warrant continuing the position on a permanent basis.

The following table presents a measurement of the level of service devoted to custodial supervision at this facility:

Trend of Level of Service in Terms of Paid Custodial Time Per Inmate

Fiscal year	Total number custodial employees	Total annual custodial man-hours	Population	Level of service †	Increase over preceding year	
					Amount	Percent
1945-46-----	66.0	143,088	47	3,044	---	---
1946-47-----	72.0	156,096	441	354	-2,690	-88.4
1947-48*-----	91.2	159,782	508	314	-40	-11.3
1948-49-----	103.9	182,033	545	334	20	6.4
1949-50-----	111.0	194,472	557	349	15	4.5
1950-51-----	107.4	188,165	556	338	-11	-3.1
1951-52-----	102.0	178,704	555	322	-16	-4.7
1952-53-----	107.0	187,464	555	338	16	5.0

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from custodial personnel per inmate.

From the above table we find that the allowance of all the requested five additional custodial positions for institutional operations will result in a 5 percent increase in the level of custodial coverage, with no change in total population.

A. 2 Correctional sergeants (Budget page 141, line 17)-----\$7,440

These positions are requested to provide seven-day-a-week supervision coverage on the kitchen and dining room areas.

We recommend deletion of the positions.

The budget already provides for a food manager, one supervising cook grade II, five assistant supervising cooks and a meat cutter. In addition, one correctional officer is also assigned to this function.

The agency contends that the physical layout of the feeding facilities make supervision difficult. The same facilities will be in use during the coming fiscal year with no change in work load. We do not believe any improvement in the level of this supervisory service is warranted.

The inadequacies of the physical premises will be eliminated when the move is made to the new institution at Tracy. We further point out that the functions sought to be performed are well within the capabilities required of a correctional officer and accordingly we see no need for the request for sergeants.

We believe the operation of the women's prison at Tehachapi should be kept in mind when considering the numerous requests for additional positions in the kitchen and feeding operations at the various institutions. Several important factors, both from a cost and management standpoint, reflect favorably in behalf of Tehachapi.

1. *There are no expenditures* for salaries and wages budgeted for the feeding function.

2. The feeding program is handled by inmate cooks under custodial supervision.

3. Most other facilities not only have and continue to request additional paid cooking personnel, but *also* have custodial coverage assigned to various phases of the cooking and feeding function.

4. A comparison of the level of service, both from the standpoint of total personnel as well as from custodial personnel, indicates that Tehachapi is in an economically favorable position, having in most instances no higher level of available per capita man-hours and in some cases being substantially lower.

For example, the level of service for total personnel at Tehachapi during 1951-52 was scheduled at 316 hours. At the Deuel Vocational Institution, during the same period, the level of service was 565 hours. This is 249 hours, or 78.8 percent more than Tehachapi despite the fact that population at the latter institution was 181 inmates, or 48.4 percent less. Accordingly, on a per capita basis, the hours should reasonably have been expected to be less at the Deuel Vocational Institution.

A similar situation holds true with respect to custodial personnel. During 1951-52 Tehachapi was scheduled at 187 hours while the Deuel Vocational Institution had 322 hours per inmate, or 72.2 percent more in spite of the substantial disparity in population.

All of the foregoing data further indicate the lack of justification for additional positions in the feeding function.

B. 3 Correctional officers (Budget page 141, line 18)-----\$9,648

These positions are requested to provide coverage on an additional two shifts (3.30 p.m. to 7.30 a.m.) seven days per week in the area where the minimum security cottages are situated. Here are located 12 cottages housing 144 boys. It is stated that in this area most of the disturbances of the institution are centered.

We recommend deletion of the three positions.

Coverage at this point was requested in the 1950-51 Budget. At that time only one officer was requested to cover the shift from 3.30 p.m. to 11.30 p.m. It was then stated that the geographical location of the cottages made blind spots which were difficult to keep under observation. The request was deleted by the Legislature.

In the printed Budget for 1951-52, the request did not reappear.

For the 1952-53 Fiscal Year the request is again made, but now for three officers instead of the one originally requested in 1950-51. The

nature of the request conveys the impression that conditions have deteriorated to the extent that they are now anticipated to be three times as bad in 1952-53 as they were in 1950-51. If this is so, then the agency must certainly have a backlog of factual experience on hand to justify the added request.

The agency makes the general statement that it is in this area that most of the disturbances of the institution are centered. If that is accepted, it still leaves basic questions unanswered and points to the need for data to evaluate the necessity for and the urgency of the requests. We believe the agency should be able to support its general statement by supplying the following data, by month, on a fiscal year basis for 1948-49 through 1951-52 to date.

1. Total number of incident reports filed.
2. Total number of above reports based on occurrences in the specific area over which added custodial coverage is now sought.
3. A breakdown by shifts of the totals shown in No. 2 above.

The foregoing data would certainly provide a sounder basis for determining the need for added custodial coverage or a realignment of existing coverage than would a determination based upon one or two dramatic occurrences that, in many cases, can be considered a part of the calculated risk in operating a penal institution. Lacking the factual basis on which to demonstrate the need for the positions requested, we recommend deletion.

Work Camp, Tracy

A total of 21 positions are proposed in order to set up a work camp at the Tracy institution to do preliminary work readying it for occupancy. It is proposed to establish this camp on January 1, 1953.

Some of the positions are temporary in nature, others will not become effective until as late as May 1, 1953.

The total cost of the camp operation will be \$50,526, of which \$33,936 is for salaries and wages for the new positions proposed for the camp operations.

We have reviewed these proposals and are in agreement that they generally constitute a minimum staffing arrangement to accomplish the desired objective.

We recommend approval of the requested positions for the work camp at Tracy.

Operating Expenses

Operating expenses are scheduled at \$375,490 for 1952-53. This represents an increase of \$21,280, or 6 percent, over the amount of \$354,210 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration	\$16,440	\$17,490	\$1,050	6.4
Support and subsistence	247,430	241,070	-6,360	-2.6
Care and welfare	23,950	26,720	2,770	11.6
Maintenance and operation of plant	52,700	56,280	3,580	6.8
Educational and vocational training	13,010	13,460	450	3.4
Work camps, Tracy	---	20,470	20,470	100.0
Diagnostic clinic	680	---	-680	-100.0
Totals	\$354,210	\$375,490	\$21,280	6.0

The increase in operating expenses is primarily due to the establishment of the Tracy work camp where operating expenses total \$20,470, or 96.2 percent of the total increase in this category of expenditure.

C. Pursuant to our comments under the analysis on Departmental Administration on the question of costs for gross feeding, we recommend a reduction of 5 percent in such costs. This will still leave the agency with an ample factor of approximately 10 percent to compensate for waste due to mismanagement, inefficiency, et cetera.

Equipment

Equipment expenditures are scheduled at \$19,322 for 1952-53. This is an increase of \$12,335, or 176.5 percent, over the amount of \$6,987 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$19,322 requested for equipment, the sum of \$9,347 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 3 percent of an equipment investment of \$310,440 on June 30, 1951.

The equipment investment on a per capita basis is \$559 per inmate.

The request, by function, for replacement equipment is as follows:

Function	1951-52	1952-53	Replacement Equipment Increase	
			Amount	Percent
Administration	\$75	\$260	\$185	246.7
Support and subsistence	300	450	150	50.0
Care and welfare	325	1,549	1,224	376.6
Maintenance and operation of plant	633	3,115	2,482	392.1
Educational and vocational training	1,070	3,973	2,903	271.3
Totals	\$2,403	\$9,347	\$6,944	289.0

The further sum of \$9,975 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1951-52	1952-53	Additional Equipment Increase	
			Amount	Percent
Administration	\$551	\$920	\$369	67.0
Support and subsistence	340	370	30	8.8
Care and welfare	1,051	795	—256	—24.4
Maintenance and operation of plant	392	4,850	4,458	1,137.2
Educational and vocational training	2,250	540	—1,710	—76.0
Work camp, Tracy	—	2,500	2,500	100.0
Totals	\$4,584	\$9,975	\$5,391	117.6

The budget as originally submitted by this facility requested \$34,279 for equipment. A total of \$20,361 was for additional items. The balance of \$13,918 was for replacement items.

Field trips were made to this facility and a personal inspection and appraisal of the equipment requirements was made by staff members of the Legislative Auditor's Office. Subsequently, conferences were had with members of the staff of both departmental administration of the Department of Corrections and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$20,361 to \$9,975, a saving of \$10,386. Requests for replacement equipment were reduced from \$13,918 to \$9,347, a further saving of \$4,571, making a total reduction in equipment requests at this facility of \$14,957.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Audit Report Comments

A review of the last audit report, dated May 2, 1951, prepared by the Audits Division of the Department of Finance, covering the period July 1, 1949, to June 30, 1950, indicates that the Audits Division has eight recommendations to make as a result of its examination of the operations of the agency. Many of these effect changes in techniques and procedure. One recommendation is brought to the attention of the agency on the basis that it appeared in prior audit reports. This recommendation is that "property control accounts, property cards, and the acquisition register should be brought into agreement."

Other recommendations of significance are:

"2. It is recommended that the procedures outlined in the Manual for the Correctional Industries Revolving Fund be put into practice.

"3. It is recommended that the business manager determine who is responsible for the shortage of \$13.76 in the Inmate Welfare Fund.

"5. It is recommended that property records be maintained as prescribed in the Inmate Welfare Fund Manual.

"6. Perpetual inventory records on canteen stores which were discontinued in 1949 should be re-established."

**Department of Corrections
INSTITUTION FOR WOMEN**

ITEM 58 of the Budget Bill

Budget page 145
Budget line No. 6

For Support of the Institution for Women From the General Fund

Amount requested	\$482,562
Estimated to be expended in 1951-52 Fiscal Year	437,710
Increase (10.2 percent)	<u>\$44,852</u>

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$54,720	\$27,716	\$27,004	149	64
Operating expense	10,221	10,221	---	149	65
Equipment	292	292	---	149	66
Plus:					
Decreased reimbursements	645	645	---	149	69
Total increase	<u>\$44,852</u>	<u>\$17,848</u>	<u>\$27,004</u>		

RECOMMENDATIONS

Amount budgeted	\$482,562
Legislative Auditor's recommendation	450,433
Reduction	<u>\$32,129</u>

ANALYSIS

The recommended reduction of \$32,129 consists of the following amounts in the categories indicated:

	Salaries and wages	Amount	Budget page	Line No.
A.	1 Supervisor of custody and training-----	\$4,092	148	14
B.	1 Intermediate stenographer-clerk-----	1,760	148	20
C.	1 Educational interne-----	1,520	148	22
D.	8 Supervisor-counselors-----	17,152	148	15
E.	1 Electrician-----	2,480	148	65
Reduction in salaries and wages: Total-----		\$27,004		
Operating expense				
F.	Reduce gross feeding five percent-----	\$5,125	147	19
Total recommended reduction-----		\$32,129		

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over preceding year	
			Amount	Percent
1943-44-----	143	\$815	---	---
1944-45-----	145	880	\$65	8.0
1945-46-----	198	789	—91	—10.3
1946-47-----	248	851	62	7.9
1947-48-----	288	969	118	13.9
1948-49-----	314	1,204	235	24.3
1949-50-----	321	1,167	—37	—3.1
1950-51-----	334	1,176	9	0.8
1951-52-----	374	1,170	—6	—0.5
1952-53-----	386	1,250	80	6.8

The total support budget of this facility is scheduled to increase \$44,852, or 10.2 percent. Population at the institution is anticipated to average 386 inmates, an increase of 12, or 3.2 percent.

This results in the per capita cost going from \$1,170 to \$1,250, an increase of \$80, or 6.8 percent.

Particular attention is directed to the fact that most of the requested new positions are budgeted to become effective November 1, 1952. Therefore, the full impact on per capita costs is not reflected since these positions will be only operative for two-thirds of a year. The real increase in per capita costs on a full annual basis will be approximately another \$80 for salaries and wages alone above the \$80 reflected in the above table for 1951-52.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$289,668. This represents an increase of \$54,720, or 23.3 percent, over the total of \$234,948 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Decrease in total existing positions-----	—\$10,331
Merit salary increases on 63.5 established positions-----	8,559
A total of 26.5 proposed new positions costing-----	62,492
A change in estimated salary savings of-----	—6,000
Total increase in salaries and wages-----	\$54,720

There are 63.5 presently authorized positions established. The agency is requesting a total of 26.5 proposed new positions. This represents an

increase of 41.7 percent in staff as compared to a 3.2 percent increase in population at this facility.

**Trend of Level of Service Expressed in Terms of Paid State
Employee Time per Inmate**

<i>Fiscal year</i>	<i>Total number employees</i>	<i>Total annual man-hours</i>	<i>Population</i>	<i>Level of service †</i>	<i>Increase over preceding year</i>	
					<i>Amount</i>	<i>Percent</i>
1943-44-----	44.0	95,392	143	667	---	---
1944-45-----	40.0	86,720	145	598	-69	-10.3
1945-46-----	39.0	84,552	198	427	-171	-28.6
1946-47-----	31.6	68,509	248	276	-151	-35.4
1947-48*-----	40.5	70,956	288	246	-30	-10.9
1948-49-----	45.3	79,366	314	253	7	2.8
1949-50-----	53.4	93,557	321	291	38	15.0
1950-51-----	50.7	88,826	334	266	-25	-8.6
1951-52-----	67.5	118,260	374	316	50	18.8
1952-53-----	90.0	157,680	386	408	92	29.1

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid help per inmate.

Under the proposed budget the level of service would increase from 316 hours in 1951-52 to 408 hours in 1952-53, an increase of 92 hours, or 29.1 percent. Thus it is apparent that a substantial improvement in the level of service is contemplated by the requested new positions. The number of hours of service available to each of the 386 inmates would be up to the comparable level of 1945-46 when the population was only 198.

The 26.5 proposed new positions are shown by function as follows:

<i>Function and positions *</i>	<i>Amount</i>	<i>Budget page</i>	<i>Line No.</i>
Administration			
1 Senior stenographer-clerk -----	\$2,040	146	60
1 Bookkeeping machine operator-----	1,760	146	61
Care and Welfare			
Custodial and Personal Care			
1 Supervisor of custody and training-----	4,092	148	14
12 Supervisor-counselors -----	25,728	148	15
1 Senior stenographer-clerk -----	2,040	148	16
Medical and Psychiatric Care			
0.5 Psychiatrist (one-half time) -----	2,840	148	18
1 Senior physician and surgeon-----	5,152	148	19
1 Intermediate stenographer-clerk -----	1,760	148	20
Classification and Parole			
1 Educational interne -----	1,520	148	22
Maintenance and Operation of Plant			
1 Electrician -----	2,480	148	65
1 Supervising groundsman (expires 6-30-53)-----	2,360	148	66
4 Stationary firemen -----	8,576	148	68
1 Correctional officer -----	2,144	148	69
26.5 Total -----	\$62,492		

* All positions are effective November 1, 1952, and therefore do not reflect full annual costs.

The recommendations in connection with each of the proposed new positions are stated below. A letter precedes each recommended deletion and denotes the particular item listed in the tabulation of all recommended reductions as set forth at the beginning of the analysis of this budget item.

1 *Senior stenographer-clerk (effective Nov. 1, 1952) (Budget page 146, line 60)*-----\$2,040

This position is requested to provide stenographic and clerical services for the business manager and the accounting office.

We recommend approval of the position.

Stenographic and clerical services for the business and accounting office in the past have been rendered by inmates. We believe that as much of this routine as possible should still be done by inmates. It is an excellent training device. However, we believe the allowance of the requested position will free much of the business manager's time now devoted to minor phases of the operation and permit fuller attention toward major items in which potential economies may be effected. The position will also provide the basis of adequately training inmates in such office routines as may be delegated to them.

1 *Bookkeeping machine operator (effective 11-1-52) (Budget page 146, line 61)*-----\$1,760

The above position is requested in order to operate a proper stores accounting system at this institution.

We recommend approval of the position.

In the past, there have been indications of a lack of proper control over stores. This position should provide the basis for a proper recordation and analysis of stores. This is a desirable and necessary control for effective management.

We also recommend that the Department of Finance review the staffing pattern for the accounting function at this institution. At present the budget provides for a bookkeeper, grade II, a bookkeeper, grade I, and a bookkeeper, grade II (one-half time). This is 2.5 bookkeeping positions, which is more than in effect at any other correctional facility. Chino and Soledad each have two bookkeepers. The remaining institutions each have only one except San Quentin, which has none. Work assignments should be reviewed and possibly some reduction effected in the number of bookkeeping positions.

A. 1 *Supervisor of custody and training (effective 7-1-52) (Budget page 148, line 14)*-----\$4,092

This position is requested in order to have some one to take charge of the institution in the event of the absence of both the superintendent and the assistant superintendent. It is also stated that this position will be in charge of the training and operation of the custodial staff.

We recommend deletion of the position.

This same position was requested in the 1950-51 Budget and again in the 1951-52 Budget. In each instance it was deleted by the Legislature.

As pointed out in our analysis of the budget for each of the two preceding fiscal years, the head women's correctional officer was reclassified to assistant superintendent in the 1949-50 Fiscal Year, based upon the representation that this new position would give supervision to the custodial staff. There has been no material change in the organizational status of this institution to warrant the position at this time. The potential absence of both the superintendent and the assistant superintendent simultaneously does not justify the creation of the position. The nominal increase in population totaling 12 inmates does not materially affect work load on a supervision basis.

B. 1 Intermediate stenographer-clerk (effective 11-1-52) (Budget page 148, line 20) ----- \$1,760

This position is requested to provide the classification and medical functions with clerical assistance.

We recommend deletion of the position.

At present one employee is performing these functions on a part-time basis. The total work load in this phase of the program cannot be said to materially increase with the addition of only 12 more inmates to the total population during the 1952-53 Fiscal Year. We have already recommended approval of additional stenographic assistance in the business and accounting office, which was the first stenographic position considered. This is still a small institution and optimum use of stenographic and clerical help should be made on a pool basis. Proper and effective use of dictating equipment should supplant the need for additional stenographic services. Free help should be used only on those matters considered confidential. The fullest possible use should be made of inmate assistance on normal office routine.

1 Senior stenographer-clerk (effective 11-1-52) (Budget page 148, line 16) ----- \$2,040

The above position is requested to provide secretarial service to the existing position of assistant superintendent and the requested new position of supervisor of custody and training.

We recommend approval of the position. The allowance of this position would provide the institution with three stenographer positions. This would be a 200 percent increase in this type of service based upon a population increase of only 12 inmates, or 3.2 percent, and a total proposed staff increase of 26 new positions, or 41.7 percent. These increases clearly represent substantial improvements in the level of service.

We further point out that no detailed work load data has been presented to specifically justify each of the increases in clerical or stenographic staff. The only basis for considering such additions must be found in generally comparing staffing patterns at other institutions of similar size. However, we must also consider the fact that the past experience of this same facility at its Tehachapi location indicates that it operated satisfactorily *without* the requested additions to staff.

We recognize the fact that moving into a new facility and getting it operating involves a multitude of work that is a one-time load. It is, therefore, important to have this agency develop details of work load to support the continuation of the approved stenographic positions before requesting further stenographic or clerical assistance in ensuing budgets.

0.5 Psychiatrist (effective 11-1-52) (Budget page 148, line 18) ----- \$2,840

The above position will supplant psychiatric services now performed under a contractual arrangement. Operating expenses have been reduced as a result.

We recommend approval of the position.

1 Senior physician and surgeon (effective 11-1-52) (Budget page 148, line 19) ----- \$5,152

This is another position which will supplant the same service now rendered pursuant to a contract. Operating expenses have been reduced as a result.

We recommend approval of the position.

C. 1 Educational interne (effective 11-1-52) (Budget page 148, line 22) ----- \$1,520

This position constitutes a new category of service for this facility. The position would be used chiefly to assist in testing and the preparation of social summaries and to assist the sociologist and psychiatrist.

We recommend deletion of the position.

The added cost involved appears relatively small. However, as pointed out above, the stenographic staffing at this institution has been materially increased on the basis of positions previously allowed. Likewise, the conversion of psychiatric services from a contractual basis to an institutional position basis should result in additional net time being available for actual case work. All of the foregoing reflects a considerable improvement in the level of available services in view of no material increase in work load.

D. 12 Supervisor-counselors (effective 11-1-52) (Budget page 148, line 15) ----- \$25,728

The above positions are requested to provide, in addition to existing custodial positions, for staffing the new institution at Corona.

Under the proposed staffing pattern, custodial coverage would be provided as follows:

Unit	Volume of coverage	Number of shifts	Total officers required
Three 100-inmate cottages -----	Double	2	12
	Single	1	3
Hospital and segregation -----	Single	2	2
Mail censoring -----	Double	1	2
Control room -----	Single	3	3
Yard -----	Single	2	2
Staff kitchen and housekeeping -----	Single	1	1
Bakery -----	Single	1	1
			26
Full relief coverage for above 26 positions -----			16
			42
Total required positions -----			42
Less:			
Presently authorized positions -----			30
			12
Net required positions -----			12

The following table presents a measurement of the level of service devoted to custodial supervision at this facility:

Trend of Level of Service in Terms of Paid Custodial Time per Inmate

Fiscal year	Total No. custodial employees	Total annual custodial man-hours	Population	Level of service †	Increase over preceding year	
					Amount	Percent
1943-44	25.0	54,200	143	379	---	---
1944-45	25.0	54,200	145	374	-5	-1.3
1945-46	24.0	52,032	198	263	-111	-29.7
1946-47	20.1	43,577	248	176	-87	-33.1
1947-48*	27.6	48,355	288	168	-8	-4.5
1948-49	32.2	56,414	314	180	12	7.1
1949-50	36.3	63,598	321	198	18	10.0
1950-51	34.8	60,970	334	183	-15	-7.6
1951-52	41.0	71,832	374	192	9	4.9
1952-53	51.0	89,352	386	231	39	20.3

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from custodial personnel per inmate.

Under the proposed custodial staffing pattern there will be provided a substantial improvement in the level of service. The foregoing table indicates that during 1952-53 the number of custodial hours of coverage per inmate will average 231. This is an increase of 39 hours per inmate, or 20.3 percent, above the level of 187 hours scheduled to prevail during 1951-52.

The continually improving level of custodial supervision afforded this facility since 1947-48, the year in which the 40-hour week became effective, should be pointed out. At that time with a population of 288, the level of service stood at 168 hours of paid custodial time per inmate. Each year with the exception of 1950-51 as population increased somewhat, the level of custodial coverage increased on the average at a slightly greater rate. The total increase in population since 1947-48, based on the 1952-53 Budget, has been 98, or 34 percent. During this same period the level of custodial coverage has been improved 63 hours per inmate, or 37.5 percent.

The normal expectancy is that as an institution builds up population, the pro rata amount of employee services required to operate it will go down. Just the reverse has been true in this instance.

Now that we are about to occupy a brand new institution that is supposedly of the latest design, and which should likewise represent the cumulative experience gained to date as to minimum staffing requirements, we find that, in fact, substantially more personnel is required to operate it.

We recommend that eight supervisor counselor positions be deleted, effecting a reduction in salaries and wages of \$17,152.

We suggest that consideration be given to effecting such reduction by eliminating the following coverage:

Two positions, plus one relief, or a total of three positions tentatively scheduled to be required on the basis of providing for double coverage on one shift for mail censoring. We suggest that the mail censoring function be handled by the supervisor in each cottage on night duty during normal sleeping hours from 10 p.m. to 6 a.m. Also the control room position on this same shift could be utilized. This will result in a total annual savings of \$9,648, and reduce the proposed 1952-53 budget by \$6,432 since the positions are not scheduled to become effective until November 1, 1952.

Under the proposed staffing arrangement for Corona *double* coverage is contemplated on two out of the three shifts on each of the three cottages. Under the original post assignment for 1951-52 at Tehachapi, only one cottage is scheduled with double coverage and this on the second shift only from 2 p.m. to 10 p.m. However, we are advised that it was found desirable to provide double coverage on each of the morning shifts at two of the cottages. This was accomplished by deleting the one shift from two other posts, namely the clothing and reception and the baking posts.

We suggest that double coverage be provided on only one shift instead of two at each of the three cottages. This will require three less regular supervisors, plus two relief or a total of five less positions, an annual saving of \$16,080. The 1952-53 Budget may be reduced by \$10,720 since the positions are not scheduled to become effective until November 1, 1952.

4 Stationary firemen (effective 11-1-52) (Budget page 148, line 68) ----- \$8,576

The positions are stated to provide 24-hour service, seven days per week for tending the high pressure boilers for the central heating system at Corona. At Tehachapi each cottage had an individual heating system eliminating the necessity for this category of personnel.

We recommend approval of the requested coverage.

E. 1 Electrician (effective 11-1-52) (Budget page 148, line 65) --- \$2,480

This position is requested on the basis that the new institution has an extensive electrical system including electrically controlled locks.

We recommend deletion of the position.

This is a new institution and the amount of electrical maintenance work should be at a very minimum for some time to come. Such problems as do arise can and should be handled by the existing maintenance staff as they have been handled in the past at Tehachapi.

Any particularly specialized problem, such as may be involved in the locking devices, may be handled by arranging for these services as the need arises by utilizing available staff at the Chino institution located just six miles away. In the event such problems cannot be solved by the staff available there, it would be necessary then in any event to contact the manufacturer's service facility or other outside specialists.

1 Correctional officer (effective 11-1-52) (Budget page 148, line 69) ----- \$2,144

This position is requested to do general hauling, delivery and maintenance work and to assist in apprehending escapees and for transporting inmates.

We recommend approval of the position.

With the limited allocation of custodial staff at the Corona institution, a utility position such as indicated is desirable.

In one aspect this position is merely a realignment of an existing position since it is proposed to abolish three of the existing correctional officer positions shown under care and welfare.

- 1 *Supervising groundsman (effective 11-1-52, expires 6-30-53)*
(Budget page 148, line 66)-----\$2,360

We recommend approval of the request.

The head farmer position is to be abolished with the removal of the institution to Corona. The groundsman position is requested to supervise the initial planting of the landscape at the new facility.

It is doubtful if the need for the position will continue beyond a year. This is a one-time work load to be accomplished. As a matter of fact, the correctional officer position previously approved could well assume some responsibility for directing routine grounds maintenance after the initial landscaping is accomplished. In the past this actually has been accomplished by inmates under negligible supervision.

Operating Expenses

Operating expenses are scheduled at \$205,055 for 1952-53. This represents a decrease of \$10,221, or 4.7 percent, over the amount of \$215,276 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration-----	\$8,070	\$8,725	\$655	8.1
Support and subsistence-----	131,426	132,995	1,569	1.2
Care and welfare-----	46,750	33,265	—13,485	—28.8
Maintenance and operation of plant-----	28,345	30,070	1,725	6.1
Farming and processing-----	685	---	—685	—100.0
Totals-----	\$215,276	\$205,055	\$10,221	4.7

The substantial decline of \$10,221, or 4.7 percent, in operating expenses is attributable to minor fluctuations under most functions with the exception of care and welfare. Here the decrease of \$13,485, or 28.8 percent, in operating expenses is due primarily to a decline of \$17,080 for contractual medical and dental services with other offset items under the care and welfare function.

It should be pointed out, however, that the elimination of a sizable portion of the medical and dental expenditures on a contractual basis reflects to some extent in increase charges elsewhere. For example, \$5,152 is budgeted for the new position of senior physician and surgeon, and medical supplies are increased by approximately \$2,800. Nevertheless, the ultimate level of available service should be materially increased on the revised basis.

F. Pursuant to our recommendation on the question of computing feeding allowances in our discussion of this matter in the analysis of departmental administration, *we recommend a reduction of 5 percent, or \$5,125, in the amount budgeted for gross feeding.*

Equipment

Equipment expenditures are scheduled at \$4,944 for 1952-53. This is a decrease of \$292, or 5.6 percent, over the amount of \$5,236 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$4,944 requested for equipment, the sum of \$3,843 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 2.9 percent of an equipment investment of \$133,048 on July 31, 1951.

The equipment investment on a per capita basis is \$345 per inmate. The request, by function, for replacement equipment is as follows:

Function	1951-52	1952-53	Replacement equipment	
			Amount	Percent
Administration	\$181	\$100	—\$81	—44.8
Support and subsistence	1,875	1,518	—357	—19.0
Care and welfare	650	650	—	—
Maintenance and operation of plant	350	1,575	1,225	350.0
Farming and processing	800	—	—800	—100.0
Totals	\$3,856	\$3,843	—\$13	—0.3

The further sum of \$1,101 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1951-52	1952-53	Additional equipment	
			Amount	Percent
Administration	\$50	\$50	—	—
Support and subsistence	455	125	—\$330	—72.5
Care and welfare	650	751	101	15.5
Maintenance and operation of plant	175	175	—	—
Farming and processing	50	—	—50	—100.0
Totals	\$1,380	\$1,101	—\$279	—20.2

The budget as originally submitted by this facility requested \$9,939 for equipment. A total of \$5,546 was for additional items. The balance of \$4,393 was for replacement items.

Field trips were made to this facility and a personal inspection and appraisal of the equipment requirements was made by staff members of the Legislative Auditor's Office. Subsequently, conferences were had with members of the staff of both departmental administration of the Department of Corrections and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$5,546 to \$1,101, a saving of \$4,445. Requests for replacement equipment were reduced from \$4,393 to \$3,843, a further saving of \$550, making a total reduction in equipment requests at this facility of \$4,995.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Farming and Processing—Production and Expenditures

	1949-50	1950-51	1951-52	1952-53
Local production consumed	\$6,004	\$4,864	\$2,320	\$1,900
Surplus products sales	1,582	935	—	—
Total value of production	\$7,586	\$5,799	\$2,320	\$1,900
Salaries and wages	\$3,555	\$3,951	\$4,296	\$1,180
Operating expenses	2,240	2,006	685	—
Total operating costs	\$5,795	\$5,957	\$4,981	\$1,180
Gross operating profit	\$1,791	—\$158	—\$2,661	—\$720
Equipment costs	442	89	850	—
Annual profit	\$1,349	—\$247	—\$3,511	\$720

The foregoing table reflects the discontinuance of the farming and processing function.

Audit Report Comments

A review of the last audit report, dated May 17, 1951, prepared by the Audits Division of the Department of Finance, covering the period July 1, 1949, to June 30, 1950, indicates that the Audits Division has 33 recommendations to make as a result of their examination of the operations of the agency. Many of these are for changes in techniques and procedure.

Fifteen of the 33 recommendations concerned items called to the attention of the agency in preceding audit reports and which were apparently not followed through by the institution.

Some of the major exceptions previously noted are listed:

“Support Accounts

“2. The custodial and accounting procedure relating to cash should be systematized to insure adequate control.

“5. The procedure for accounting property and equipment prescribed in Chapter 9 of the Manual for Uniform System of Accounting, should be complied with.

“7. Balances of sick leave due employees should be ascertained and recorded on personnel records.

“Correctional Industries Revolving Fund

“2. Prompt follow-up of over-due accounts receivable should be made.”

Major items covering current recommendations are:

“Support Accounts

“2. Cash receipts and disbursements registers should be maintained in accordance with accepted accounting principles.

“4. Signed and approved copies of standard form Number 634 ‘Absence Request’ should be on file to substantiate approval of absence.

“5. Sick leave taken should always be posted to personnel record cards and in month to which it applies.

“6. Compensating time off should not be allowed in advance of over-time worked.

“Correctional Industries Revolving Fund

“1. Diligent efforts should be made to collect the long delinquent receivables listed in the text of this report, amounting to \$3,709.70.

“2. A complete physical inventory of equipment should be taken each year.

“3. A physical inventory of purchased stores should be taken at the end of each fiscal year.

“4. A physical inventory of finished goods should always be taken at the end of each fiscal year.

“7. A closer supervision of accounting for the Correctional Industries Revolving Fund is recommended.”

**Department of Corrections
INSTITUTION FOR WOMEN**

ITEM 59 of the Budget Bill

Budget page 150
Budget line No. 9

For Expenses of Moving Institution Supplies and Equipment, Inmates, Employees and Their Belongings From Old to New Facilities and Cost of Temporary Help Necessary to Prepare the New Institution for Occupancy and to Operate Both Institutions During the Actual Time of Moving, and for Purchase of Initial Complement of Supplies, From the General Fund

Amount requested	\$30,000
Estimated to be expended in 1951-52 Fiscal Year	None
Increase	\$30,000

RECOMMENDATIONS

Amount budgeted	\$30,000
Legislative Auditor's recommendation	30,000
Reduction	None

ANALYSIS

We recommend the amount requested for the purpose specified. However, we believe that consideration should be given to the possibility of using trucking equipment and personnel of correctional industries, together with inmate labor to accomplish the major portion of the work load in connection with this item.

We have reference to the fact that we understand that the above amount includes a sum for payment to a commercial mover to accomplish transportation of some equipment and supplies and belongings of both the institution and employees.

**Department of Corrections
ADULT AUTHORITY**

ITEM 60 of the Budget Bill

Budget page 151
Budget line No. 6

For Support of Adult Authority From the General Fund

Amount requested	\$661,745
Estimated to be expended in 1951-52 Fiscal Year	644,229
Increase (2.7 percent)	\$17,516

Summary of Increase

	Total increase	INCREASE DUE TO Work load or salary adjustments	New services	Budget page	Line No.
Salaries and wages	\$25,074	\$25,074	---	153	57
Operating expense	10,940	10,940	---	153	58
Equipment	15,358	15,358	---	153	59
Less:					
Increased reimbursements	3,140	3,140	---	153	63
Total increase	\$17,516	\$17,516	---		

RECOMMENDATIONS

Amount budgeted	\$661,745
Legislative Auditor's recommendation	661,745
Reduction	None

Fiscal year	Per Capita Costs		Increase over preceding year	
	Average number of parolees supervised	Per capita cost	Amount	Percent
1945-46	3,000	\$75	---	---
1946-47	3,007	94	\$19	25.3
1947-48	3,070	124	30	31.9
1948-49	3,253	139	15	12.1
1949-50	3,341	133	—6	—4.3
1950-51	3,523	130	—3	—2.3
1951-52	3,965	137	7	5.4
1952-53	4,195	131	—6	—4.4

The total support budget of this function is scheduled to increase \$17,516 or 2.7 percent. The average number of parolees supervised is anticipated to average 4,195, an increase of 230, or 5.8 percent.

This results in the per capita cost going from \$137 to \$131, a decrease of \$6 or 4.4 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$513,820. This represents an increase of \$25,074 or 5.1 percent over the total of \$488,746 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 117 established positions	\$18,141
A total of four proposed new positions costing	9,933
A change in estimated salary savings of	—3,000
Total increase in salaries and wages	\$25,074

There are 117 presently authorized positions established. The agency is requesting a total of four proposed new positions. This represents an increase of 3.4 percent in staff as compared to a 5.8 percent increase in parolees supervised.

A total of five existing positions are to be transferred to departmental administration in order to effectuate a central records function at that point:

These positions are:

Position	Amount
1 Supervising clerk	\$4,060
2 Intermediate file clerks	5,722
1 Intermediate clerk	2,952
1 Junior clerk	2,430
5 Total	\$15,164

We concur in the proposed transfer.

The following table presents a measure of the level of service extended by the parole function:

Trend of Level of Service Expressed in Terms of Paid State Employees Time per Parolee

<i>Fiscal year</i>	<i>Total number employees</i>	<i>Total annual man-hours</i>	<i>Number of parolees as of June 30</i>	<i>Level of service †</i>	<i>Increase over preceding year</i>	
					<i>Amount</i>	<i>Percent</i>
1945-46-----	87	190,704	2,933	65	—	—
1946-47-----	88	192,896	2,963	65	—	—
1947-48*-----	89.7	159,307	3,278	49	—16	—24.6
1948-49-----	101.9	180,974	3,290	55	6	12.2
1949-50-----	101.3	179,909	3,450	52	—3	—5.5
1950-51-----	106.1	188,434	3,764	50	—2	—3.8
1951-52-----	122	216,672	4,083	53	3	6.0
1952-53-----	121	214,896	4,280	50	—3	—5.7

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid help per parolee.

The above table indicates that the level of service for 1952-53 is scheduled at 50 hours per parolee as compared to 53 hours for 1951-52. This is a reduction of three hours or 5.7 percent below the level effective during 1951-52.

The four proposed new positions are shown by function as follows:

	<i>Function and positions</i>	<i>Amount</i>	<i>Budget page</i>	<i>Line No.</i>
Bureau of Paroles				
1	Parole officer II (effective August 1, 1952)-----	\$3,938	153	6
2	Parole officers I (effective October 1, 1952, and May 1, 1953)-----	3,575	153	8
1	Intermediate stenographer-clerk (effective August 1, 1952)-----	2,420	153	10
4	Total -----	\$9,933		

The above positions reflect additions to staff commensurate with anticipated increases in parole case load based on the same level of service as prevailed during 1951-52.

The following table reflects the level of service that has prevailed from the standpoint of parole officers. Some small fluctuations in the table will arise from the fact that parole officer positions are actually employed on a staggered basis as the case load develops.

We recommend approval of the positions requested.

Trend of Level of Service in Terms of Paid Parole Officer Time per Parolee

<i>Fiscal year</i>	<i>Total number parole officers</i>	<i>Total annual man-hours</i>	<i>Average number of parolees supervised</i>	<i>Level of service †</i>	<i>Average number per parolee</i>	<i>Increase over preceding year</i>	
						<i>Amount</i>	<i>Percent</i>
1945-46-----	42	92,064	3,000	30.7	71.4	—	—
1946-47-----	43.5	95,352	3,007	31.7	69.1	—2.3	—3.2
1947-48*-----	52.8	93,773	3,070	30.5	58.1	—11.0	—15.9
1948-49-----	59.8	106,205	3,253	32.6	54.4	—3.7	—6.4
1949-50-----	57	101,232	3,341	30.3	58.6	4.2	7.7
1950-51-----	59	104,784	3,523	29.7	59.7	1.1	1.9
1951-52-----	68	120,768	3,965	30.5	58.3	—1.4	—2.3
1952-53-----	71	126,096	4,195	30.1	59.1	0.8	1.4

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from parole officers per parolee supervised.

The above table indicates the level of service for 1952-53 to be 30.1 hours. This is a decrease of 0.4 of an hour below the level of 30.5 hours which is scheduled for 1951-52.

The over-all average case load per officer for 1952-53 is scheduled to be 59.1, an increase of 0.8, or 1.4 percent, above the 1951-52 level.

The following table reflects the comparative levels of service for stenographic personnel in relation to case loads.

**Trend of Level of Stenographic Service Expressed in Terms of Paid
State Employee Time per Parolee**

Fiscal year	Total number stenog- raphers	Total annual man-hours	Number of parolees as of June 30	Level of service †	Cases per stenog- rapher	Increase over preceding year	
						Amount	Percent
1945-46-----	19	41,648	2,933	14.2	154.4	---	---
1946-47-----	19	41,648	2,963	14.1	155.9	1.5	1.0
1947-48*-----	24	42,624	3,278	13.0	136.6	-19.3	-12.4
1948-49-----	29	51,504	3,290	15.7	113.4	-23.2	-17.0
1949-50-----	29	51,504	3,450	14.9	119.0	5.6	4.9
1950-51-----	29	51,504	3,764	13.7	129.8	10.8	9.1
1951-52-----	32	56,832	4,083	13.9	127.6	-2.2	-1.7
1952-53-----	33	58,608	4,280	13.7	129.7	2.1	1.6

* 40-hour week became effective.

† Expressed in terms of total annual number of stenographic hours available from paid help per parolee.

The above table does not reflect the improvement of increased efficiency that was supposed to materialize with the reduction of the work week to 40 hours, nor does it reflect any substantial efficiencies indicating the effective use of dictating equipment provided in preceding budgets.

It is to be noted that the average number of hours per case is scheduled at 13.7 for 1952-53. This is 0.7 of an hour per case *more* than the 13 hours' time required during the 1947-48 Fiscal Year. *While 0.7 of an hour per case does not seem much in itself, yet when applied to the final annual case load it represents the equivalent of 1.66 stenographic positions per year. During the five-year period, based on current starting salaries, this is the equivalent of \$20,086.*

Small items such as this that are subject to effective management controls can do much in their cumulative effect to maintain a proper relationship between the service rendered and the cost of performing the service.

Operating Expenses

Operating expenses are scheduled at \$135,140 for 1952-53. This represents an increase of \$10,940, or 8.8 percent, over the amount of \$124,200 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration -----	\$16,950	\$16,630	-\$320	-1.9
Bureau of Paroles -----	107,250	118,510	11,260	10.5
Totals -----	\$124,200	\$135,140	\$10,940	8.8

Equipment

Equipment expenditures are scheduled at \$18,325 for 1952-53. This is a decrease of \$15,358, or 45.6 percent, over the amount of \$33,683 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$18,325 requested for equipment, the sum of \$9,691 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 6.3 percent of an equipment investment of \$152,747 on July 31, 1951.

The equipment investment on a per capita basis is \$36 per parolee.

The request, by function, for replacement equipment is as follows:

Function	Replacement equipment			
	1951-52	1952-53	Amount	Percent
Administration -----	\$125	\$3,207	\$3,082	2,465.6
Bureau of Paroles -----	7,285	6,484	—801	—11.0
Totals -----	\$7,410	\$9,691	\$2,281	30.8

The further sum of \$8,634 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	Additional equipment			
	1951-52	1952-53	Amount	Percent
Administration -----	\$4,299	\$660	—\$3,639	—84.6
Bureau of Paroles -----	21,974	7,974	—14,000	—63.7
Totals -----	\$26,273	\$8,634	—\$17,639	—67.1

The budget as originally submitted by this facility requested \$23,087 for equipment. A total of \$11,928 was for additional items. The balance of \$11,159 was for replacement items.

Conferences were had with members of the staff of both departmental administration of the Department of Corrections and the Department of Finance. Equipment requests were carefully reviewed and the request for additional equipment was reduced from \$11,928 to \$8,634, a saving of \$3,294. Requests for replacement equipment were reduced from \$11,159 to \$9,691, a further saving of \$1,468, making a total reduction in equipment requests at this facility of \$4,762.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Department of Corrections
BOARD OF TRUSTEES—INSTITUTION FOR WOMEN

ITEM 61 of the Budget Bill

Budget page 154

Budget line No. 7

For Support of Board of Trustees, Institution for Women, From the General Fund

Amount requested -----	\$65,735
Estimated to be expended in 1951-52 Fiscal Year -----	61,539
Increase (6.8 percent) -----	\$4,196

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages -----	\$3,613	\$2,113	\$1,500	154	65
Operating expense -----	1,515	1,515	---	155	16
Equipment -----	—907	—907	---	155	24
Less:					
Increased reimbursements -----	—25	—25	---	155	29
Total increase -----	\$4,196	\$2,696	\$1,500		

RECOMMENDATIONS

Amount budgeted	\$65,735
Legislative Auditor's recommendation	65,735
Reduction	None

Per Capita Costs

Fiscal year	Average number of parolees supervised	Per capita cost	Increase over preceding year	
			Amount	Percent
1945-46	98	\$200	---	---
1946-47	102	237	37	18.5
1947-48	114	293	56	23.6
1948-49	144	306	13	4.4
1949-50	168	276	—30	—9.8
1950-51	202	247	—29	—10.5
1951-52	222	277	30	12.1
1952-53	248	265	—12	—4.3

The total support budget of this activity is scheduled to increase \$4,196, or 6.8 percent. Average parole population at the facility is anticipated to average 248 parolees, an increase of 26, or 11.7 percent.

This results in the per capita cost going from \$277 to \$265, a decrease of \$12 or 4.3 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$44,350. This represents an increase of \$3,613 or 8.9 percent over the total of \$40,737 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increases on eight established positions	\$2,113
One additional meeting day for board members (\$25 per diem)	1,500
Total increase in salaries and wages	\$3,613

There are eight presently authorized positions established. The agency is requesting no new positions.

One additional meeting day for the board is requested. Approximately a 10 percent increase in work load is forecast. The additional meeting day will enable the board to adequately process the additional load and should allow for a slight increase in the average time, if necessary, in processing the individual case.

We recommend approval of the request.

The following table reflects a comparative measure of the level of service extended by this activity.

**Trend of Level of Service Expressed in Terms of Paid
State Employee Time per Parolee**

<i>Fiscal year</i>	BOARD OF TRUSTEES					<i>Increase over preceding year</i>	
	<i>Total number employees</i>	<i>Total annual man-hours</i>	<i>Number of parolees supervised</i>	<i>Level of service †</i>		<i>Amount</i>	<i>Percent</i>
1945-46-----	4	8,768	98	89.5	---	---	---
1946-47-----	4.1	8,987	102	88.1	-1.4	-1.6	
1947-48*-----	5.3	9,413	114	82.6	-5.5	-6.2	
1948-49-----	6	10,656	144	74.0	-8.6	-10.4	
1949-50-----	6	10,656	168	63.4	-10.6	-14.3	
1950-51-----	7	12,432	202	61.5	-1.9	-3.0	
1951-52-----	8	14,208	222	64.0	2.5	4.1	
1952-53-----	8	14,208	248	57.3	-6.7	-10.5	

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid free help per parolee.

The foregoing table indicates that for 1952-53 the level of service will be the equivalent of 57.3 hours per parolee. This is 6.7 hours or 10.5 percent less than the level afforded by the staffing pattern during 1951-52.

This slight decline is occasioned by a small increase in the average ratio of parolees to parole officers. The ratio is scheduled to increase from 60 to 62 parolees per officer.

The following table reflects the distribution of work load as it affects the stenographic staff. The comparisons are shown both as to the level of service in terms of annual stenographic hours per case as well as on the basis of case load per stenographer in terms of average number of parolees under supervision.

**Trend of Level of Stenographic Service Expressed in Terms of Paid
State Employee Time per Parolee**

<i>Fiscal year</i>	<i>Total number stenog- raphers</i>	<i>Total annual man- hours</i>	<i>Number of parolees supervised</i>	<i>Level of service †</i>	<i>Cases per stenog- rapher</i>	<i>Increase over preceding year</i>	
						<i>Amount</i>	<i>Percent</i>
1945-46-----	1	2,192	98	22.4	98	---	---
1946-47-----	1	2,192	102	21.5	102	4	4.1
1947-48*-----	2.4	4,262	114	37.4	47.5	-54.5	-53.4
1948-49-----	2	3,552	144	24.7	72	24.5	51.6
1949-50-----	2	3,552	168	21.1	84	12	16.7
1950-51-----	3	5,328	202	26.4	67.3	-16.7	-19.9
1951-52-----	3	5,328	222	24.0	74	6.7	10.0
1952-53-----	3	5,328	248	21.5	82.7	8.7	11.8

* 40-hour week became effective.

† Expressed in terms of total annual number of stenographic hours available from paid help per parolee.

It is interesting to note that in 1945-46 and 1946-47 before the advent of the 40-hour week the average case load per stenographer was at its highest peak at 98 and 102 cases per stenographer respectively. However, the level of service in terms of hours per case has remained fairly close for the period shown in the table. It is scheduled at 21.5 hours for 1952-53 as compared to 24 hours in 1951-52. The average case load is to increase from 74 to 82.7 cases per stenographer, an increase of 8.7 cases or 11.8 percent.

The following table presents a measure of the level of service devoted to parole supervision by this facility:

Trend of Level of Service in Terms of Paid Parole Officer Time per Parolee

<i>Fiscal year</i>	<i>Total number parole officers</i>	<i>Total annual man-hours</i>	<i>Average number of parolees supervised</i>	<i>Level of service †</i>	<i>Average number of parolees per parole officer</i>	<i>Increase over preceding year</i>	
						<i>Amount</i>	<i>Percent</i>
1945-46----	2	4,384	98	44.7	49	---	---
1946-47----	2	4,384	102	43.0	51	2	4.1
1947-48*----	2.4	4,262	114	37.4	47.5	-3.5	-6.9
1948-49----	3	5,328	144	37.0	48	0.5	1.1
1949-50----	3	5,328	168	31.7	56	8	16.7
1950-51----	3	5,328	202	26.4	67.3	11.3	20.2
1951-52----	3.7	6,571	222	29.6	60	-7.3	-10.8
1952-53----	4	7,104	248	28.6	62	2	3.3

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from parole officers per parolee supervised.

The level of service of parole officers is scheduled at 28.6 hours per parolee for 1952-53 as compared to 29.6 hours in 1951-52. This is a decrease of one hour. The average case load is scheduled to increase from 60 to 62 cases or 3.3 percent.

Operating Expenses

Operating expenses are scheduled at \$20,560 for 1952-53. This represents an increase of \$1,515 or 7.8 percent over the amount of \$19,045 estimated to be expended in the 1951-52 Fiscal Year.

Equipment

Equipment expenditures are scheduled at \$1,125 for 1952-53. This is a decrease of \$907 or 44.6 percent less than the amount of \$2,032 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$1,125 requested for equipment, the sum of \$1,025 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 10.9 percent of an equipment investment of \$9,370 on July 31, 1951.

The equipment investment on a per capita basis is \$37.78 per parolee.

The request for replacement equipment is scheduled to increase from \$125 for 1951-52 to \$1,025 for 1952-53. This is an increase of \$900, or 720 percent.

Additional equipment is scheduled to decrease from \$1,907 in 1951-52 to \$100 for 1952-53. This is a decrease of \$1,807, or 94.8 percent.

The budget as originally submitted by this facility requested \$1,439 for equipment. A total of \$414 was for additional items. The balance of \$1,025 was for replacement items.

Conferences were had with members of the staff of both departmental administration of the Department of Corrections and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$414 to \$100, a saving of \$314. No reductions were made in replacement equipment, making a total reduction in equipment requests at this facility of \$314.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Department of Corrections
YOUTH AUTHORITY—DEPARTMENTAL ADMINISTRATION

ITEM 62 of the Budget Bill

Budget page 157
 Budget line No. 34

For Support of Departmental Administration From the General Fund

Amount requested \$1,078,022
 Estimated to be expended in 1951-52 Fiscal Year 1,026,774
 Increase (5 percent) \$51,248

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$42,554	\$35,294	\$7,260	163	64
Operating expense	14,516	14,286	230	163	65
Equipment	—4,022	—4,022	---	163	66
Less:					
Increased reimburse- ments	—1,800	—1,800	---	163	70
Total increase	\$51,248	\$43,758	\$7,490		

RECOMMENDATIONS

Amount budgeted \$1,078,022
 Legislative Auditor's recommendation 1,069,762
 Reduction \$8,260

ANALYSIS

The recommended reduction of \$8,260 consists of the following amounts in the categories indicated:

	Amount	Budget page	Line No.
Salaries and wages			
A. 1 Intermediate account clerk	\$2,520	161	54
B. 1 Institutional food administrator, Grade II	4,740	163	26
Reduction in salaries and wages: Total	\$7,260		
Operating expense			
C. Reduce printing medical forms to provide for paper costs only	\$770	160	51
D. Travel, for new position of food administrator	230	163	35
Reduction in operating expense: Total	\$1,000		
Total recommended reduction	\$8,260		

Per Capita Administrative Costs—Departmental Administration

Fiscal year	Total population		Per capita cost	Increase over preceding year	
	All facilities	Total admin. costs *		Amount	Percent
1943-44	1,267	\$159,041	\$126	---	---
1944-45	1,595	235,540	148	\$22	17.5
1945-46	1,684	278,361	165	17	11.5
1946-47	1,414	345,611	244	79	47.9
1947-48	1,580	395,893	251	7	2.9
1948-49	1,620	427,093	264	13	5.2
1949-50	1,704	448,617	263	—1	—0.4
1950-51	1,780	473,683	266	3	1.1
1951-52	1,835	519,241	283	17	6.4
1952-53	1,901	533,337	281	—2	—0.7

* Exclusive of Bureau of Parole.

The total support budget of departmental administration is scheduled to increase \$51,248, or 5 percent. The total population at all Youth Authority institutions is anticipated to average 1,901 wards, an increase of 66, or 3.6 percent.

This results in the per capita cost for departmental administration activities, exclusive of the Bureau of Parole, going from \$283 to \$281, a decrease of \$2, or 0.7 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$811,191. This represents an increase of \$42,554, or 5.5 percent, over the total of \$768,637 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 187 established positions.....	\$29,183
A total of eight proposed new positions costing.....	20,971
A change in estimated salary savings of.....	—7,600

Total increase in salaries and wages.....	\$42,554
-------------------------------------------	----------

There are 187 presently authorized positions established. The agency is requesting a total of eight proposed new positions. This represents an increase of 4.3 percent in staff as compared to a 3.6 percent increase in population in all Youth Authority institutions.

The following table reflects a comparative measure of the level of service extended from departmental administration, exclusive of the Bureau of Parole.

Trend of Level of Service Expressed in Terms of Paid State
Employee Time Per Ward *

Fiscal year	Total number employees	Total annual man-hours	Population	Level of service †	Increase over preceding year	
					Amount	Percent
1943-44.....	28.0	60,704	1,267	47.9	---	---
1944-45.....	55.0	119,240	1,595	74.8	26.9	56.2
1945-46.....	66.0	143,088	1,684	85.0	10.2	13.6
1946-47.....	71.4	154,795	1,414	109.5	24.5	28.8
1947-48†.....	75.6	132,451	1,580	83.8	—25.7	—23.5
1948-49.....	80.3	140,686	1,620	86.8	3.0	3.6
1949-50.....	86.2	151,022	1,704	88.6	1.8	2.1
1950-51.....	87.0	152,424	1,780	85.6	—3.0	—3.4
1951-52.....	92.0	161,184	1,835	87.8	2.2	2.6
1952-53.....	99.0	173,448	1,901	91.2	3.4	3.9

* Exclusive of Bureau of Parole.

† Expressed in terms of total annual number of working hours available from paid help per ward.

‡ 40-hour week became effective.

The foregoing table indicates that for 1952-53 departmental administrative services will be the equivalent of 91.2 hours per ward. This is 3.4 hours, or 3.9 percent, more than the level afforded by the staffing pattern during 1951-52.

On the basis of the budget as presented, the level of service will show a small increase for each of the last three fiscal years recorded above.

Another measure of administrative costs may be had from a comparison of the percentage of such cost to the total budget request. This is shown in the following table.

Comparative Administrative Costs—Youth Authority

	1949-50	1950-51	1951-52	1952-53
Total support budget *-----	\$3,845,620	\$4,031,969	\$4,487,645	\$4,731,393
Total administrative costs †-----	\$448,617	\$473,683	\$519,241	\$533,337
Percentage administrative cost-----	11.7	11.7	11.6	11.3
Increase over preceding year:				
Amount -----		\$25,066	\$45,558	\$14,096
Percent -----		5.6	9.6	2.7

* Exclusive of other current expenses.

† Exclusive of Bureau of Parole.

The above table reflects a fairly constant relationship between central office administrative costs and the total support budgets of the Youth Authority facilities. This figure is running at 11.3 percent for 1952-53, a slight decline from the 11.6 percent scheduled for the current year 1951-52. We believe the figure to be susceptible of some further improvement in conformity with the trend established.

The eight proposed new positions are shown by function as follows:

Function and positions	Amount	Budget page	Line No.
Division of Administration			
1 Junior staff technician (expires 6-30-53)-----	\$3,720	159	61
Division of Field Service			
1 Supervising placement officer-----	4,980	161	47
1 Placement officer II, effective 11-1-52-----	2,506	161	48
2 Placement officers I, effective 3-1-53 and 6-1-53-----	1,625	161	50
1 Intermediate stenographer-clerk, effective 3-1-53-----	880	161	52
1 Intermediate account clerk-----	2,520	161	54
Division of Training and Treatment			
1 Institution food administrator II-----	4,740	163	26
8 Total -----	\$20,971		

The recommendations in connection with each of the proposed new positions are stated below. A letter precedes each position which is recommended for deletion and denotes the particular item listed in the tabulation of all recommended reductions as set forth at the beginning of the analysis of this budget item.

1 Junior staff technician (expires 6-30-53) (Budget page 159, line 61) ----- \$3,720

This position is currently already in the Budget as a result of a reclassification of two educational interne positions. These latter two positions were originally established to provide a basis for training potential new employees in order to more adequately recruit for either current position vacancies as they occur or to fill additional positions authorized because of added work load or approved expansions in programs.

The proposed new position would be continued on a one-year basis until June 30, 1953. The duties of the position would provide technical assistance to both the director and the administrative officer, particularly in regard to administrative detail and the making of special analyses and surveys in the field at the various Youth Authority facilities.

We recommend approval of this position.

We base our recommendation upon the continued observance during field visits of management problems which are not being met at the institutional level, and which apparently need periodical attention from

central office to secure the necessary improvement in operations. This position would enable the Youth Authority to provide for an increased frequency of field contact, for purposes of incidental general management inspection and to cover specific administrative assignments. There is still room for improvement and standardization of procedures. Further study and evaluation should produce more adequate measures of work load in certain institutional functions.

We have one reservation in recommending approval of this position. Care should be exercised that the position is not utilized to perform some one continuing function of work load that may develop because of expanding facilities or changes in management policy. We recommend the position on the basis that it should be devoted to the multiplicity of diverse management problems that regularly occur in any large organization.

We propose to evaluate carefully the scope, content and use of such reports and studies as are prepared as a result of the allowance of this position in order to make a proper recommendation as to its continuance at the time the next Budget is presented.

The following table presents a comparison of the costs of parole supervision in the Youth Authority:

Per Capita Costs—Parole Supervision				
	1949-50	1950-51	1951-52	1952-53
Parolees supervised as of June 30th-----	3,640	3,880	4,210	4,471
Number of parole officers-----	51	56	61	65
Ratio: Parolees to officers-----	71	69.3	69	68.9
Average number of parolees supervised--	3,505	3,760	4,057	4,340
Bureau of Parole costs-----	\$409,614	\$436,810	\$507,533	\$544,658
Per capita cost, parole supervision-----	\$117	\$116	\$125	\$125

Per capita parole costs are scheduled to remain constant at \$125. The parole case load developed at an accelerated rate during 1951-52 and is exceeding forecasts made at the time the 1951-52 Budget was presented. This has necessitated five additional placement officers being added over and above the original budget request.

The following additional positions are scheduled for 1952-53:

1 Supervising placement officer (Budget page 161, line 47)-----	\$4,980
1 Placement officer, grade II (effective Nov. 1, 1952) (Budget page 161, line 48)-----	\$2,506
2 Placement officers, grade I (effective Mar. 1, 1953 and June 1, 1953) (Budget page 161, line 50)-----	\$1,625
1 Intermediate stenographer-clerk (effective Mar. 1, 1953) (Budget page 161, line 52)-----	\$880

The above five positions are requested in order to provide for parole supervision over an increased number of parolees. The same case loads will prevail as in the current year budget.

We recommend approval of the five positions as requested.

A. 1 Intermediate account clerk (Budget page 161, line 54)-----	\$2,520
-----------------------------------------------------------------	---------

The foregoing position is requested in order to provide fiscal clerical assistance at the Los Angeles office of the Youth Authority.

No specific work load data or study has been submitted to justify this additional position. The justification data recites that, at the present

time, the actual work load for this position is being performed by the stenographic pool on a secondary assignment basis and as such it does not receive the attention it should. We are not advised what the nature or the lack of attention in connection with this work load consists of, how frequently it occurs, or in what manner and to what extent it adversely affects the operation of the Los Angeles office.

Information indicates that it is also contemplated that this position, if allowed, will act as a relief position to the receptionist at noon hours, during vacation and for sick leave. This would further indicate the work load, as generally stated, is not a full-time requirement.

We further point out that if what is sought to be accomplished here is to consolidate into one job many fiscal clerical details that are now being performed, as stated, by various members of the stenographic pool on a secondary basis, then it would seem that this is a management problem that could be accomplished by a re-assignment of work schedules rather than adding another employee.

We therefore recommend deletion of the position.

B. 1 Institutional food administrator, grade II (Budget page 163, line 26) -----\$4,740

This position is requested in order to increase the level of available service in this field. This would provide two food administrator positions in the Youth Authority. No detail of specific circumstances outlining existing deficiencies has been submitted to support the general request for this increase in service. This position, if allowed, will result in an increase of 100 percent in the level of service for food administration. No additional Youth Authority facilities are to be covered. In fact, there is one *less* forestry camp scheduled for operation than in the current year; the Whitmore Camp which has already been closed down.

The present existing position of food administrator in the Youth Authority now also renders food administrator services to the Department of Education and the Department of Veterans Affairs. These services are reimbursed by these latter two agencies to the extent of \$1,800 per year, which is the equivalent of approximately two months service. Under the present request for an additional position, it is proposed to double these services to the outside agencies with reimbursements which would then total \$3,600 per year, or the equivalent of approximately four months service.

Thus, it is quite evident that the proposed arrangement will result in the equivalent of 10 months additional service to the Youth Authority with fewer such facilities to service than were in existence last year.

The allowance of the requested position will distort the level of service now being afforded by the State to other agencies for this assistance. This is indicated in the following table:

Distribution of Food Administrator Services			
Agency	Number of		Number of food administrators
	Institutions	Camps	
Mental Hygiene -----	12		2
Corrections -----	7	16	2
Youth Authority -----	6	3	1
Veterans Affairs -----	2	}	
Education -----	6		

One of the food administrators in the Department of Corrections is, in fact, a supervising cook added to the camp program during the current year to handle the 16 camps. Funds for this position are financed by the Federal Government out of the support for U. S. Forestry Camps. This leaves the one other food administrator for the seven penal institutions, which compares favorably with an average of six institutions per administrator in the Department of Mental Hygiene.

It is apparent that the level of service in the Youth Authority is only a fraction below that currently being afforded to the other two agencies, since both Veterans Affairs and Education receive the equivalent of only two months' service from the one available position.

We recommend that the requested additional position be deleted from the Youth Authority budget.

We further recommend that contract services by the present food administrator position be discontinued to the Department of Veterans Affairs and the Department of Education, thus allowing the utilization of the full time of this position for the needs of the Youth Authority. This will provide for a 25 percent increase in this service at the nominal annual cost of only \$1,800, which is the amount of the current contract service reimbursement. It will also place the Youth Authority on a comparable level with both Corrections and Mental Hygiene.

We understand the need for food administrator services by the Veterans Home to be very nominal in view of competent food management already existing at that facility. The problem of such part-time food management as may be necessary at the Department of Education facilities should be handled as an adjunct to their budget. As a matter of fact, since there is less deviation in food preparation techniques and actual menus served at the mental hospitals than there is at correctional facilities, it would seem proper to contract with the Department of Mental Hygiene for the services desired out of the two available food administrator positions in that agency.

We believe it pertinent to point out with respect to this general category of position that some basic data should be made available to show what savings, if any, are accruing to the State by a continuance of this function, particularly in view of the fact that some duplication would seem to exist in those instances where an institution also employs a food manager.

Some consideration might also be given to incorporating the food administrator function in the Department of Finance as a central control, in lieu of the present agency arrangement.

Operating Expenses

Operating expenses are scheduled at \$245,810 for 1952-53. This represents an increase of \$14,516, or 6.3 percent, over the amount of \$231,294 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Authority	\$7,144	\$7,161	\$17	0.2
Division of Administration	74,023	82,578	8,555	11.5
Division of Field Services				
Bureau of Delinquency Prevention ..	23,385	23,680	295	1.3
Bureau of Parole	114,517	119,523	5,006	4.4
Division of Diagnosis and Classification	2,928	3,336	408	13.9
Division of Training and Treatment ..	9,297	9,532	235	2.5
Totals	\$231,294	\$245,810	\$14,516	6.3

Operating expenses are increased by \$14,516. The largest increase, totaling \$8,555, occurs in the Division of Administration. Included in this increase are additional printing costs of \$3,400 covering \$2,300 for the Youth Authority biennial report and \$1,100 for new standard medical forms.

C. With respect to the latter item and other printed matter used wholly within state agencies in the conduct of state business, we see no reason why this material cannot be printed at the institutions within certain agencies. In the case in point, there is no reason why the medical forms cannot be printed at the Preston School of Industry where there is currently in operation equipment and manpower engaged in printing the institution's newspaper, rather than incurring the added costs involved in sending this material to the State Printing Plant. Many of the forms used by this agency could be printed at Preston for the cost of the paper, ink and supplies only, rather than paying standard rates that include costly labor charges at the State Printing Plant.

We have requested the Youth Authority to submit a sample of each printed form used by any of its facilities and agencies, together with the annual requirements and cost data. Upon receipt of this information, and further analysis of the data contained thereon, we propose to make specific recommendations as to certain items of this type of printing which can be diverted to Preston to be accomplished there at substantial savings over presently budgeted costs.

The total amount budgeted for printing throughout all Youth Authority budgets for 1952-53 is \$17,670.

The distribution of printing costs by facility within the Youth Authority is shown in the following table covering three fiscal periods.

Youth Authority—Printing Costs			
	1950-51	1951-52	1952-53
Departmental Administration			
Division of Administration	\$2,236	\$4,480	\$7,200
Division of Field Services	4,190	4,400	4,610
Bureau of Parole	504	1,201	745
Totals	\$6,930	\$10,081	\$12,555
Fricot	\$768	\$845	\$920
Fred C. Nelles	510	940	940
Paso Robles	309	325	340
Preston	2,972	2,140	2,250
Los Guilucos	44	70	70
Ventura	542	570	595
Totals	\$12,075	\$14,971	\$17,670

An example of the savings that can be made in printing costs by having certain forms used solely within state agencies printed at some of our institutional printing plants is found in the following actual case. During the current year, one agency had 5,000 equipment check sheets printed at the State Printing Plant at a cost of \$49.52. Subsequently, it was necessary to order an additional 500. This latter order cost \$17.84, making a total cost of \$67.36 for 5,500 copies at the State Printing Plant.

These same sheets were printed by another agency at San Quentin Prison at a cost of \$52.50 for 17,000 copies.

The cost of paper on the average represents about 30 percent of the cost of the finished printing job.

We, therefore, recommend that only \$330 be allowed in the proposed budget to cover the \$1,100 already set up to print the requested medical forms. This will result in a saving of \$770 on this item alone.

As a matter of fact, the medical forms referred to are actually reproductions, with very minor changes, of the medical forms already in use by the Department of Corrections and which were printed at San Quentin.

D. We further recommend a reduction of \$230 in operating expenses covering the additional position of food administrator, which we recommended be deleted.

Equipment

Equipment expenditures are scheduled at \$24,621 for 1952-53. This is a decrease of \$4,022, or 14 percent, under the amount of \$28,643 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$24,621 requested for equipment, the sum of \$13,447 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 6.3 percent of an equipment investment of \$214,487 on May 31, 1951.

The request, by function, for replacement equipment is as follows:

Function	1951-52	1952-53	Replacement Equipment	
			Amount	Percent
Authority -----	\$25	\$25	—	—
Division of Administration -----	4,678	1,520	—\$3,158	—67.5
Bureau of Delinquency Prevention -----	1,352	1,125	—227	—16.8
Bureau of Parole -----	4,759	9,729	4,970	104.4
Division of Diagnosis and Classification -----	50	446	396	792.0
Division of Training and Treatment -----	900	602	—298	—33.1
Totals -----	\$11,764	\$13,447	\$1,683	14.3

The further sum of \$11,174 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1951-52	1952-53	Additional equipment	
			Amount	Percent
Authority -----	\$25	\$25	—	—
Division of Administration -----	2,179	1,535	—\$644	—29.6
Bureau of Delinquency Prevention -----	100	231	131	131.0
Bureau of Parole -----	14,193	7,877	—6,316	—44.5
Division of Diagnosis and Classification -----	307	281	—26	—8.5
Division of Training and Treatment -----	75	1,225	1,150	1,533.3
Totals -----	\$16,879	\$11,174	—\$5,705	—33.8

The budget as originally submitted by this facility requested \$59,593 for equipment. A total of \$42,720 was for additional items. The balance of \$16,873 was for replacement items.

An appraisal of the equipment requirements was made by staff members of the Legislative Auditor's Office in conference with members of the staff of both departmental administration of the Youth Authority and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$42,720 to \$11,174, a saving of \$31,546. Requests for replacement equipment were increased from \$16,873 to \$16,879, making a net total reduction in equipment requests for departmental administration of \$31,540.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Audit Report Comments

A review of the last audit report, dated December 13, 1950, prepared by the Audits Division of the Department of Finance, covering the period July 1, 1949 to June 30, 1950, indicates that the Audits Division has 13 recommendations to make as a result of their examination of the operations of the agency.

Many of these are for changes in techniques and procedure. Some of them affect operations at other facilities for whom central office is doing the accounting.

One recommendation, however, concerns a matter which was also called to the attention of the Youth Authority in the preceding audit report. It is recommended that accountability for meal coupons be established at the time of receipt from the printer, rather than at the time of delivery to institutions and camps. As of July 31, 1950, there were meal coupon books on hand with a cash value of \$16,616.80 which were unrecorded. We believe this matter merits closer attention.

The audit report also suggests that aggressive action be taken to collect delinquent reimbursements receivable from employees. At the time of the audit, such accounts containing these items totaled \$2,548.58.

Comparative Analysis—Youth Authority Facilities

The following table presents a comparison of various factors with respect to the six schools operated by the Youth Authority:

Comparative Factors—Youth Authority Facilities

	<i>Fricot</i>	<i>Nelles</i>	<i>Paso Robles</i>	<i>Preston</i>	<i>Los Guilucos</i>	<i>Ventura</i>
1952-53						
Population	140	310	135	650	201	180
Per capita cost	\$2,035	\$2,336	\$2,318	\$2,127	\$2,168	\$2,850
Level of service: *						
Total personnel *	656	790	768	713	736	955
Custodial personnel * ..	288	339	389	345	349	594
1951-52						
Population	140	310	135	650	135	180
Per capita cost	\$1,846	\$2,326	\$2,228	\$2,111	\$2,319	\$2,753
Level of service: *						
Total personnel *	556	786	716	710	910	950
Custodial personnel * ..	238	339	363	345	441	594

Comparative Factors—Youth Authority Facilities—Continued

1950-51	Fricot	Nelles	Paso Robles	Preston	Los Guilcos	Ventura
Population	105	307	137	655	117	181
Per capita cost	\$1,953	\$2,157	\$1,996	\$1,933	\$2,125	\$2,587
Level of service: *						
Total personnel *	674	785	693	688	729	934
Custodial personnel *	300	334	345	332	344	581

* Expressed in terms of total annual paid employee hours per ward.

Fricot Ranch School, at \$2,035 for 1952-53, consistently reflects the most economical operation from the standpoint of per capita costs, while the Ventura School for Girls is the most expensive at \$2,850 for 1952-53.

We have endeavored to measure the respective levels of service at each of these facilities. Rather than use ratios, which have to be corrected if used over a long period of comparison, by virtue of the advent of the 40-hour week, we have evaluated the total number of working hours per year of paid civil service time that is devoted to the operation of any given institution in any one fiscal period. The use of such a base automatically eliminates from consideration changes in the length of the work week. Thus, if a shortening of the work week required the employment of additional personnel, there would be no change in the total number of working hours required to *maintain the same level of service* at the facility.

We have incorporated similar tables in the analysis of each individual school which follows.

It is interesting to note some instances where the 40-hour week has, in fact, apparently resulted in absorbing some of the then existent work load, since per capita levels of service decreased somewhat in a few cases.

Feeding Requirements—Youth Authority Schools

As of September 28, 1951, there was prepared for the Department of Finance a report entitled: "Nutrition Policies Practices and Operating Procedures of the State of California in Feeding at Residential Facilities of the Department of Corrections, Youth Authority, Department of Education, Department of Mental Hygiene and Department of Veterans' Affairs." This report was prepared by Paul E. Howe, as special nutritional consultant to the Department of Finance.

We direct special attention to a finding made in this report. On page 36 thereof, the report states: (emphasis added)

"The quantities of foods provided in the ration of an institution are sufficient to provide the number of standard size portions required for the population *and* contain an *additional* quantity which represents the experience of the institution necessary to put the standard size serving on the plate of each of the wards.

"This *additional* allowance, approximately 15 percent, represents losses due to such factors as *poor management, understaffing, inefficiencies and inexperience* of cooks and helpers, *inadequate equipment, spoilage, plate waste, theft, etc.; it is a fairly generous allowance.*"

Our first comment is that if an allowance of 15 percent or better than one-sixth of all moneys appropriated for food in state institutions is necessary to cover waste, poor management, and inefficiencies, it is a serious indictment of the entire feeding operation as conducted in state institutions.

With reference to the computation of rations in the Youth Authority facilities, we checked with the food administrator to determine if this percentage was applied in determining final requirements. We examined ration computations and were advised that the 15 percent was applied here and that the practice started two years ago.

Under the circumstances, we cannot fail to emphasize that a 15 percent factor to cover waste is an excessive allowance.

Food ration allowances should be computed first on the basis of allowing enough funds to purchase sufficient quantities of unprepared foods required to produce the stipulated ration on the plate of the ward. This would provide only for losses normally entailed in preparing good quality foods by efficient personnel.

It is obvious that when an institution failed to live within the funds thus provided and allotted on a quarterly basis, that one or more of several factors could be responsible. The institution would then have to overdraw on its quarterly allotment and such overdrawal, unless justified by interim price increases on the foods purchased, would serve notice that something was amiss in food management at that facility. The problem at that point should be one of first priority for the food administrator.

We recommend that the allowance for waste and inefficiency be reduced at this time from 15 percent to approximately 10 percent, a savings of 5 percent on gross feeding costs at each of the Youth Authority facilities. The following table reflects proposed budgeting of gross feeding costs for 1952-53 and the savings to be effected by reducing allowances for inefficiency and waste.

Youth Authority—Gross Feeding Costs

<i>Facility</i>	<i>1952-53 gross feeding</i>	<i>Per capita feeding costs</i>	<i>Five percent reduction in waste allowance</i>
Fricot -----	\$49,190	\$351.36	\$2,459
Nelles -----	90,780	292.84	4,539
Paso Robles -----	48,260	357.48	2,413
Preston -----	236,130	363.28	11,806
Los Guilucos -----	66,635	331.52	3,331
Ventura -----	63,070	350.39	3,153
Total -----	\$554,065		\$27,701

The foregoing table illustrates that a conservative savings in food costs can be effected in the amount of \$27,701. This will still leave a generous allowance for waste due to inefficiencies of 10 percent. Good food administration and management should further reduce this factor in ensuing budgets, if we are to realize the benefits of such management.

We, therefore, recommend that the 1952-53 budgets for gross feeding be reduced in the respective amounts set forth in the foregoing table.

Such recommendations will appear as a part of the analysis in each of the budgets of the individual schools. We point out that in applying a 5 percent reduction factor to the gross amounts now budgeted for feeding, we are reducing the gross feeding costs by 5.75 percent of the amount computed, before the 15 percent allowance for waste was added.

**Department of Corrections
YOUTH AUTHORITY**

ITEM 63 of the Budget Bill

Budget page 164
Budget line No. 8

**For Per Diem and Other Current Expenses for the California Youth
Committee From the General Fund**

Amount requested	\$4,000
Estimated to be expended in 1951-52 Fiscal Year	4,000
Increase	None

RECOMMENDATIONS

Amount budgeted	\$4,000
Legislative Auditor's recommendation	4,000
Reduction	None

ANALYSIS

The meetings of this committee serve as a forum for the exchange of ideas and techniques in connection with many general delinquency problems and to that extent are beneficial to the Youth Authority and others concerned with this problem.

We recommend approval of the item as requested.

**Department of Corrections
YOUTH AUTHORITY**

ITEM 64 of the Budget Bill

Budget page 164
Budget line No. 15

**For Deportation of Nonresidents Committed to the Youth Authority
From the General Fund**

Amount requested	\$25,870
Estimated to be expended in 1951-52 Fiscal Year	24,380
Increase (6.1 percent)	\$1,490

RECOMMENDATIONS

Amount budgeted	\$25,870
Legislative Auditor's recommendation	25,870
Reduction	None

ANALYSIS

These funds are used to defray expenses of sending wards committed to the Youth Authority back to their home states where practicable.

Since the purpose of the expenditure is limited by the terms of the appropriation, we recommend approval in the amount of \$25,870.

**Department of Corrections
YOUTH AUTHORITY**

ITEM 65 of the Budget Bill

Budget page 164
Budget line No. 23

**For Transportation of Persons Committed to the Youth Authority
From the General Fund**

Amount requested	\$62,985
Estimated to be expended in 1951-52 Fiscal Year	64,106
Decrease (1.7 percent)	\$1,121

RECOMMENDATIONS

Amount budgeted	\$62,985
Legislative Auditor's recommendation	62,985
Reduction	None

ANALYSIS

The amount requested for 1952-53 is less than is estimated to be expended in the 1951-52 Fiscal Year. The expenditure is largely for transportation costs, sheriff's fees and traveling expenses.

We recommend approval as requested.

**Department of Corrections
YOUTH AUTHORITY**

ITEM 66 of the Budget Bill

Budget page 164
Budget line No. 31

For Maintenance of Persons Committed to the Youth Authority and Paroled to the Custody of Private Foster Homes, From the General Fund

Amount requested	\$28,520
Estimated to be expended in 1951-52 Fiscal Year	26,780
Increase (6.5 percent)	\$1,740

RECOMMENDATIONS

Amount budgeted	\$28,520
Legislative Auditor's recommendation	28,520
Reduction	None

ANALYSIS

Since the proposed expenditure is limited by the terms of the appropriation to the function stated above, we recommend approval of the amount requested.

**Department of Corrections
YOUTH AUTHORITY**

ITEM 67 of the Budget Bill

Budget page 164
Budget line No. 42

For Court Costs and County Charges for Trials of Inmates From the General Fund

Amount requested	\$2,500
Estimated to be expended in 1951-52 Fiscal Year	None
Increase	\$2,500

RECOMMENDATIONS

Amount budgeted	\$2,500
Legislative Auditor's recommendation	2,500
Reduction	None

ANALYSIS

This provides for a contingency item that normally will seldom be used. The amount to be appropriated is nominal. The expenditure is sufficiently restricted by the terms of the appropriation. We recommend approval of the request.

**Department of Corrections
YOUTH AUTHORITY**

ITEM 68 of the Budget Bill

Budget page 165
Budget line No. 22

For Support of Forestry Camps, Youth Authority, From the General Fund

Amount requested	\$100,000
Estimated to be expended in 1951-52 Fiscal Year	100,000
Increase	None

RECOMMENDATIONS

Amount budgeted	\$100,000
Legislative Auditor's recommendation	100,000
Reduction	None

ANALYSIS

This item constitutes authorization for the Director of Finance to transfer sufficient funds, not to exceed \$100,000, to defray the expenditures of the forestry camps under the supervision of the Youth Authority until such time as the Youth Authority shall receive reimbursements for services rendered to the Division of Forestry.

We recommend approval.

**Department of Corrections—Youth Authority
FRICOT RANCH SCHOOL FOR BOYS**

ITEM 69 of the Budget Bill

Budget page 172
Budget line No. 7

For Support of Fricot Ranch School for Boys From the General Fund

Amount requested	\$284,892
Estimated to be expended in 1951-52 Fiscal Year	258,477
Increase (10.2 percent)	\$26,415

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$26,333	\$11,189	\$15,144	176	9
Operating expense	3,515	3,515	---	176	10
Equipment	—1,033	—1,033	---	176	11
Less:					
Increased reimburse- ments	—2,400	—2,400	---	176	14
Total increase	\$26,415	\$11,271	\$15,144		

RECOMMENDATIONS

Amount budgeted	\$284,892
Legislative Auditor's recommendation	282,433
Reduction	\$2,459

ANALYSIS

The recommended reduction of \$2,459 consists of the following amounts in the categories indicated:

	Operating expense	Amount	Budget page	Line No.
A. Reduce gross feeding 5 percent	-----	\$2,459	173	46
Total recommended reduction	-----	\$2,459		

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over preceding year	
			Amount	Percent
1944-45	80	\$1,093	---	---
1945-46	99	1,123	\$30	2.7
1946-47	91	1,597	474	42.2
1947-48	92	1,953	356	22.3
1948-49	98	1,963	10	0.5
1949-50	91	2,078	115	5.9
1950-51	105	1,953	-125	-6.0
1951-52	140	1,846	-107	-5.5
1952-53	140	2,035	189	10.2

The total support budget of this facility is scheduled to increase \$26,415, or 10.2 percent. Population at the institution is anticipated to remain unchanged at an average of 140 wards.

This results in the per capita cost going from \$1,846 to \$2,035, an increase of \$189, or 10.2 percent. This will still be below the high figure of \$2,078 reached in 1949-50 at which time, however, the average daily population was only 91 wards.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$196,587. This represents an increase of \$26,333, or 15.5 percent, over the total of \$170,254 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 47.4 established positions	-----	\$7,333
A total of eight proposed new positions costing	-----	26,300
A change in estimated salary savings of	-----	-7,300

Total increase in salaries and wages	-----	\$26,333
--------------------------------------	-------	----------

There are 47.4 presently authorized positions established. The agency is requesting a total of eight proposed new positions. This represents an increase of 16.9 percent in staff as compared to no increase in population at this facility.

Since the population at this facility is scheduled to remain unchanged, the establishment of additional positions at this time might be generally considered to result in an improvement in the existing level of service. However, a careful review of the nature of the proposed positions indicates that several factors, all having work load aspects, are involved in the requests. These factors are appraised in the discussions relative to each proposal.

The following table reflects a comparative measurement of the level of service extended to wards at this facility :

Trend of Level of Service Expressed in Terms of Paid State
Employee Time Per Ward

<i>Fiscal year</i>	<i>Total number employees</i>	<i>Total annual man hours</i>	<i>Population</i>	<i>Level of service †</i>	<i>Increase over preceding year</i>	
					<i>Amount</i>	<i>Percent</i>
1944-45-----	24.0	52,032	80	650.4	---	---
1945-46-----	24.0	52,032	99	526.0	—\$124.4	—19.1
1946-47-----	29.1	63,089	91	693.3	167.3	31.8
1947-48*-----	35.0	61,320	92	666.5	—26.8	—3.9
1948-49-----	36.2	63,422	98	647.2	—19.3	—2.9
1949-50-----	38.9	68,153	91	749.0	101.8	15.7
1950-51-----	40.4	70,781	105	674.1	—74.9	—10.0
1951-52-----	47.4	83,045	140	593.2	—80.9	—12.0
1952-53-----	55.4	97,061	140	693.3	100.1	16.9

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid help per ward.

The foregoing table indicates that for 1952-53 each ward will receive, on the average, the benefit of 693.3 hours of service from paid personnel at this facility. This is 100 hours, or 16.9 percent, more than the level afforded by the staffing pattern during 1951-52.

The 8.2 proposed new positions are shown by function as follows:

<i>Function and positions</i>	<i>Amount</i>	<i>Budget page</i>	<i>Line No.</i>
Support and Subsistence			
1 Dining room assistant-----	\$2,280	173	40
Care and Welfare			
4 Boys' group supervisors-----	12,864	174	29
1 Youth Authority teacher-----	3,216	174	30
Maintenance and Operation of Plant			
1 Carpenter -----	3,720	174	70
1 Painter -----	3,720	174	71
0.2 Temporary help -----	500	174	72
8.2 Total -----	\$26,300		

The recommendations in connection with each of the proposed new positions are stated below:

1 Dining room assistant (Budget page 173, line 40)-----\$2,280

This position is requested in order to provide added supervision over wards engaged in serving and cleaning in the wards' dining room areas.

We recommend approval of the position.

The construction of new facilities at this institution has effected some increase in the general problem of adequate housekeeping because of increased areas. The specific problem of supervising wards in the dining room areas is further complicated by the type of construction provided, where actual visibility from the kitchen area into the dining room area is at a minimum. If this were not so, we believe adequate supervision could be provided by kitchen personnel.

We recommend that a careful analysis of the layout be made and cost estimates be secured to eliminate entirely solid partitions where feasible, and where necessary to replace them with counter-high partitions or install sufficient glass areas to provide adequate visibility of the dining room area from the kitchen.

Such structural changes, and the cost thereof, should be considered on the possible basis of eliminating the necessity for continuance of this position.

The following table presents a measurement of the level of service devoted to custodial supervision at this facility:

Trend of Level of Service in Terms of Paid Custodial Time Per Ward

<i>Fiscal year</i>	<i>Total number custodial employees</i>	<i>Total annual custodial man hours</i>	<i>Population</i>	<i>Level of service †</i>	<i>Increase over preceding year</i>	
					<i>Amount</i>	<i>Percent</i>
1944-45	10.0	21,680	80	271.0	---	---
1945-46	9.0	19,503	99	197.0	-74.0	-27.3
1946-47	10.0	21,680	91	238.2	41.2	20.9
1947-48*	14.1	24,703	92	268.5	30.3	12.7
1948-49	14.9	26,105	98	266.4	-2.1	-0.8
1949-50	16.0	28,032	91	308.0	41.6	15.6
1950-51	18.0	31,536	105	300.3	-7.7	-2.5
1951-52	19.0	33,288	140	237.8	-62.5	-20.8
1952-53	23.0	40,296	140	287.8	50.0	21.0

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from custodial personnel per ward.

The requested addition of four boys' group supervisors to the staff in 1952-53 will result in each ward receiving the benefit of an average of 287.8 hours of custodial supervision. This is 50 hours, or 21 percent, above the level afforded by the 1951-52 staffing pattern for boys' group supervisors.

4 Boys' group supervisors (Budget page 174, line 29)-----\$12,864

Four positions are requested in order to provide double coverage on each of the three 50-boy dormitories during activity hours, particularly evenings and weekends.

Actually five positions would be required for this coverage. However, one existing utility position is to be used to supplement the four requested positions.

We recommend approval of the requested four positions.

While in one sense the addition of these positions may be termed an increase in the existing level of custodial supervision, on the other hand it is acknowledged that providing adequate supervision over 50 boys in the 8 to 15 age group, gathered in one dormitory during evening and recreational hours on weekends, poses something of a work load for one supervisor.

These boys are at a formative age when perhaps the need for supervision and counseling is at its greatest and will have the best chance of doing the most good.

Fricot has consistently had the most economical ratio of supervisors to wards and even with this addition will still be below the ratios currently in effect at some of the other Youth Authority schools.

1 Youth Authority teacher (Budget page 174, line 30)-----\$3,216

This position is requested to permit increasing the average daily attendance of wards in the school program from 60 percent to 69.5 percent for 1952-53.

We recommend approval of the position.

We believe every effort should be made to improve the average daily attendance of wards in school at this particular facility. We believe that with the added classroom facilities to be available that it should be possible to surpass the forecast of 69.5 percent attendance for 1951-52.

1 Carpenter (Budget page 174, line 70)-----\$3,720

1 Painter (Budget page 174, line 71)-----\$3,720

The above two positions are requested in order to provide for proper maintenance on existing and new buildings added to this expanding plant.

We recommend approval of the two requested positions.

Examination of the premises reveals the need for considerable maintenance work even on some of the new buildings only occupied for a short time. A consistent current maintenance program should be followed to avert the necessity for large capital expenditures for deferred maintenance.

Temporary help (Water ditch repairs) (Budget page 174, line 72)---\$500

The above amount is requested to provide standby funds to cover expenditures for such emergency repairs as from time to time become necessary to the ditch line which carries the water supply for the institution.

We recommend approval of the sum requested.

Operating Expenses

Operating expenses are scheduled at \$99,535 for 1952-53. This represents an increase of \$3,515, or 3.7 percent, over the amount of \$96,020 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration -----	\$4,685	\$4,530	—\$155	—3.3
Support and subsistence-----	58,255	58,165	—90	—0.2
Care and welfare-----	9,760	10,130	370	3.8
Maintenance and operation of plant----	19,620	22,555	2,935	15.0
Farming and processing-----	3,700	4,155	455	12.3
Totals -----	\$96,020	\$99,535	\$3,515	3.7

Operating expenses are generally in line with past experience, plus some increased costs.

There is, however, one exception. This occurs in the manner of computing basic ration allowance which determines gross feeding costs.

In line with our comment on this matter in the analysis on Departmental Administration, we recommend that gross feeding costs be reduced from \$49,190 to \$46,731, a reduction of \$2,459, or 5 percent. This will still leave the agency with a generous allowance of 10 percent to cover losses due to inefficiencies and poor management. This factor should be further reduced in recomputing ration allowances in future budgets.

Equipment

Equipment expenditures are scheduled at \$2,730 for 1952-53. This is a decrease of \$1,033, or 27.5 percent, under the amount of \$3,763 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$2,730 requested for equipment, the sum of \$1,127 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 1.4 percent of an equipment investment of \$81,311 on May 31, 1951.

The equipment investment on a per capita basis is \$580.79 per ward.

The request, by function, for replacement equipment is as follows:

Function	1951-52	1952-53	Replacement equipment Increase	
			Amount	Percent
Administration	\$50	---	—\$50	—100.0
Support and subsistence	227	\$348	121	53.3
Care and welfare	250	550	300	120.0
Maintenance and operation of plant	100	79	—21	—21.0
Farming and processing	150	150	---	---
Total	\$777	\$1,127	\$350	45.0

The further sum of \$1,603 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1951-52	1952-53	Additional equipment Increase	
			Amount	Percent
Administration	\$362	\$440	\$78	21.5
Support and subsistence	100	---	---	---
Care and welfare	1,010	400	—610	—60.4
Maintenance and operation of plant	529	763	234	44.2
Farming and processing	985	---	—985	—100.0
Totals	\$2,986	\$1,603	—\$1,383	—46.3

The budget as originally submitted by this facility requested \$11,161 for equipment. A total of \$9,687 was for additional items. The balance of \$1,474 was for replacement items.

Field trips were made to this facility and a personal inspection and appraisal of the equipment requirements was made by staff members of the Legislative Auditor's office. Subsequently, conferences were had with members of the staff of both departmental administration of the Youth Authority and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$9,687 to \$1,603, a saving of \$8,084. Requests for replacement equipment were reduced from \$1,474 to \$1,127, a further saving of \$347, making a total reduction in equipment requests at this facility of \$8,431.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Farming and Processing—Production and Expenditures

	1949-50	1950-51	1951-52	1952-53
Local production consumed	\$2,962	\$3,475	\$5,185	\$6,495
Surplus products sales	---	417	400	400
Total value of production	\$2,962	\$3,892	\$5,585	\$6,895
Salaries and wages	---	---	\$804	\$1,686
Operating expenses	2,392	2,883	3,700	4,155
Total operating costs	\$2,392	\$2,883	\$4,504	\$5,841
Gross operating profit	\$570	\$1,009	\$1,081	\$1,054
Equipment costs	488	278	1,135	150
Annual profit	\$82	\$731	—\$54	\$904

The small agricultural activity at this facility has shown consistent gain in the total value of production over the past three years with a further small gain forecast for 1952-53.

As of January 1, 1952, the position of farm and garden supervisor was transferred on a one-half time basis to the maintenance and operation of plant function. If the time requirements of this position are equally divided in practice, this will result in a more equitable distribution of costs.

Audit Report Comments

A review of the last audit report, dated December 13, 1950, prepared by the Audits Division of the Department of Finance, covering the period July 1, 1949, to June 30, 1950, indicates that there has been some laxity in the recording, through issuance of stock returned reports, of returns of stores to the storehouse.

The audit report further comments on the fact that at the time of the audit, reimbursements receivable for employees service charges amounted to \$848.51 at Fricot. Included in this amount were maintenance charges due from former employees, which have remained uncollected for a year or more.

We concur in the recommendation that aggressive action should be taken to effect recovery on these items. Likewise suitable precautions should be taken to prevent the occurrence of uncollectible service charges.

Department of Corrections—Youth Authority

FRED C. NELLES SCHOOL FOR BOYS

ITEM 70 of the Budget Bill

Budget page 177

Budget line No. 6

For Support of Fred C. Nelles School for Boys From the General Fund

Amount requested	\$724,076
Estimate to be expended in 1951-52 Fiscal Year	721,222
Increase (0.4 percent)	\$2,854

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$6,600	\$3,228	\$3,372	181	41
Operating expense	860	860	---	181	42
Equipment	—4,336	—4,336	---	181	43
Less:					
Increased reimbursements	—270	—270	---	181	46
Total increase	\$2,854	—\$518	\$3,372		

RECOMMENDATIONS

Amount budgeted	\$724,076
Legislative Auditor's recommendation	719,541
Reduction	\$4,535

ANALYSIS

The recommended reduction of \$4,535 consists of the following amounts in the categories indicated:

	Amount	Budget page	Line No.
A. Reduce gross feeding allowance	\$4,535	183	41
Total Recommended Reduction	\$4,535		

Fiscal year	Per Capita Costs		Increase over preceding year	
	Institution population	Per capita cost	Amount	Percent
1943-44	317	\$1,085	---	---
1944-45	313	1,062	—\$23	—2.1
1945-46	319	1,322	260	24.5
1946-47	318	1,546	224	16.9
1947-48	311	1,939	393	25.4
1948-49	306	2,074	135	7.0
1949-50	308	2,041	—33	—1.6
1950-51	307	2,157	116	5.7
1951-52	310	2,326	169	7.8
1952-53	310	2,336	10	0.4

The total support budget of this facility is scheduled to increase \$2,854 or 0.4 percent. Population at the institution is anticipated to average 310 wards, the same as prevailed in 1951-52. This results in the per capita cost going from \$2,326 to \$2,336, an increase of \$10, or 0.4 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$556,382. This represents an increase of \$6,600, or 1.2 percent, over the total of \$549,782 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 137.8 established positions	\$4,912
A total of two proposed new positions costing	6,588
A change in estimated salary savings of	—4,900
Total increase in salaries and wages	\$6,600

There are 137.8 presently authorized positions established. The agency is requesting a total of two proposed new positions. This represents an increase of 1.5 percent in staff as compared to no increase in population at this facility.

The following table reflects a comparative measure of the level of service extended to wards at this facility:

Trend of Level of Service Expressed in Terms of Paid State Employee Time Per Ward

Fiscal year	Total number employees	Total annual man hours	Population	Level of service †	Increase over preceding year	
					Amount	Percent
1943-44	121.0	262,545	317	828.2	---	---
1944-45	118.0	255,824	313	817.3	—10.9	—1.3
1945-46	122.0	264,496	319	829.1	11.8	1.4
1946-47	122.0	264,496	318	831.7	2.6	0.3
1947-48*	137.3	240,550	311	773.4	—58.3	—7.0
1948-49	136.3	238,798	306	780.3	6.9	0.9
1949-50	138.3	242,302	308	786.6	6.3	0.8
1950-51	137.5	240,900	307	784.6	—2.0	—0.2
1951-52	139.0	243,528	310	785.5	0.9	0.1
1952-53	139.8	244,930	310	790.0	4.5	0.6

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid help per ward.

The foregoing table indicates that for 1952-53 each ward will receive on the average the benefit of 790 hours of service from paid personnel at

this facility. This is 4.5 hours, or 0.6 percent, above the level afforded by the staffing pattern during 1951-52.

The table further indicates that this institution apparently did a good job of absorbing in total personnel, to a large degree, the impact of the 40-hour week from 1947-48 to date. This is reflected in the fact that with 122 employees in 1946-47, the level of service for 318 wards stood at 831.7 hours per ward, while in 1947-48, after the 40-hour week became effective, the level for 311 wards dropped to 773.4 hours, a decrease of 7 percent.

The two proposed new positions are shown by function as follows:

Function and positions	Amount	Budget page	Line No.
Support and Subsistence			
1 Supervising cook I-----	\$3,372	178	55
Care and Welfare			
1 Instructor in general shop-----	3,216	179	75
2 -----Total	\$6,588		

The recommendations in connection with each of the proposed new positions are stated below. A letter precedes each recommended deletion and denotes the particular item listed in the tabulation of all recommended reductions as set forth at the beginning of the analysis of this budget item.

1 *Supervising cook (Budget page 178, line 55)*-----\$3,372

This position was requested in 1951-52 but deleted by the Department of Finance. It is now requested in order to provide full relief coverage for existing culinary positions.

The present kitchen is operated 14 hours per day comprising two shifts. Shifts are from 4 a.m. to 12 noon and from 10 a.m. to 6 p.m. Thus one cook is on duty at all times except during the overlap of shifts between 10 a.m. and 12 noon when two cooks are on duty. Supervision is provided by the present supervising cook.

In order to provide full coverage, including relief, each seven-day post requires 1.6 positions. Thus it is apparent that full coverage including relief for two cooks and one supervising cook will require 4.8 positions. On the foregoing basis, an additional 0.8 of a cooking position is justifiable since at present the institution has 1 supervising cook, three cooks, and one baker. In the past the institution has operated on the basis of not providing full supervision coverage on a relief basis plus the accumulation of excessive overtime on the part of some of the presently authorized cooking positions.

We recommend approval of the position.

1 *Instructor in general shop (Budget page 179, line 75)*-----\$3,216

This position is requested in order to set up a class in general shop orientation. It is proposed to abolish the presently existing position of institution printer and substitute the shop program. Undoubtedly this latter type of prevocational instruction will have greater appeal and prove of more value to a larger proportion of the ward population.

We recommend approval of the position.

The following table presents a measurement of the level of service devoted to custodial supervision at this facility:

Trend of Level of Service in Terms of Paid Custodial Time Per Ward

Fiscal year	Total number custodial employees	Total annual custodial man hours	Population	Level of service †	Increase over preceding year	
					Amount	Percent
1943-44-----	42.0	91,056	317	287.2	---	---
1944-45-----	42.0	91,056	313	290.9	3.7	1.3
1945-46-----	43.0	93,224	319	292.2	1.3	0.4
1946-47-----	42.6	92,357	318	290.4	-1.8	-0.6
1947-48*-----	50.1	87,775	311	282.2	-8.2	-2.8
1948-49-----	55.9	97,937	306	320.1	37.9	13.4
1949-50-----	60.0	105,120	308	341.3	21.2	6.6
1950-51-----	58.5	102,492	307	333.8	-7.5	-2.2
1951-52-----	60.0	105,120	310	339.1	5.3	1.6
1952-53-----	60.0	105,120	310	339.1	---	---

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from custodial personnel per ward.

The foregoing table illustrates that a fairly substantial enrichment in the level of custodial service has taken place since 1947-48, the fiscal period in which the 40-hour week became effective. Prior to that time, in 1946-47, the level of custodial service stood at 290.4 hours per ward. Since then it has progressed to 339.1 hours per ward, an increase of 48.7 hours, or 16.8 percent.

Appraising the same factor from the standpoint of total annual man-hours available for custody purposes, we note that in the same period this has increased from 92,357 to 105,120, an increase of 12,763 hours, or 13.8 percent.

Operating Expenses

Operating expenses are scheduled at \$173,730 for 1952-53. This represents an increase of \$860, or 0.5 percent, over the amount of \$172,870 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration-----	\$9,160	\$9,210	\$50	0.5
Support and subsistence-----	108,540	106,670	-1,870	-1.7
Care and welfare-----	12,140	15,190	3,050	25.1
Maintenance and operation of plant-----	35,500	36,580	1,080	3.0
Farming and processing-----	7,530	6,080	-1,450	-19.3
Totals-----	\$172,870	\$173,730	\$860	0.5

Pursuant to our comments on computation of rations allowance stated under analysis of Departmental Administration, *we recommend a reduction of \$4,535 in operating expenses for gross feeding.*

Operating expenses are otherwise generally in line. The major increase under the care and welfare function is due to expenses necessary to operate the new program in general shop.

Equipment

Equipment expenditures are scheduled at \$13,314 for 1952-53. This is a decrease of \$4,336, or 24.6 percent less than the amount of \$17,650 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$13,314 requested for equipment, the sum of \$6,999 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 2.8 percent of an equipment investment of \$251,423 on May 31, 1951.

The equipment investment on a per capita basis is \$811 per ward.

The request, by function, for replacement equipment is as follows:

Function	1951-52	1952-53	Replacement equipment	
			Amount	Percent
Administration	\$100	\$677	\$577	577.0
Support and subsistence	12,560	1,947	—10,613	—84.5
Care and welfare	2,060	2,150	90	4.4
Maintenance and operation of plant	1,267	1,775	508	40.1
Farming and processing	100	450	350	350.0
Totals	\$16,087	\$6,999	—\$9,088	—56.5

The further sum of \$6,315 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1951-52	1952-53	Additional equipment	
			Amount	Percent
Administration	\$50	\$50	—	—
Support and subsistence	450	175	—\$275	—61.1
Care and welfare	795	5,615	4,820	606.3
Maintenance and operation of plant	218	425	207	95.0
Farming and processing	50	50	—	—
Totals	\$1,563	\$6,315	\$4,752	304.0

The large increase in equipment for the care and welfare function is almost entirely due to items necessary to equip for the new vocational course in general shop.

The budget, as originally submitted by this facility, requested \$20,124 for equipment. A total of \$7,425 was for additional items. The balance of \$12,699 was for replacement items.

Field trips were made to this facility and a personal inspection and appraisal of the equipment requirements was made by staff members of the Legislative Auditor's Office. Subsequently, conferences were had with members of the staff of both departmental administration of the Youth Authority and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$7,425 to \$6,315, a saving of \$1,110. Requests for replacement equipment were reduced from \$12,699 to \$6,999, a further saving of \$5,700, making a total reduction in equipment requests at this facility of \$6,810.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Farming and Processing—Production and Expenditures

	1949-50	1950-51	1951-52	1952-53
Local production consumed.....	\$11,187	\$10,789	\$10,690	\$10,690
Surplus products sales.....	2,425	1,478	---	---
Total value of production.....	\$13,612	\$12,267	\$10,690	\$10,690
Salaries and wages.....	\$7,260	\$8,437	\$8,196	\$8,196
Operating expenses.....	7,866	7,179	7,530	6,080
Total operating costs.....	\$15,126	\$15,616	\$15,726	\$14,276
Gross operating profit.....	\$1,514	\$3,349	\$5,036	\$3,586
Equipment costs.....	752	414	150	500
Annual profit.....	—\$2,266	—\$3,763	—\$5,186	—\$4,086

The farming and processing function leaves much to be desired from a strict appraisal on the basis of a sound fiscal policy.

If the function has enough potential farming activity attached to it that it warrants the employment of both a head farmer and a vegetable gardener who in turn have available to them additional labor from a pool of 310 boys up to 16 years of age, we can see no reason why the gross value of production should not at least equal the annual costs attached to the operation. However, the contrary is true. From the above table it is evident this activity is scheduled to sustain an operating loss of \$4,086 during 1952-53. Sometimes justification for such losses is made on the ground that the farming program has therapeutic value. Basically, the program, in our opinion, should be a training and educational program, and as such it should teach some of the fundamentals of good farm operation and management. We believe that these objectives can be obtained and still not encounter such losses.

We believe the function should receive a careful analysis by both the Youth Authority and the Department of Finance in order to place it on a more favorable financial basis.

Department of Corrections—Youth Authority
PASO ROBLES SCHOOL FOR BOYS

ITEM 71 of the Budget Bill

Budget page 182
Budget line No. 7

For Support of Paso Robles School for Boys From the General Fund

Amount requested.....	\$312,896
Estimated to be expended in 1951-52 Fiscal Year.....	300,727
Increase (4 percent).....	\$12,169

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages.....	\$12,121	\$5,689	\$6,432	185	71
Operating expense.....	—1,645	—1,645	---	185	72
Equipment.....	1,203	1,203	---	185	73
Plus:					
Decreased reimburse- ments.....	490	490	---	185	76
Total increase.....	\$12,169	\$5,737	\$6,432		

RECOMMENDATIONS

Amount budgeted	\$312,896
Legislative Auditor's recommendation	304,051
Reduction	\$8,845

ANALYSIS

The recommended reduction of \$6,432 consists of the following amounts in the categories indicated:

	Salaries and wages	Amount	Budget page	Line No.
A. 2 Boys' group supervisors		\$6,432	184	27
Reduction in salaries and wages: Total		\$6,432		
Operating expense				
B. Reduce gross feeding costs 5 percent		\$2,413	183	40
Reduction in operating expense: Total		\$2,413		
Total recommended reduction		\$8,845		

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over preceding year	
			Amount	Percent
1947-48	46	\$2,465	---	---
1948-49	97	2,312	—\$153	—6.2
1949-50	127	2,004	—308	—13.3
1950-51	137	1,996	—8	—0.4
1951-52	135	2,228	232	11.6
1952-53	135	2,318	90	4.0

The total support budget of this facility is scheduled to increase \$12,169, or 4 percent. Population at the institution is anticipated to average 135 wards. This is the same figure as prevailed in 1951-52.

This results in the per capita cost going from \$2,228 to \$2,318, an increase of \$90, or 4 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$219,069. This represents an increase of \$12,121, or 5.9 percent, over the total of \$206,948 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 55.2 established positions	\$8,933
A total of four proposed new positions costing	12,288
A change in estimated salary savings of	—9,100
Total increase in salaries and wages	\$12,121

There are 55.2 presently authorized positions established. The agency is requesting a total of four proposed new positions. This represents an increase of 7.2 percent in staff as compared to no increase in population at the facility.

The following table reflects a comparative measure of the level of service extended to wards at this facility.

Trend of Level of Service Expressed in Terms of Paid State
Employee Time Per Ward

<i>Fiscal year</i>	<i>Total number employees</i>	<i>Total annual man-hours</i>	<i>Population</i>	<i>Level of service †</i>	<i>Increase over preceding year</i>	
					<i>Amount</i>	<i>Percent</i>
1947-48 * -----	19.2	33,638	46	731	---	---
1948-49 -----	43.1	75,511	97	778	47	6.4
1949-50 -----	50.5	88,476	127	697	-81	-10.4
1950-51 -----	54.2	94,958	137	693	-4	-0.5
1951-52 -----	55.2	96,710	135	716	23	3.3
1952-53 -----	59.2	103,718	135	768	52	7.3

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid help per ward.

The foregoing table indicates that for 1952-53 each ward will receive on the average the benefit of 768 hours of service from paid personnel at this facility. This is 52 hours, or 7.3 percent, above the level afforded by the staffing pattern during 1951-52.

The four proposed new positions are shown by function as follows:

Function and positions	Amount	Budget page	Line No.
Care and welfare			
Custodial and personal care			
2 Boys' group supervisors -----	\$6,432	184	27
Education and religion			
1 Youth Authority teacher -----	3,216	184	29
Maintenance and operation			
1 Groundsman and flower gardener -----	2,640	184	69
4 Total -----	\$12,288		

The recommendations in connection with each of the proposed new positions are stated below. A letter precedes each recommended deletion and denotes the particular item listed in the tabulation of all recommended reductions as set forth at the beginning of the analysis of this budget item.

A. 2 Boys' group supervisors (Budget page 184, line 27) ----- \$6,432

These two positions are requested in order to provide an increased level of custodial service at the segregation unit at this facility. The requested positions will provide for two supervisors instead of one during the afternoon and evening hours at this unit.

We recommend deletion of the requested positions.

There is no material change in the contemplated operation of this facility during the coming budget year. For the past two years the population has remained practically static. In fact, both the 1951-52 and the 1952-53 population figures are below that actually experienced in 1950-51. We believe that any increase in custodial supervision is therefore not justifiable at this time and should be deferred until there is a material increase in population at the facility or until the move is made into new facilities where different physical conditions may dictate personnel increases.

The following table presents a measurement of the level of service devoted to custodial supervision at this facility:

Trend of Level of Service in Terms of Paid Custodial Time Per Ward

Fiscal year	Total number custodial employees	Total annual custodial man-hours	Population	Level of service †	Increase over preceding year	
					Amount	Percent
1947-48 * -----	7.8	13,666	46	297	--	--
1948-49 -----	20.8	36,442	97	376	79	26.6
1949-50 -----	24.0	42,048	127	331	—45	—12.0
1950-51 -----	27.0	47,304	137	345	14	4.2
1951-52 -----	28.0	49,056	135	363	18	5.2
1952-53 -----	30.0	52,560	135	389	26	7.2

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from custodial personnel per ward.

The foregoing table illustrates that each year, except 1949-50, a consistent improvement in the level of custodial coverage has been made at this facility. The exception in 1949-50 occurred as a result of a substantial population increase bringing the average population close to capacity and in line with prior increases already made in the staffing pattern.

In 1952-53, the budget as presented, will provide that each ward will receive on the average the benefit of 389 hours of custodial supervision. This is 26 hours, or 7.2 percent, more than the 363 hours that were afforded by the custodial staffing pattern during 1951-52.

Again, we believe that in view of static population this increase should be deferred for consideration when the move is made into new facilities.

1 Youth Authority teacher (Budget page 184, line 29) ----- \$3,216

This position is requested in order to increase the enrollment in the academic program at this facility. At present a total of 4 teachers and one athletic coach and instructor are provided for 135 wards.

We recommend approval of the requested position.

This will provide a total of 5 teachers and one athletic instructor for 135 wards or an over-all average of 1 instructor to each 22.5 wards. With the age group at this facility (14-16 years) there is need to place emphasis upon extending the opportunities for added educational advancement.

1 Groundsman and flower gardener (Budget page 184, line 69) ---\$2,640

This position is requested at this time in order to provide preparatory services for doing the ultimate landscaping and grounds maintenance around the new facilities now under contract.

We recommend approval of the position.

Properly utilized this position will afford the opportunity for instruction in plant nursery methods and propagation of plants. As such it will have some vocational training possibilities and should also provide the necessary plants for landscaping the premises at a considerable monetary saving. Upon completion of the landscaping program it will be the position in charge of lawn and grounds maintenance.

Operating Expenses

Operating expenses are scheduled at \$97,060 for 1952-53. This represents a decrease of \$1,645, or 1.7 percent, less than the amount of \$98,705 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration	\$5,040	\$5,255	\$215	4.3
Support and subsistence	61,510	59,840	—1,670	—2.7
Care and welfare	8,305	8,585	280	3.4
Maintenance and operation of plant	17,900	18,640	740	4.1
Farming and processing	5,950	4,740	—1,210	—20.3
Totals	\$98,705	\$97,060	—\$1,645	—1.7

B. In line with our comments under Departmental Administration on the basis used for computation of the ration allotment, *we recommend that the allowance for gross feeding be reduced from \$48,260 to \$45,847, a reduction of \$2,413 or 5 percent.* This will still leave a 10 percent allowance for poor management and inefficiencies. This factor should be further reduced in future food computations.

Equipment

Equipment expenditures are scheduled at \$4,917 for 1952-53. This is an increase of \$1,203, or 32.4 percent, over the amount of \$3,714 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$4,917 requested for equipment, the sum of \$2,777 is for replacement of items deemed obsolete or no longer serviceable.

The request, by function, for replacement equipment is as follows:

Function	1951-52	1952-53	Replacement equipment Increase	
			Amount	Percent
Administration	\$100	\$100	—	—
Support and subsistence	225	313	\$88	39.1
Care and welfare	350	650	300	85.7
Maintenance and operation of plant	1,670	1,499	—171	—10.2
Farming and processing	215	215	—	—
Total	\$2,560	\$2,777	\$217	8.5

The further sum of \$2,140 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1951-52	1952-53	Additional equipment Increase	
			Amount	Percent
Administration	\$114	\$483	\$396	323.7
Support and subsistence	100	25	—75	—75.0
Care and welfare	100	685	585	585.0
Maintenance and operation of plant	690	872	182	26.4
Farming and processing	150	75	—75	—50.0
Totals	\$1,154	\$2,140	\$986	85.4

The budget as originally submitted by this facility requested \$16,995 for equipment. A total of \$14,100 was for additional items. The balance of \$2,895 was for replacement items.

Field trips were made to this facility and a personal inspection and appraisal of the equipment requirements was made by staff members of the Legislative Auditor's Office. Subsequently, conferences were had with members of the staff of both departmental administration of the Youth Authority and the Department of Finance. As a result, equipment

requests were carefully reviewed and the request for additional equipment was reduced from \$14,100 to \$2,140, a saving of \$11,960. Requests for replacement equipment were reduced from \$2,895 to \$2,777, a further saving of \$118, making a total reduction in equipment requests at this facility of \$12,078.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Farming and Processing—Production and Expenditures

	1949-50	1950-51	1951-52	1952-53
Local production consumed	\$1,780	\$3,962	\$4,500	\$4,500
Surplus products sales	---	239	300	300
Total value of production	\$1,780	\$4,201	\$4,800	\$4,800
Salaries and wages	\$2,952	\$2,850	\$1,628	\$1,707
Operating expenses	2,565	4,314	5,950	4,740
Total operating costs	\$5,517	\$7,164	\$7,578	\$6,447
Gross operating loss	\$3,737	\$2,963	\$2,778	\$1,647
Equipment costs	83	162	365	290
Annual loss	\$3,820	\$3,125	\$3,143	\$1,937

The farming operation at this facility is far from satisfactory from a fiscal standpoint when the gross value of production of \$4,800 for 1952-53 exceeds operating expenses by only \$60, and is, in fact, \$1,647 in the red when only salaries and wages and operating expenses are considered.

We reiterate our comments of previous years that more effort should be made to place these activities on a sounder financial plane.

It is to be noted that some improvement is contemplated over the past four fiscal periods shown in the table. However, we believe that four years is long enough in which to eliminate the loss, not merely reduce it.

Audit Report Comments

A review of the last audit report, dated December 12, 1950, prepared by the Audits Division of the Department of Finance, covering the period July 1, 1949, to June 30, 1950, indicates that the Audits Division has 14 recommendations to make as a result of their examination of the operations of the agency.

These recommendations are as follows:

"1. The agency has partially complied with our previous recommendation that monthly reconciliations of subsidiary records to control accounts be prepared, but has not effected reconciliations of the file of unpaid stock received reports nor of the inmates trust ledger. We again recommend monthly reconciliations of all subsidiary records.

"2. The file of open estimates was not in agreement with the unliquidated encumbrance account in the control ledger. We recommend that effort be made to locate the differences and effect a reconciliation.

"3. We recommend that the agency be guided by provisions of the Manual for Uniform System of Accounts as revised by Department of Finance circular letter P-49-48 dated October 1, 1949, regarding quarterly adjustments of estimated reimbursements.

"4. The cash state balance at June 30, 1950, contained \$40 of cash trust and \$7.40 of inmates welfare funds which had been deposited in error in the cash state bank account. No bank account for the welfare fund has been opened with the State Treasurer. It is recommended that this account be established and that cash state checks covering the erroneous deposits be drawn and deposited in the proper bank accounts.

"5. We recommend that the bookkeeper make a special effort to establish accountability for the pay roll revolving fund to insure reimbursement for all unreimbursed items.

"6. We repeat the recommendation of our previous examination that stop-payment notices be issued on all checks outstanding more than six months and that the proceeds of such checks be remitted to the Special Deposit Fund in State Treasury.

"7. The accounting for meal coupons was not entirely satisfactory. It is recommended that a separate register for each type of coupon be maintained and that all sales, whether paid by cash or by pay roll deduction, be entered in the registers.

"8. Authorizations for overtime and compensating time off have not been prepared and approved in advance of the time overtime is worked or time off taken. We recommend that the agency comply with State Personnel Board rules and regulations regarding this matter.

"9. We recommend that the bookkeeper analyze uncleared collections at the close of each month and effect prompt clearance of all items whose disposition can be established.

"10. Records for property and equipment have not been established. This situation was reported at the time of our previous examination. We again recommend that the physical inventory which is still in progress be completed at the earliest possible date and that property records be established.

"11. We recommend that authority be secured for the confiscation of money found in possession of inmates subsequent to the date of admission or that all moneys heretofore confiscated be deposited in the inmates' trust accounts.

"12. Registers of cash receipts and disbursements have not been maintained for the inmates welfare fund nor were disbursements supported by vouchers. We recommend that all disbursements be supported by proper vouchers and that the necessary receipt and disbursement registers be maintained.

"13. Properly signed inventory statements should be attached to each envelope containing inmates personal property.

"14. Canteen operations subsequent to June 30, 1950, are financed from personal funds of the head boys group supervisor. We recommend that this method of financing be discontinued. It is suggested that all goods be purchased from one local establishment to secure the lowest prices for quantity purchases. Orders for goods should be taken in advance from inmates at cost prices, and the cash trust check drawn in favor of the vendor shall be charged against the individual inmates' trust accounts."

We believe that the large number of exceptions noted, although some are relatively minor, indicates a condition that warrants paying special attention to correcting the deficiencies noted.

Department of Corrections—Youth Authority
PRESTON SCHOOL OF INDUSTRY

ITEM 72 of the Budget Bill

Budget page 186
Budget line No. 7

For Support of Preston School of Industry From the General Fund

Amount requested	\$1,382,682
Estimated to be expended in 1951-52 Fiscal Year	1,371,891
Increase (0.8 percent)	\$10,791

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$10,948	—\$1,076	\$12,024	192	37
Operating expense	—1,395	—1,395	---	192	38
Equipment	—1,002	—1,002	---	192	39
Plus:					
Decreased reimbursements	2,240	2,240	---	192	42
Total increase	\$10,791	—\$1,233	\$12,024		

RECOMMENDATIONS

Amount budgeted	\$1,382,682
Legislative Auditor's recommendation	1,358,852
Reduction	\$23,830

ANALYSIS

The recommended reduction of \$23,830 consists of the following amounts in the categories indicated:

	Salaries and wages	Amount	Budget page	Line No.
A. 2 Placement officers		\$8,808	187	41
B. 1 Cook		3,216	191	16
Reduction in salaries and wages: Total		\$12,024		
Operating expense				
C. Reduce gross feeding 5 percent		\$11,806	191	22
Total recommended reduction		\$23,830		

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over preceding year	
			Amount	Percent
1943-44	692	\$948	---	---
1944-45	676	960	\$12	1.3
1945-46	626	1,220	260	27.1
1946-47	568	1,622	402	33.0
1947-48	643	1,787	165	10.2
1948-49	601	2,040	253	14.2
1949-50	618	2,000	—40	—2.0
1950-51	655	1,933	—67	—3.4
1951-52	650	2,111	178	9.2
1952-53	650	2,127	16	0.8

The total support budget of this facility is scheduled to increase \$10,791, or 0.8 percent. Population at the institution is anticipated to average 650 wards, the same as scheduled for 1951-52. This results in the per capita cost going from \$2,111 to \$2,127, an increase of \$16 or 0.8 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$1,029,659. This represents an increase of \$10,948, or 1.1 percent, over the total of \$1,018,711 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 261.5 established positions	\$10,624
A total of 3.1 proposed new positions costing	12,424
A change in estimated salary savings of	—12,100

Total increase in salaries and wages \$10,948

There are 261.5 presently authorized positions established. The agency is requesting a total of 3.1 proposed new positions. This represents an increase of 1.1 percent in staff as compared to no increase in population at this facility.

The following table reflects a comparative measure of the level of service extended to wards at this facility.

Trend of Level of Service Expressed in Terms of Paid State
Employee Time Per Ward

Fiscal year	Total number employees	Total annual man-hours	Population	Level of service †	Increase over preceding year Amount	Percent
1943-44	205.0	444,440	692	642	---	---
1944-45	202.0	437,936	676	648	6	0.9
1945-46	210.0	455,280	626	727	79	12.2
1946-47	228.5	495,388	568	872	145	20.0
1947-48*	252.2	441,854	643	687	—185	—21.2
1948-49	268.0	469,536	601	781	94	13.7
1949-50	260.6	456,571	618	739	—42	—5.4
1950-51	257.2	450,614	655	688	—51	—6.9
1951-52	263.5	461,652	650	710	22	3.2
1952-53	264.5	463,404	650	713	3	0.4

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid help per ward.

The foregoing table indicates that for 1952-53 each ward will receive on the average the benefit of 713 hours of service from paid personnel at this facility. This is three hours, or 0.4 percent, above the level afforded by the staffing pattern during 1951-52.

The 3.1 proposed new positions are shown by function as follows:

Function and positions	Amount	Budget page	Line No.
Administration			
2 Placement officers II	\$8,808	187	41
Care and Welfare			
0.1 Temporary help (military leave)	400	188	19
Plant Operation and Management			
Subsistence and Housekeeping			
1 Cook	3,216	191	16
3.1	Total	\$12,424	

The recommendations in connection with each of the proposed new positions are stated below. A letter precedes each recommended deletion and denotes the particular item listed in the tabulation of all recommended reductions as set forth at the beginning of the analysis of this budget item.

A. 2 Placement officers II (Budget page 187, line 41)-----\$8,808

The above two positions are requested in order to improve the level of service in the classification procedure at Preston. It is contemplated that the positions will work directly under the senior clinical psychologist.

We recommend deletion of the two proposed positions.

The allowance of these positions will not only set a new level of service for Preston, but in fact set a new pattern of staffing that may well be requested at all other Youth Authority facilities. We believe that policy matters of this kind should be presented on a department-wide basis and not piecemeal in order that total potential costs may be evaluated in terms of probable returns in rehabilitation.

The justification for these positions states the work load in terms of the following duties.

- (a) Study every case transferred into the Preston School.
- (b) Present it to the Classification Committee.
- (c) Follow the case through every phase of the training program school and/or trade assignments, comparing activities including sports.
- (d) Prepare all summaries and progress reports for the Youth Authority.
- (e) Present all cases to the Youth Authority Board.

A careful examination of each of the foregoing items of work load indicates that all of the processes stated are now being followed by established personnel. Merely establishing one more link in the chain of review would not seem to contribute significantly to the program of rehabilitation. We cannot concur in the basis for the request.

0.1 Temporary help, military leave (Budget page 188, line 19)-----\$400

The above allowance is requested to provide for custodial relief while employees are on annual military leave as provided for in the Veterans Code. We recommend approval of the request.

B. 1 Cook (expires June 30, 1953) (Budget page 191, line 16)-----\$3,216

This position is requested on the basis that it will provide vacation and regular relief for the cooks in both the wards' and employees' kitchens. In addition, it will allow for the preparation of two meals per day at the farm cottage with one meal to be prepared in the main kitchen and transported to the farm. It is also stated that at the time the diagnostic clinic is moved to Sacramento the kitchen at the farm cottage will no longer be operated and this position will not be needed.

We recommend deletion of the position.

This institution already has nine cooks, plus a butcher, kitchen helper, and a boys' group supervisor assigned to the feeding function with a population of 650 wards for 1952-53, which is the same figure as 1951-52 and five wards less than actually experienced in 1950-51.

By comparison, the Vocational Institution at Lancaster with a population of 555 has only six cooks, plus a butcher and food manager.

The actual distribution of personnel in the feeding function by facility in the Youth Authority is shown in the following table on the basis of actual experience during the Fiscal Year 1950-51.

Personnel in Feeding Function—Youth Authority Facilities 1950-51

Facility	Population	No. of Cooks	No. of other feeding personnel	Total personnel in feeding
Fricot	105	3.9	3.1	7.0
Fred C. Nelles	307	4.0	4.5	8.5
Paso Robles	137	3.0	2.1	5.1
Preston	655	9.0	3.0	12.0
Los Guilucos	117	4.0	1.0	5.0
Ventura*	181	11.0	1.0	12.0

* Not comparable because of cottage type of operation.

We direct particular attention to the statement made in the justification submitted in support of this position. The agency states: "This position will provide vacation and regular relief for the cooks in both the wards and employees kitchen and will allow for the preparation of two meals per day at the farm cottage, with one meal to be prepared in the main kitchen and transported to the farm."

In other words, even if the requested position were allowed, the agency still contemplates the preparation of one meal in the main kitchen and transporting it to the farm. We see no reason why if one meal can be transported to the farm cottage, all three meals cannot be transported there. We fail to see any logical justification in employing an additional cook at \$3,216 per year in order to be able to cook two meals per day for only 45 boys at a location removed from the main cooking facilities. Custodial supervision is already provided for the boys at the farm cottage, and this same supervision is available to control the serving of food transported to the farm cottage.

Attention is also directed to the fact that the slaughter house at this facility has been condemned. As a result all of the slaughtering is now done on a contract basis in Jackson instead of at the institution. The budget already provides for a butcher. This position is used to do all of the slaughtering as well as the meat cutting. With the elimination of the slaughtering activity, extra time should be available from this position for supervision in the kitchen.

We also question the necessity of starting operations in the kitchen at 3.30 a.m. This is approximately an hour earlier than at Nelles, for example.

The following table presents a measurement of the level of service devoted to custodial supervision at this facility:

Trend of Level of Service in Terms of Paid Custodial Time Per Ward

Fiscal year	Total number custodial employees	Total annual custodial man hours	Population	Level of service †	Increase over preceding year Amount	Percent
1943-44	92.0	199,456	692	288	---	---
1944-45	94.0	203,792	676	301	13	4.5
1945-46	93.0	201,624	626	322	21	7.0
1946-47	98.2	212,898	568	375	53	16.5
1947-48*	121.5	212,868	643	331	-44	-11.7
1948-49	129.0	226,008	601	376	45	13.6
1949-50	124.0	217,248	618	352	-24	-6.4
1950-51	124.1	217,423	655	332	-20	-5.7
1951-52	128.0	224,256	650	345	13	4.0
1952-53	128.0	224,256	650	345	---	---

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from custodial personnel per ward.

The level of custodial coverage is indicated by the above table to have reached a fairly even base during the past few years. Some increase took place during 1951-52 as a result of added patrol riders on the fence to minimize and reduce an adverse escape experience.

Operating Expenses

Operating expenses are scheduled at \$391,670 for 1952-53. This represents a decrease of \$1,395, or 0.4 percent, under the amount of \$393,065 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration	\$15,350	\$16,440	\$1,090	7.1
Care and welfare	3,430	3,610	180	5.2
Medical care	12,230	12,230	—	—
Training and guidance	10,130	12,830	2,700	26.7
Maintenance and operation of plant	94,360	99,440	5,080	5.4
Subsistence and housekeeping	213,580	208,930	—4,650	—2.2
Farming and processing	43,985	38,190	—5,795	—13.2
Totals	\$393,065	\$391,670	—\$1,395	—0.4

Operating expenses are generally in line with requirements and changing cost factors.

C. We recommend a reduction of five percent in gross feeding costs in accordance with our comments under Departmental Administration on the computation of ration allowances. This will still leave the agency with a 10 percent margin to cover poor management and inefficiencies. This factor should be further reduced in subsequent food and ration allowances.

Equipment

Equipment expenditures are scheduled at \$20,393 for 1952-53. This is a decrease of \$1,002, or 4.7 percent, under the amount of \$21,395 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$20,393 requested for equipment, the sum of \$17,578 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 2.8 percent of an equipment investment of \$620,096 on May 31, 1951. The equipment investment on a per capita basis is \$954 per ward.

The request, by function, for replacement equipment is as follows:

Function	1951-52	1952-53	Replacement equipment	
			Amount	Percent
Administration	\$664	\$665	\$1	0.1
Care and welfare	75	309	234	312.0
Medical care	200	941	741	370.5
Training and guidance	2,368	5,511	3,143	132.7
Maintenance and operation of plant	3,100	3,431	331	10.7
Subsistence and housekeeping	9,430	4,191	—5,239	—55.5
Farming and processing	2,850	2,530	—\$320	—11.2
Totals	\$18,687	\$17,578	—\$1,109	—5.9

The further sum of \$2,815 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1951-52	1952-53	Additional equipment	
			Amount	Percent
Administration	\$933	\$576	—\$357	—38.3
Care and welfare	75	75	—	—
Medical care	250	369	119	47.6
Training and guidance	750	842	92	12.3
Maintenance and operation of plant	250	463	213	85.2
Subsistence and housekeeping	400	200	—200	—50.0
Farming and processing	50	290	240	480.0
Totals	\$2,708	\$2,815	\$107	4.0

The budget as originally submitted by this facility requested \$74,139 for equipment. A total of \$13,099 was for additional items. The balance of \$61,040 was for replacement items.

Field trips were made to this facility and a personal inspection and appraisal of the equipment requirements was made by staff members of the Legislative Auditor's Office. Subsequently, conferences were had with members of the staff of both departmental administration of the Youth Authority and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$13,099 to \$2,815, a saving of \$10,284. Requests for replacement equipment were reduced from \$61,040 to \$17,578, a further saving of \$43,462, making a total reduction in equipment requests at this facility of \$53,746.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Farming and Processing—Production and Expenditures				
	1949-50	1950-51	1951-52	1952-53
Local production consumed	\$89,620	\$101,448	\$95,000	\$95,000
Surplus products sales	4,264	7,816	4,500	4,500
Total value of production	\$93,884	\$109,264	\$99,500	\$99,500
Salaries and wages	\$32,678	\$34,661	\$36,507	\$37,126
Operating expenses	36,419	38,020	43,985	38,190
Total operating costs	\$69,097	\$72,681	\$80,492	\$75,316
Gross operating profit	\$24,787	\$36,583	\$19,008	\$24,184
Equipment costs	7,867	6,094	2,900	2,820
Annual profit	\$16,920	\$30,489	\$16,108	\$21,364

The farming and processing function at this facility reflects an anticipated improvement in 1952-53 over current experience in 1951-52. However, it is still substantially below the 1950-51 level. Careful management may permit some basic improvement over forecasts.

Audit Report Comments

A review of the last audit report dated December 8, 1950, prepared by the Audits Division of the Department of Finance, covering the period July 1, 1949, to June 30, 1950, indicates that the Audits Division has 13 recommendations to make as a result of their examination of the operations of the agency.

The more significant of these recommendations are as follows:

"1. Determination be made as to whether, under existing pay scales and Board of Control rules, commissary privileges may be extended to employees and officers other than superintendent.

"2. Direct deliveries of stores be held to a minimum consistent with efficient administration.

"3. Purchases for direct delivery be initiated only by properly authorized requisition; receipt of goods be authenticated by the storekeeper and copy of stock received report be sent to the accounting officer immediately.

"4. Action be taken to dispose promptly of claims against vendors for damaged or short deliveries.

"5. Aggressive action be taken to collect the unpaid abatements receivable.

"6. More care be taken in recording attendance date affecting cumulative record of vacation, sick leave, overtime and compensating time off."

We recommend that the agency undertake to correct the above-noted audit exceptions.

**Department of Corrections—Youth Authority
LOS GUILUCOS SCHOOL FOR GIRLS**

ITEM 73 of the Budget Bill

Budget page 193
Budget line No. 7

For Support of Los Guilucos School for Girls From the General Fund

Amount requested	\$435,773
Estimated to be expended in 1951-52 Fiscal Year	313,030
Increase (39.2 percent)	\$122,743

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$78,643	\$73,081	\$5,562	197	33
Operating expense	44,565	44,565	---	197	34
Equipment	1,225	1,225	---	197	35
Less:					
Increased reimbursements	1,690	1,690	---	197	38
Total increase	\$122,743	\$117,181	\$5,562		

RECOMMENDATIONS

Amount budgeted	\$435,773
Legislative Auditor's recommendation	426,790
Reduction	\$8,983

ANALYSIS

The recommended reduction of \$8,983 consists of the following amounts in the categories indicated:

	Salaries and wages	Amount	Budget page	Line No.
A. 1 Assistant supervising institution cook	-----	\$3,372	194	54
B. 1 Kitchen helper	-----	2,280	194	56
Reduction in salaries and wages: Total	-----	\$5,652		
	Operating expense			
C. Reduce gross feeding 5 percent	-----	\$3,331	194	62
Reduction in operating expense: Total	-----	\$3,331		
Total recommended reduction	-----	\$8,983		

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over preceding year	
			Amount	Percent
1943-44	31	\$1,920	---	---
1944-45	85	1,253	-\$667	-34.7
1945-46	107	1,261	8	0.6
1946-47	101	1,676	415	32.9
1947-48	104	2,092	416	24.8
1948-49	113	2,067	-25	-1.2
1949-50	121	1,927	-140	-6.8
1950-51	117	2,125	198	10.3
1951-52	135	2,319	194	9.1
1952-53	201	2,168	-151	-6.5

The total support budget of this facility is scheduled to increase \$122,743, or 39.2 percent. Population at the institution is anticipated to average 201 wards, an increase of 66, or 48.9 percent.

This results in the per capita cost going from \$2,319 to \$2,168, a decrease of \$151, or 6.5 percent.

This trend is favorable and to be expected where substantial increases of population are anticipated.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$298,819. This represents an increase of \$78,643, or 35.7 percent, over the total of \$220,176 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 70.1 established positions	\$40,811
A total of 14.3 proposed new positions costing	43,132
A change in estimated salary savings of	-5,300
Total increase in salaries and wages	\$78,643

There are 70.1 presently authorized positions established. The agency is requesting a total of 14.3 proposed new positions. This represents an increase of 20.4 percent in staff as compared to a 48.9 percent increase in population at this facility.

The substantial increase of population contemplated at this facility, plus proper staffing of new facilities, may be said generally to justify some position requests.

The following table reflects a comparative measure of the level of service extended to wards at this facility:

Trend of Level of Service Expressed in Terms of Paid State Employee Time Per Ward

Fiscal year	Total number employees	Total annual man-hours	Population	Level of service †	Increase over preceding year	
					Amount	Percent
1943-44	19.0	41,192	31	1,329	---	---
1944-45	39.0	84,552	85	995	-334	-25.1
1945-46	38.0	82,384	107	770	-225	-22.6
1946-47	42.4	91,923	101	910	140	18.2
1947-48*	46.3	81,118	104	780	-130	-14.3
1948-49	46.9	82,169	113	727	-53	-6.8
1949-50	48.7	85,322	121	705	-22	-3.0
1950-51	48.7	85,322	117	729	24	3.4
1951-52	70.1	122,815	135	910	181	24.8
1952-53	84.4	147,869	201	736	-174	-19.1

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid help per ward.

The foregoing table indicates that for 1952-53 each ward will receive, on the average, the benefit of 736 hours of service from paid personnel at this school. This is 174 hours, or 19.1 percent, less than the level afforded by the staffing pattern during 1951-52.

This trend is one which should be anticipated in view of a substantial increase in population.

The 14.4 proposed new positions are shown by function as follows:

	Function and positions	Amount	Budget page	Line No.
Administration				
1	Intermediate typist-clerk (switchboard information) -----	\$2,520	194	14
Support and subsistence				
1	Assistant supervising institution cook -----	3,372	194	54
2	Kitchen helpers -----	4,560	194	56
Care and welfare				
	Custodial and personal care			
6	Girls' group supervisors (effective August 1, 1952) -----	17,688	195	57
Medical				
0.3	Senior dentist -----	1,840	195	59
Education and religion				
2	Youth Authority teachers -----	6,432	195	61
Maintenance and operation of plant				
1	Painter -----	3,720	196	31
	Groundsman and flower gardener -----	2,640	196	32
0.1	Institution firefighter (1 intermittent) -----	360	196	33
14.4	Totals -----	\$43,132		

The recommendations in connection with each of the proposed new positions are stated below. A letter precedes each recommended deletion and denotes the particular item listed in the tabulation of all recommended reductions as set forth at the beginning of the analysis of this budget item.

1 Intermediate typist-clerk (Budget page 194, line 14) ----- \$2,520

This position is requested to provide for Saturday and Sunday coverage on the switchboard and information desk for eight hours for each

of the two days and for added clerical assistance in the administrative offices on three weekdays. We recommend approval of the position, since the substantial increase in population will add materially to the visiting program and general activity of the premises, particularly on week ends.

While departmental administration at Sacramento will still handle the accounting function for the institution, nevertheless, the increase in population will add to the general clerical work load in keeping some basic documentation of transactions and general typing.

A. 1 Assistant supervising institution cook (Budget page 194, line 54) ----- \$3,372

This position is requested in order to provide for day-off (relief) coverage for the supervising cook, and to do meat cutting and assist in planning, directing and coordinating food administration at this institution.

We recommend deletion of the position.

This position will merely provide for an increase in the level of supervision over existing cook positions, of which there are three, exclusive of the supervising cook, grade I. The position is not directly related to the increase in population of 66 additional wards. The hours during which the kitchen will be open will remain the same. We do not believe it necessary to provide for continuous supervision coverage seven days per week in order to secure the results of proper management. Allowing this position will provide that two-thirds of its time will be for increased supervision and one-third of the time for other culinary activity.

B. 2 Kitchen helpers (Budget page 194, line 56) ----- \$4,560

The above two positions are requested to provide coverage on the girls' dining room and dishwashing area seven days per week and to supervise janitorial work in new buildings as time permits.

We recommend allowance of one position and deletion of the other.

Under the present arrangement the cooks are in charge of the dining room. In the new unit two dining rooms will be provided. However, they are all in one unit. It should be emphasized that this is a new building of latest design. Accordingly, staffing problems should be reduced to a minimum and still provide adequate coverage. It is our understanding that meals will be served in two shifts so that, as a matter of fact, the number of wards being fed at one time will average only 33 more than under the experience of the current year.

There appears to be no reason why certain group supervisors cannot be assigned on a rotating basis to eat in the wards' dining room to provide the necessary influence in behalf of orderly conduct, if it is felt that such a deterrent is required.

6 Girls' group supervisors (effective 8-1-52) (Budget page 195, line 57) ----- \$17,688

The above positions are requested in order to provide the same level of coverage in the new dormitory as is currently provided in other existing dormitories. This includes double coverage during the afternoon and evening activity hours. We recommend approval of the positions.

The following table presents a measurement of the level of service devoted to custodial supervision at this facility:

Trend of Level of Service in Terms of Paid Custodial Time Per Ward

Fiscal year	Total number custodial employees	Total annual custodial man-hours	Population	Level of service †	Increase over preceding year	
					Amount	Percent
1943-44	7.0	15,176	31	489	—	—
1944-45	16.0	34,688	85	408	—81	—16.6
1945-46	17.0	36,856	107	344	—64	—15.7
1946-47	18.0	39,024	101	386	42	12.2
1947-48*	21.6	37,843	104	364	—22	—5.7
1948-49	23.0	40,296	113	357	—7	—1.9
1949-50	23.0	40,296	121	333	—24	—6.7
1950-51	23.0	40,296	117	344	11	3.3
1951-52	34.0	59,568	135	441	97	28.2
1952-53	40.0	70,080	201	349	—92	—20.9

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from custodial personnel per ward.

The foregoing table illustrates a decline of 92 hours, or 20.9 percent, per ward in custodial service at this school. This again is an expected trend as population increases and will still leave the agency slightly above the level of custodial service in 1950-51 when the hours per ward stood at 344.

0.3 Senior dentist (Budget page 195, line 59) ----- \$1,840

This position will provide for dental care for the increased population. This service was formerly provided on a service agreement basis. Operating expenses have been reduced as an offset item. We recommend approval of the position.

2 Youth Authority teachers (Budget page 195, line 61) ----- \$6,432

The above positions will provide for additional teaching staff to maintain the current ratio of wards to teachers based upon increased population. We recommend approval of the two positions.

1 Painter (Budget page 196, line 31) ----- \$3,720

The requested position will supplement the services of one carpenter and three building maintenance men. By providing for proper preventative maintenance at this time, substantial lump-sum outlays in the future should be either minimized or eliminated. We recommend approval of the position.

1 Groundsman and flower gardener (Budget page 196, line 32) ----- \$2,640

This position is requested to provide supervision over landscaping and grounds maintenance. In addition, the position will provide for some truck driving and miscellaneous detail duty since grounds upkeep should not be a full-time activity. We recommend approval of the position.

Added grounds areas surrounding new construction and buildings will necessitate some added activity. *We believe, however, that after all new construction is finished and all initial landscaping is completed, the need for continuing this position should be reviewed.* Normal yard and garden activity should be accomplished by the wards under group supervisor leadership.

1 Institution firefighter (intermittent) (Budget page 196, line 33) — \$360

This position will provide for seven-day coverage on an intermittent basis at the firehouse. We recommend approval of the request.

Operating Expenses

Operating expenses are scheduled at \$140,640 for 1952-53. This represents an increase of \$44,565, or 46.4 percent, over the amount of \$96,075 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below :

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration	\$4,210	\$6,050	\$1,840	43.7
Support and subsistence	56,040	82,610	26,570	47.4
Care and welfare	11,750	14,125	2,375	20.2
Maintenance and operation of plant	17,825	30,950	13,125	73.6
Farming and processing	6,250	6,905	655	10.5
Totals	\$96,075	\$140,640	\$44,565	46.4

Operating expenses are scheduled to cover price and population increases and are generally in line. The total increase is \$44,565, or 46.4 percent. The percentage increase is comparable to the 48.9 percent increase in population.

C. We recommend a reduction of \$3,331, or 5 percent, in gross feeding allowances pursuant to our comments under departmental administration, relative to the method of computation used in arriving at ration allowances.

This will still leave the agency a generous 10 percent for poor management and inefficiencies. This factor should be further reduced in figuring subsequent ration allowances.

Equipment

Equipment expenditures are scheduled at \$6,229 for 1952-53. This is an increase of \$1,225, or 24.5 percent, over the amount of \$5,004 estimated to be expended in the 1951-52 Fiscal Year. Out of the total of \$6,229 requested for equipment, the sum of \$5,311 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 7.5 percent of an equipment investment of \$70,751 on May 31, 1951. The equipment investment on a per capita basis is \$352 per ward.

The request, by function, for replacement equipment is as follows:

Function	1951-52	1952-53	Replacement equipment	
			Increase Amount	Percent
Administration	\$25	\$25	---	---
Support and subsistence	1,311	3,681	\$2,370	180.7
Care and welfare	975	1,017	42	4.3
Maintenance and operation of plant	100	188	88	88.0
Farming and processing	386	400	14	3.6
Totals	\$2,797	\$5,311	\$2,514	89.9

The further sum of \$918 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1951-52	1952-53	Additional equipment	
			Increase	
			Amount	Percent
Administration	\$824	\$50	—\$774	—93.9
Support and subsistence	222	285	63	28.4
Care and welfare	986	418	—568	—57.6
Maintenance and operation of plant	75	65	—10	—13.3
Farming and processing	100	100	—	—
Totals	\$2,207	\$918	—\$1,289	—58.4

The budget as originally submitted by this facility requested \$17,444 for equipment. A total of \$7,024 was for additional items. The balance of \$10,420 was for replacement items.

Field trips were made to this facility and a personal inspection and appraisal of the equipment requirements was made by staff members of the Legislative Auditor's office. Subsequently, conferences were had with members of the staff of both departmental administration of the Youth Authority and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$7,024 to \$918, a saving of \$6,106. Requests for replacement equipment were reduced from \$10,420 to \$5,311, a further saving of \$5,109, making a total reduction in equipment requests at this facility of \$11,215.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted.

Farming and Processing—Production and Expenditures

	1949-50	1950-51	1951-52	1952-53
Local production consumed	\$10,329	\$8,479	\$11,590	\$13,830
Surplus products sales	2,125	5,244	2,705	2,565
Total value of production	\$12,454	\$13,723	\$14,295	\$16,395
Salaries and wages	\$8,269	\$9,406	\$6,038	\$6,182
Operating expenses	4,385	6,836	6,250	6,905
Total operating costs	\$12,654	\$16,242	\$12,288	\$13,087
Gross operating profit	—\$200	—\$2,519	\$2,007	\$3,308
Equipment costs	1,642	458	486	500
Annual profit	—\$1,842	—\$2,977	\$1,521	\$2,808

The trend in the farming activity at this establishment has finally reversed itself and is now showing signs of being in the black, at least on the basis of gross figures. The turning point appears to have been in the deletion of one of the farm positions for 1951-52.

Audit Report Comments

A review of the last audit report, dated December 13, 1950, prepared by the Audits Division of the Department of Finance, covering the period July 1, 1949, to June 30, 1950, indicates that the Audits Division has recommended that aggressive action be taken to collect or otherwise dispose of some items of accounts receivable totaling \$467.87.

This amount includes maintenance charges due from former employees which have remained uncollected for a year or more.

The Audits Division further recommends that suitable precautions be taken to prevent the occurrence of uncollectible service charges and that immediate action be taken to effect recovery of such items when they do occur.

This audit report also recommends that a survey be made in connection with numerous items of inventory for which there has been no activity for more than a year.

**Department of Corrections—Youth Authority
VENTURA SCHOOL FOR GIRLS**

ITEM 74 of the Budget Bill

Budget page 198

Budget line No. 7

For Support of Ventura School for Girls From the General Fund

Amount requested	\$513,052
Estimated to be expended in 1951-52 Fiscal Year	495,524
Increase (3.5 percent)	\$17,528

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$11,246	\$4,934	\$6,312	202	27
Operating expense	2,778	2,778	---	202	28
Equipment	4,001	—299	4,300	202	29
Less:					
Increased reimbursements	—497	—497	---	202	33
Total increase	\$17,528	\$6,916	\$10,612		

RECOMMENDATIONS

Amount budgeted	\$513,052
Legislative Auditor's recommendation	502,827
Reduction	\$10,225

ANALYSIS

The recommended reduction of \$10,225 consists of the following amounts in the categories indicated:

	Amount	Budget page	Line No.
A. 1 Groundsman and flower gardener	\$2,772	201	36
Reduction in salaries and wages: Total	\$2,772		
Operating expense			
B. Reduce gross feeding 5 percent	\$3,153	199	69
Reduction in operating expense: Total	\$3,153		
Equipment			
C. 1 30-passenger bus	\$4,300	201	58
Reduction in equipment: Total	\$4,300		
Total recommended reduction	\$10,225		

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over preceding year	
			Amount	Percent
1943-44	170	\$1,216	---	---
1944-45	187	1,116	—\$100	—8.2
1945-46	183	1,373	257	23.0
1946-47	179	1,764	391	28.5
1947-48	164	2,406	642	36.4
1948-49	164	2,685	279	11.6
1949-50	166	2,686	1	0.0
1950-51	181	2,587	—99	—3.7
1951-52	180	2,753	166	6.4
1952-53	180	2,850	97	3.5

The total support budget of this facility is scheduled to increase \$17,528, or 3.5 percent. Population at the institution is anticipated to average 180 wards, the same as prevailed during 1951-52. This results in the per capita cost going from \$2,753 to \$2,850, an increase of \$97, or 3.5 percent.

Attention is directed to a comparison of the per capita costs at this school with similar costs at Los Guilucos School for Girls. For 1952-53 the per capita cost at Ventura will be \$2,850 per ward, while at Los Guilucos the per capita cost is scheduled at \$2,168. This again points up our repeated criticism of small schools having an individual cottage type of operation with all the duplication of facilities that is inherent in this type of operation. Based upon the difference of \$682 in per capita costs and using the current population of the Ventura school, we find that it is costing an extra \$122,760 per year to operate this plant as compared to what would be our probable experience in a properly designed school.

The added costs indicated warrant expediting the acquisition of another site and buildings at the earliest possible moment consistent with good management, and evaluating all other pertinent factors involved.

Salaries and Wages

The total amount requested for salaries and wages for 1952-53 is \$385,830. This represents an increase of \$11,246, or 3 percent, over the total of \$374,584 scheduled for expenditure in this category during 1951-52. The increase in salary costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 95.6 established positions	\$2,679
A total of 2.5 proposed new positions costing	8,567
Total increase in salaries and wages	\$11,246

There are 95.6 presently authorized positions established. The agency is requesting a total of 2.5 proposed new positions. This represents an increase of 2.6 percent in staff as compared to no increase in population at this facility.

Since there is no change in population or other work load factors, any permanent new positions allowed at this school may be properly said to constitute an improvement in the level of service.

The following table reflects a comparative measure of the level of service extended to wards at this facility.

Trend of Level of Service Expressed in Terms of Paid State
Employee Time Per Ward

Fiscal year	Total number employees	Total annual man-hours	Population	Level of service †	Increase over preceding year	
					Amount	Percent
1943-44	68.0	147,424	170	867	---	---
1944-45	67.0	145,256	187	777	-90	-10.4
1945-46	74.0	160,432	183	877	100	12.9
1946-47	75.9	164,551	179	919	42	4.8
1947-48*	87.3	152,950	164	933	14	1.5
1948-49	92.7	162,410	164	990	57	6.1
1949-50	96.7	169,418	166	1,021	31	3.1
1950-51	96.5	169,068	181	934	-87	-8.5
1951-52	97.6	170,995	180	950	16	1.7
1952-53	98.1	171,872	180	955	5	0.5

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from paid help per ward.

The foregoing table indicates that for 1952-53 each ward will receive on the average the benefit of 955 hours of service from paid personnel at this school. This is five hours, or 0.5 percent, more than the level afforded by the staffing pattern during 1951-52.

Here it will be noted that Ventura requires 955 hours of total personnel service per ward as compared to only 736 hours at Los Guilucos. This is 219 hours, or 29.8 percent, above the level at Los Guilucos, again reflecting adversely on per capita costs.

The 2.9 proposed new positions are shown by function as follows:

Function and positions		Amount	Budget page	Line No.
Administration				
0.5	Intermediate account clerk (six months only) ---	\$1,200	199	19
0.4	Intermediate typist-clerk (information and switchboard) -----	1,055	199	21
Care and welfare				
1	Junior psychiatric social worker -----	3,540	200	63
Maintenance and operation of plant				
1	Groundsman and flower gardener -----	2,772	201	36
2.9	Total -----	\$8,567		

The recommendations in connection with each of the proposed new positions are stated below. A letter precedes each recommended deletion and denotes the particular item listed in the tabulation of all recommended reductions as set forth at the beginning of the analysis of this budget item.

1 Intermediate account clerk (six months only) (Budget page 199, line 19) ----- \$1,200

This position is requested in order to bring property and equipment records to a current basis in order that they may be so maintained by existing staff. We recommend approval of the position. The deficiency in existing property records has been noted in audit reports. We concur in the finding that such records should be placed in a current effective and usable condition. Upon completion of this assignment, the position will be dropped.

1 Intermediate typist-clerk (Budget page 199, line 21) ----- \$1,055

This position is a part-time one to provide eight-hour coverage on the information desk and telephone switchboard on weekends only in addition to providing general clerical assistance at the same time.

We recommend approval of the position. Fairly substantial amounts of overtime are already building up as a result of not having this coverage. If the position can be regularly scheduled, rather than handling this continuing need on an overtime basis, it should result in better utilization of the time involved to realize some benefits in processing some of the deficiencies in the property records and other clerical work.

1 Junior psychiatric social worker (Budget page 200, line 63) ----- \$3,540

At present the available psychiatric service at this facility consists of a contractual arrangement for part-time services approximating 60 hours per month. This is being financed out of funds for a psychiatrist position in Departmental Administration of the Youth Authority.

We recommend approval of the position. This position would permit some measure of follow-up treatment in the intervals between visits of the psychiatrist. Although this is definitely an improvement in the level of service heretofore experienced, we believe that the request is nominal, and desirable from a treatment standpoint.

A. 1 Groundsman and flower gardener (Budget page 201, line 36) \$2,772

This position is requested to provide for care of the lawns and grounds. The institution contemplates abolishing two positions of vegetable gardener and farm hand with the discontinuance of farming operations.

We recommend that the position be deleted. The land formerly used for farming operations is to be leased. The remaining area of lawns and grounds is nominal.

This is a school for older girls in the 15-21 age bracket. The small amount of grounds maintenance and lawn area around each cottage should be handled by the girls residing therein. Other areas should be kept orderly by gardening crews of girls.

An excellent job in this respect is done by the women at Tehachapi over a larger area. The example might well be followed at this facility.

Furthermore, plans are under way to remove eventually this school from the present site. Under the circumstances we do not believe that funds should be spent at this late date for professional grounds and landscape work.

The following table presents a measurement of the level of service devoted to custodial supervision at this facility:

Trend of Level of Service in Terms of Paid Custodial Time Per Ward

<i>Fiscal year</i>	<i>Total number custodial employees</i>	<i>Total annual custodial man hours</i>	<i>Population</i>	<i>Level of service †</i>	<i>Increase over preceding year</i>	
					<i>Amount</i>	<i>Percent</i>
1943-44-----	44.0	95,392	170	561	---	---
1944-45-----	44.0	95,392	183	521	-40	-7.1
1945-46-----	46.0	99,728	183	545	24	4.6
1946-47-----	45.9	99,511	179	556	11	2.0
1947-48*	55.2	96,710	164	590	34	6.1
1948-49-----	57.6	100,915	164	615	25	4.2
1949-50-----	60.0	105,120	166	633	18	2.9
1950-51-----	60.0	105,120	181	581	-52	-8.2
1951-52-----	61.0	106,872	180	594	13	2.2
1952-53-----	61.0	106,872	180	594	---	---

* 40-hour week became effective.

† Expressed in terms of total annual number of working hours available from custodial personnel per ward.

The foregoing table illustrates a status quo condition with respect to custodial service during 1951-52 and 1952-53.

Again it is noteworthy to compare the 594 hours of custodial service per ward here with the 349 hours of similar service at Los Guilucos. Thus we find that Ventura requires 245 hours, or 70 percent, more custodial service per ward than prevails at Los Guilucos which has 21 more ward population than Ventura.

Operating Expenses

Operating expenses are scheduled at \$131,548 for 1952-53. This represents an increase of \$2,778, or 2.2 percent, over the amount of \$128,770 estimated to be expended in the 1951-52 Fiscal Year.

The request, by function, for operating expenses is indicated below:

Function	1951-52	1952-53	Increase	
			Amount	Percent
Administration -----	\$8,855	\$9,244	\$389	4.4
Support and subsistence -----	78,820	81,539	2,719	3.4
Care and welfare -----	14,945	15,495	550	3.7
Maintenance and operation of plant -----	25,000	25,270	270	1.1
Farming and processing -----	1,150	---	-1,150	---
Totals -----	\$128,770	\$131,548	\$2,778	2.2

Operating expenses are scheduled to increase nominally by \$2,778, or 2.2 percent. The net increase of \$2,719 under support and subsistence is attributable to an increase of \$3,350 in net feeding costs through the elimination of the farming activity. Some small decreases in this function act as an offset to arrive at the net figure of \$2,719.

B. We recommend that gross feeding costs be reduced by 5 percent, or \$3,153, pursuant to the reasons set forth in our comments under Departmental Administration relative to the method of computing ration allowances.

This reduction will still leave the agency with a generous margin of 10 percent for waste due to poor management and inefficiency. This factor should be further reduced in subsequent budget computations.

Equipment

Equipment expenditures are scheduled at \$11,816 for 1952-53. This is an increase of \$4,001, or 51.2 percent, over the amount of \$7,815 estimated to be expended in the 1951-52 Fiscal Year.

Out of the total of \$11,816 requested for equipment, the sum of \$5,499 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 3.4 percent of an equipment investment of \$163,001 on June 30, 1951.

The equipment investment on a per capita basis is \$906.

The request, by function, for replacement equipment is as follows:

Function	1951-52	1952-53	Replacement equipment	
			Increase Amount	Percent
Administration -----	\$327	\$50	-\$277	-84.7
Support and subsistence -----	4,078	2,445	-1,633	-40.0
Care and welfare -----	2,048	1,622	-426	-20.8
Maintenance and operation of plant -----	589	1,332	793	134.6
Farming and processing -----	100	---	-100	-100.0
Totals -----	\$7,142	\$5,499	-\$1,643	-23.0

The further sum of \$6,317 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	Additional equipment			
	1951-52	1952-53	Amount	Percent
Administration -----	\$75	\$100	\$25	33.3
Support and subsistence -----	156	565	409	262.2
Care and welfare -----	131	1,202	1,071	817.5
Maintenance and operation of plant -----	222	4,450	4,228	1,904.5
Farming and processing -----	89	---	-89	-100.0
Totals -----	\$673	\$6,317	\$5,644	838.6

C. The large increase in additional equipment under maintenance and operation of plant is due to the inclusion of a request for \$4,300 to provide for the purchase of a new 30-passenger bus.

The agency in its justification now claims that the present use of a stake body truck for this purpose "can be considered hazardous in some instances, is poor publicity and is very uncomfortable and embarrassing for the students."

We desire to point out that this is in reality a policy matter. The basic question is whether or not we are to engage in a policy where we are to provide one or more busses at each of the Youth Authority schools and camps. At \$4,300 per unit, one unit at each school could cost \$38,700 not counting operating costs.

While we recognize the fact that only one bus is being requested at this time, we believe it important to consider the cost involved in the policy.

It should be emphasized that the truck now being used for regular institutional work *and* for transporting wards on recreational activity now travels only 4,000 miles per year, or an average of 11 miles per day. If we deduct anything at all from this already low figure to cover the local institutional driving necessary for day-to-day operations, it can be plainly ascertained that the total mileage use contemplated by the bus for purely recreational purposes is so small that it is not financially sound to expend \$4,300 for a special purpose vehicle of the type requested.

The institution has, at present, two stake trucks, three sedans, one express and one pickup truck. The average annual mileage of each vehicle of this group of seven trucks is only 6,171 miles. Clearly, presently available vehicles are only receiving nominal use.

The practice of taking groups from the grounds for excursions in recreation or other group activities has in the past been accomplished by the use of these vehicles.

Such group activity is definitely a privilege and as such should, we believe, be limited to the transportation facilities now available.

We recommend deletion of the request for \$4,300.

We suggest that the Youth Authority consider arranging to borrow a bus upon occasion from the local school districts in the Ventura area for such uses as may be appropriate. There is already established a precedent for this as exemplified by the practice at the Paso Robles School for Boys, where busses are borrowed from the local school district at that point.

The budget as originally submitted by this facility requested \$24,383 for equipment. A total of \$7,758 was for additional items. The balance of \$16,625 was for replacement items.

Field trips were made to this facility and a personal inspection and appraisal of the equipment requirements was made by staff members of the Legislative Auditor's Office. Subsequently, conferences were had with members of the staff of both departmental administration of the Youth Authority and the Department of Finance. As a result, equipment requests were carefully reviewed and the request for additional equipment was reduced from \$7,758 to \$6,317, a saving of \$1,441. Requests for replacement equipment were reduced from \$16,625 to \$5,499, a further saving of \$11,126, making a total reduction in equipment requests at this facility of \$12,567.

On the basis of the foregoing review and reductions, we believe equipment requests to be generally in line as now budgeted, except for the sum of \$4,300, covering the acquisition of a new 30-passenger bus which we recommend be deleted.

Farming and Processing—Production and Expenditures

	1949-50	1950-51	1951-52	1952-53
Local production consumed.....	\$5,091	\$4,267	\$3,350	* ---
Surplus products sales.....	15	---	213	---
Total value of production.....	\$5,106	\$4,267	\$3,563	---
Salaries and wages	\$5,273	\$5,694	\$6,425	---
Operating expenses	2,057	1,687	1,150	---
Total operating costs	\$7,330	\$7,381	\$7,575	---
Gross operating profit.....	—\$2,224	—\$3,114	—\$4,012	---
Equipment costs	1,228	1,172	189	---
Annual profit	—\$3,452	—\$4,286	—\$4,201	* ---

* No figures for 1952-53 as the farming is to be discontinued at Ventura. The land is to be leased and revenues from this source are estimated at \$800.

Audit Report Comments

A review of the last audit report, dated May 9, 1951, prepared by the Audits Division of the Department of Finance, covering the period July 1, 1949, to June 30, 1950, indicates that the Audits Division has 15 recommendations to make as a result of their examination of the operations of the agency. Five of these recommendations were commented upon in preceding audits of this facility, but the conditions leading to the findings apparently had not, as yet, been corrected. These five specific recommendations are:

"1. Use of official telephones for personal calls should be discontinued.
 "2. Travel expense and advances should be commensurate with the approximate costs involved and unused balances should be returned promptly.

"3. Procedures for accounting property as described in Chapter 9 of the Manual for Uniform System of Accounting should be effected.

"4. Care should be exercised to prevent duplicate payment of invoices.

"5. The provisions of Section 1015 of the Welfare and Institutions Code, relative to the disposition of unclaimed personal property, should be observed."