

Poultry Improvement Commission—Continued

climbed steadily. It is apparent that the revenues have not been adequate to carry the program and that the augmentation has been required. However, we would like to point out that the \$100,176 requested for the budget year is \$25,000 in excess of the amount necessary to finance expenditures proposed for the same period. While we do not recommend disapproval of providing for the program needs of the commission by this method we do not recommend a transfer which would result in showing a surplus for an activity which is not self-financing. *Consequently, we recommend that this item be reduced from \$100,176 to \$75,176, a reduction of \$25,000.*

DEPARTMENT OF CORRECTIONS

GENERAL ANALYSIS

The Department of Corrections has administrative jurisdiction over the operations of eight state penal institutions for men, including one branch facility, and one state penal institution for women. Included as a part of some of the institutional operations are forestry and highway road camp activities.

The accompanying table opposite reflects a comparison of several criteria between the various institutions including levels of service and per capita costs.

Department of Corrections—Consolidated per Capita Costs

Fiscal year	Total expenditures	Total average population	Consolidated per capita cost	Increase over prior year	
				amount	percent
1945-46	\$3,470,075	6,709	\$517	—	—
1946-47	5,060,705	7,950	637	\$120	23.2
1947-48	7,338,377	9,136	803	166	26.1
1948-49	10,109,073	10,137	997	194	24.2
1949-50	10,333,870	11,009	939	—58	—5.8
1950-51	11,673,061	11,591	1,007	68	7.2
1951-52	13,619,114	12,055	1,130	123	12.2
1952-53	15,951,134	13,216	1,207	77	6.8
1953-54	18,426,278	14,171	1,300	93	7.7
1954-55	20,414,691	15,337	1,331	31	2.4
1955-56	23,729,947	15,288	1,552	221	16.6
1956-57 *	26,560,880	15,437	1,720	168	10.8
1957-58 †	28,334,379	16,196	1,749	29	1.6

\* Estimate as shown in 1957-58 Budget.

† Budget request.

The foregoing table on consolidated per capita costs continues the previously established pattern of annual increases. The 1957-58 consolidated per capita cost is \$1,749, an increase of \$29 or 1.6 percent above the \$1,720 figure scheduled for 1956-57. The total 1957-58 expenditure budget for the agency is estimated at \$28,334,379, an increase of \$1,773,499 or 6.7 percent. Total average inmate population for 1957-58 is scheduled at 16,196, an increase of 759 inmates or only 4.9 percent above the 1956-57 re-estimated level of 15,437 inmates. Thus the expenditure rate of increase exceeds the rate of increase in inmate

## Department of Corrections—Continued

population. The differential is indicative of the amount of increased services from a fiscal viewpoint.

On the basis of prorating the increase in total expenditures to the increase in total inmate population we note that each additional inmate increase in population will average \$2,336 on a per capita cost basis. This is \$587, or 33.6 percent, above the 1957-58 consolidated per capita figure and is one measure of the rate of increase in the expenditure level of the agency.

While the total average population gain is budgeted at 759 additional inmates for 1957-58 as compared to the revised 1956-57 estimate, actually on the basis of the original level budgeted in the 1956-57 Governor's Budget, the increase is only 303 additional inmates. This factor must be borne in mind in evaluating any additional staffing requirements which may be predicated primarily on increases in inmate population.

The percentage differential in population to be serviced in 1957-58 is only 1.9 percent above the previous level originally budgeted for 1956-57. This small factor normally should be an absorbable one from the standpoint of general staffing requirements. If this added increment in population was equally distributed among the eight major penal facilities, the average increase per institution would only be 38 inmates.

It is pertinent at this time to recall that when the 1955-56 Governor's Budget was submitted a total of 365 new positions were requested, exclusive of those for camps and reception-guidance centers. At that time the 1955-56 Budget was based on an average total population forecast of 16,450 inmates with a year end total population of 17,000 inmates. Each of these figures obviously is in excess of the 1957-58 projections, of 16,196 average population and 16,585 final population, respectively. Again a year later in the 1956-57 Governor's Budget, an additional 120 positions were requested for institutions only, exclusive of camps and reception-guidance centers. Now, for 1957-58 another 223 new positions are proposed.

Our point is this. *Three consecutive Governor's Budgets contemplate adding a total of 708 new positions while the original increased population forecast which forms the basis for many augmentations in staff will not be realized even after the lapse of three years.* To that extent, therefore, there has occurred a very substantial enrichment of the program from a staffing standpoint expressed in terms of level of service.

# General Analysis

# Corrections

## Department of Corrections—Continued

### Comparative Change Inmate Population, Employees—1957-58—1956-57

	Average population change 1957-58: 1956-57		New * positions requested 1957-58
	Per 1957-58	Per 1956-57	
	Governor's Budget	Governor's Budget	
Medical Facility -----	--	--	75.7
Reception-guidance center -----	540	540	1
Deuel -----	--	--	3
Reception-guidance center -----	5	25	2
Soledad -----	--	-7	24.2
State forestry camps -----	--	--	0.6
Federal forestry camps -----	--	17	--
Chino -----	20	-212	5.2
Reception-Guidance Center -----	--	--	--
Tehachapi branch -----	15	--	7.5
Road camps -----	--	--	0.2
State forestry camps -----	100	100	13.2
Corona -----	34	19	22.5
Men's Colony -----	50	-25	18.2
Folsom -----	130	-265	17
State forestry camps -----	40	15	0.6
Federal forestry camps -----	--	5	--
San Quentin -----	285	420	5.2
Reception-guidance center -----	-540	-340	--
Road camps -----	--	--	0.4
State forestry camps -----	80	19	0.6
Federal forestry camps -----	--	-8	--
Totals -----	759	303	197.1

\* Exclusive of administration, camp supervision, and parole functions.

From the foregoing table we find that in some areas, while the 1957-58 Budget indicates population increases, there is actually a decrease below the 1956-57 level originally budgeted. Folsom and Chino are two such examples. In 17 out of the 22 facilities listed, the comparison of the 1957-58 population with that originally envisioned for 1956-57 on the basis of the latter Governor's Budget indicates either no change, less of an increase, or an actual decrease in total inmate population. The real difference in total on this basis is 303 inmates, departmental wide, with the bulk of this occurring at the San Quentin institution proper, because of the removal of the guidance center population to Vacaville and the utilization of this area for regular institutional purposes.

## Department of Corrections—Continued

## Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Population	Level of service *	Increase over prior year	
				Amount	Percent
1947-48 -----	1,413.8	9,136	275	--	--
1948-49 -----	1,634.8	10,137	286	\$11	4.0
1949-50 -----	1,713.8	11,009	276	—10	—3.5
1950-51 -----	1,759.3	11,591	270	—6	—2.2
1951-52 -----	2,145.2	12,055	316	46	17.0
1952-53 -----	2,209.0	13,216	297	—19	—6.0
1953-54 -----	2,418.1	14,171	303	6	2.0
1954-55 -----	2,680.2	15,337	310	7	2.3
1955-56 -----	2,988.8	15,288	347	37	11.9
1956-57 † -----	3,207.2	15,437	368	21	6.1
1957-58 ‡ -----	3,411	16,196	374	6	1.6

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

† Estimate as shown in 1957-58 Governor's Budget.

‡ Budget request.

The above table portrays the impact of additional positions upon the increased level of service that results from relatively minor actual population changes, particularly from the viewpoint of prior budget inmate population forecasts. The total departmental level of service for 1957-58 will be 374 hours per inmate, an increase of six hours or 1.6 percent. During the 11-year period reflected in the table, the level of service has improved from 275 hours in 1947-48 to the presently budgeted level of 374 hours, an increase of 99 hours per inmate or 36 percent. In other words, where heretofore one employee was utilized for each 6.4 average inmate population, present staffing contemplates an average of one employee for each 4.7 inmates.

## Evaluating the Results of the California State Penal Program

In our prior discussion we have highlighted some of the over-all quantitative improvements that have taken place in the program of the Department of Corrections.

We are quite sure from personal observation and contacts that substantial improvements have taken place in the quality of the program during recent years. Quality factors involving the human element, unfortunately do not generally lend themselves as readily to accurate statistical or other types of basic factual measurement as do the quantity factors. Even if they did, the actual ascertainment of a quality improvement per se in any given facet of the penal program, would not necessarily indicate that the improvement was necessary or contributed anything beneficial to the ultimate rehabilitation of the inmates upon whom the effort was expended.

In our opinion the ultimate test of the efficiency and the results of all the added costs and efforts that have been poured into the program is to be determined only by an appraisal on a continuing basis of what it does in the final analysis to the inmate.

The first question then is: Has the "treatment" done anything to the "patient" to keep him from returning to prison?

The second question is: By what standards, concepts, or criteria can any change in the average behavior pattern of the "patients" who

## Department of Corrections—Continued

have been exposed and, in too many cases re-exposed, to the "treatment" process be measured.

The answer to the latter question will provide the basis for answering the former.

We believe it imperative that careful consideration and much effort be devoted now toward developing a continuing evaluation or program balance sheet that will reflect an analytical compilation of factors that will permit a year-to-year comparative evaluation of the results emanating from the correctional program as a whole.

It is not unduly difficult to establish criteria and secure data susceptible of measurement in order to reflect continuing annual trends in relation to developing answers to the two basic questions raised earlier in this analysis. We believe that any program entailing continuing sizeable support costs, in this case approaching the 30 million dollar mark, of necessity warrants an equitable proportionate expenditure to appraise the validity of its productivity. We touched upon this problem in our analysis of the 1956-57 budget request of this agency. The suggested partial content of a monthly statistical program balance sheet as outlined at that time bears repeating.

We believe that trends should be established on factors including, but not necessarily limited to the following:

1. Total monthly commitments having served prior California prison terms;
2. Item 1 broken down numerically and by percentage to show:
  - A. Institution of last release, grouped by institution of last release.
  - B. Fiscal year of last release, grouped by fiscal year of last release.
3. Items 2A and 2B separately broken down numerically and by percentage to show:
  - A. Number of years and months of "free" time on the outside prior to current recommitment, grouped in stated time intervals of one month, three months, six months, nine months, one year and then in additional six-month periods as required.
4. Item 3A broken down numerically and by percentage to show the "free" time in months immediately prior to the last recommitment, as:
  - A. On parole.
  - B. After release from parole.
  - C. After direct discharge.
5. Rate of recommitments in terms of a percentage of total releases by fiscal year of last release.
6. Item 5 broken down by institution of last release.
7. Numerical and percentage breakdown of recommitments who have had prior *California* prison experience in terms of
  - A. One prior.
  - B. Two priors.
  - C. Three or more priors.

## Department of Corrections—Continued

8. Items 7A, 7B, and 7C separately broken down numerically and by percentage by prior institution from which last released, grouped by institution of release.
9. Items 7A, 7B, and 7C separately broken down numerically and by percentage to show fiscal year of last release, grouped by fiscal year of last release.
10. Items 7A, 7B, and 7C separately broken down numerically and by percentage to show:
  - A. Number of years and months of "free" time on the outside prior to current recommitment, grouped in stated time intervals as suggested in Item 3A above.
11. Item 10A broken down numerically and by percentage to show the "free" time in months as indicated in Item 4 above.
12. Items 10A and 11 separately broken down numerically and by percentage by fiscal year of last release.

The foregoing items constitute primarily basic data from which could be established trend interpretations coupled with other available information to indicate whether the prison program in effect up to any given fiscal period of release was generally any more effective than that in any other stated period covered.

It follows, of course, that each of these items is susceptible of further analysis by category of initial and last crime, age, race groups, educational attainment standard, and other factors currently considered.

We believe that the proper analysis of such a device as herein exemplified would provide management with a total measurement of progress or the lack of it, without which it lacks the material substantive proof to more clearly delineate progress.

We have not attempted to explore all of the facets of the problem in this presentation but submit the suggestions and recommendations merely as a focal point to be considered in initiating the development of criteria considered essential to properly appraise the penal program.

*We recommend that the Department of Corrections and the Department of Finance in cooperation with the Bureau of Criminal Statistics of the Department of Justice, develop the format, mechanics, and procedures as necessary to start the collection of pertinent data, including but not limited to the factors set out above, all of such factors to be related primarily to a continuing measurement of the total relative effectiveness of the rehabilitative results of the California state penal program in order that the submission of such reports to the Legislature shall commence in Fiscal 1957-58.*

*We further recommend that the above-mentioned agencies collaborate at this time to submit to the present Legislature a proposed 1957-58 budget revision setting forth the necessary augmentations of staff, operating expenses and equipment required to implement existing facilities to produce the requested reports.*

If we are going to increase the level of service in any respect, we believe that it should now be increased in an area that has promise of giving an answer to the question of how much return are we getting

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from those increased services which have already been allowed in prior years.

Pursuant to one of our suggestions made in our analysis last year the Bureau of Criminal Statistics in the Department of Justice has started to compile data to show the relationship between the total number of male commitments and the proportion of those commitments who have had *prior* California prison terms. These kinds of data are essential if we are ever going to be in the position of attempting an appropriate total evaluation of the effect of the rehabilitative efforts expended in the California penal program. The initial figures do not cover a sufficiently protracted period of time and are too small numerically when broken down into comparative units, to form the basis for any firm conclusions. However, they are significant in that they portray the scope of the problem in terms of recidivistic experience after exposure to the "treatment" program.

The following table reflects the data as submitted by the Bureau of Criminal Statistics of the Department of Justice.

**Table A**  
**Proportion of Male Prisoners Received With Prior Prison Records**  
**Who Had a Prior California Prison Record**

	1955, First half 1956			First half 1956		
	1955			First half 1956		
	Total	Former California prison	Percent	Total	Former California prison	Percent
Prior prison commitment__	1,213	437	36.0	750	273	36.4
One prison _____	647	194	30.0	351	86	24.4
Two prison _____	278	98	35.3	195	76	38.6
Three or more prison___	288	145	50.3	204	111	54.7

The above table shows that for 1955 there were 1,213 commitments with prior prison records and that 437 or 36 percent of these had experienced at least one prior prison term in California. The comparable figures for the first half of 1956 indicate the percentage to be 36.4 with prior experience in California prisons. Similarly, the breakdown of the 1,213 who had served a prior prison term shows that 647 had one prior term, of which 194 or 30 percent had prior California prison experience. The latter percentage increases to 35.3 for those who had two prior prison terms to their credit and goes to 50.3 percent for three or more prior prison terms, including California.

*This trend might be said to create the inference that those felons who are inclined to continue their recidivistic pattern of antisocial behavior, decide that they like the California program so well that they would rather be incarcerated here than elsewhere, if caught and convicted.*

The figures for the first half of 1956 indicate this to even a greater degree since the 50.3 percentage of 1955 has advanced to 54.7 percent for those with three or more prior prison terms, including at least one California.

Department of Corrections—Continued

If we re-examine the figures in the above table on the basis of determining the relative percentage distribution of different degrees of recidivism amongst prior record felons, comparing those having had a California prior with those not having a California prior we get the following results:

Table B  
Distribution of Felons Received in California Prisons With Prior Prison Commitments

Number of prison priors	1955				First half of 1956			
	No California Prior		With California Prior		No California Prior		With California Prior	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent
1	453	58.4	194	44.4	265	55.6	86	31.5
2	232	23.2	98	23.2	119	24.9	76	27.8
3 or more	143	18.4	145	33.2	93	19.5	111	40.7
Totals	776	100.0	437	100.0	477	100.0	273	100.0

The above Table B appears to lend further confirmation of the one inference that was drawn from Table A.

It is to be noted that substantially higher percentages prevail for those felons in the three or more prior class, with such priors including being in a California penal institution, than for the same class of felons who have served all of their prior commitments in institutions outside of California. The respective percentages in the three or more group are 18.4 for those with no California prior and 40.7 percent for the group having three or more priors including California prison experience.

While the inferences drawn from the trend may not be taken as conclusive at this time, nevertheless we believe it points up a problem warranting more detailed and early exploration by the Department of Corrections if the program is to be geared to one of its avowed objectives: a greater and more successful degree of rehabilitation.

We suggest that the figures should be compiled on the basis of segregating those having *only* priors in California to the extent of one, two, and three or more California priors and comparing the percentage distribution as against those never having had prior California prison experience. This would reflect the impact of the California program as compared to the composite average of a similar group of felons having had only prison experience in other states.

In fairness, we should also observe that the differential trends reflected in Tables A and B may well result from the residence factor. Thus more potential recommitments may be possible on percentage basis from that portion of the total pool of felons in the State during any particular year who are in fact bona fide residents of the State, rather than the transient type, who just happens to get caught while here on an interim basis. Problems of this type merely further point up the validity and necessity of program evaluation as covered in our recommendations on this subject.

# General Analysis

# Corrections

## Department of Corrections—Continued

### Department of Corrections—Total Proposed New Positions, by Facility, 1957-58

<i>Facility</i>	<i>Authorized positions</i>	<i>Proposed new positions Number</i>	<i>Proposed new positions Cost</i>	<i>Percent increase in staff</i>
Departmental Administration ---	76.0	5.0	\$27,636	6.6
Medical Facility				
Institution -----	339.5	75.7	367,926	22.1
Reception center -----	36.0	1.0	5,232	2.8
Men's Colony -----	195.0	18.2	89,802	9.3
Chino				
Institution -----	351.7	5.2	44,804	1.5
Reception center -----	33.0	--	--	--
Tehachapi Branch -----	103.5	7.5	35,948	7.2
Camp supervision -----	2.0	1.0	3,120	50.0
Highway road camps -----	7.0	0.2	780	28.6
State forestry camps -----	24.0	13.2	43,734	55.0
Folsom				
Institution -----	350.1	17.0	82,870	4.9
Camp supervision -----	3.0	0.4	1,678	13.3
Federal forestry camps -----	10.0	--	--	--
State forestry camps -----	21.0	0.6	3,463	2.9
San Quentin				
Institution -----	516.8	5.2	28,482	1.0
Camp supervision -----	6.0	--	--	--
Highway road camps -----	12.0	0.4	1,560	3.3
State forestry camps -----	18.0	0.6	2,340	3.3
Soledad				
Institution -----	348.2	24.2	81,915	16.3
Camp supervision -----	3.8	--	--	--
State forestry camps -----	18.0	0.6	2,340	3.3
Federal forestry camps -----	10.0	--	--	--
Deuel				
Institution -----	321.0	3.0	19,824	0.9
Reception center -----	14.0	2.0	8,220	14.3
Institution for Women -----	131.3	22.5	95,436	17.1
Adult Authority -----	221.1	17.5	89,784	7.9
Board of Trustees -----	16.0	2.0	3,588	12.5
Totals -----	3,188.0	223.0	\$1,039,982	7.5

The total departmental request embodies 223 proposed new positions at an added salary and wage cost of \$1,039,982. This represents an increase in staff of 7.5 percent.

As previously pointed out, the total increase in inmate population for 1957-58 is only 759 inmates or 4.9 percent over the estimate for 1956-57. Further, on the basis of the original budgeted level for 1955-56 the total 1957-58 population will be actually 254 inmates less than was forecast for 1955-56 in the Governor's Budget for that year.

In spite of this failure to achieve prior budgeted levels of population, the agency program for 1957-58 contemplates activating additional facilities providing for added capacity to the extent of 1,020 inmates.

Department of Corrections—Continued

Additional facilities scheduled for occupancy during 1957-58 and their capacities are reflected in the following table:

<i>Facility</i>	<b>Additional Facilities, 1957-58</b>	<i>Capacity</i>
Medical Facility—Reception Center -----		600
Chino—2 forestry camps -----		160
Folsom—1 forestry camp -----		80
San Quentin—1 forestry camp -----		80
Corona		
Tuberculosis unit -----		20
20 bed additions to each of 4 cottages -----		80
		<hr/>
Total added capacity -----		1,020

The net result of added capacity coupled with an original overestimate on the rate of increase of inmate population results in a dispersal of whatever the revised estimate of the existing population turns out to be, into the facilities, that are now to become available. Of course, management may contend that there is some justification for such dispersal on the basis of further eliminating overcrowding in existing units. The point that we make is simply that such dispersal universally results in higher costs, plus added staffing which is not proportionate to the prior existing levels of operation.

An example of the dispersal factor is found at San Quentin prison. The Reception Guidance Center formerly operated at this facility. The unit had a population of 600 inmates during 1956-57. It is being transferred to the Medical Facility at Vacaville. However, the utilization of the former Reception Guidance Center which housed 600 inmates, results in only 285 additional inmates for regular San Quentin institutional activities.

From a staffing standpoint, we note the following with respect to the transfer of the Reception Guidance Center activity from San Quentin to the Medical Facility at Vacaville. With the transfer of the Guidance Center activity from San Quentin, a total of 36 positions at a salary cost of \$197,777 will be transferred to the Medical Facility. These are all technical and clerical positions utilized in the reception process.

It is noted that with the inauguration of the Guidance Center function at Vacaville the 1957-58 Budget proposes 50 additional custodial positions for the 600 inmates transferred there. The added salary and wage cost for these 50 custodial positions is \$220,662. However, the San Quentin budget is only reduced by seven custodial positions, since the quarters which formerly housed 600 inmates as the Reception Guidance Center now will be utilized to house only 285 inmates of the regular institutional population.

We desire to point out that the San Quentin institutional population figure of 3,470 estimated for 1957-58 is actually 10 less inmates than were housed in the institution proper during 1955-56, when the actual population was 3,480. In addition to this institutional population the Reception Guidance Center was operated on the basis where the fiscal year-end population for June 30, 1956, reached 673 inmates.

**Department of Corrections—Continued**

It is therefore obvious that the projected 1957-58 San Quentin population could be housed in the same quarters as were utilized for institutional population in 1955-56. This course of action would preclude the dispersing of the total institutional population into the areas formerly utilized by 600 inmate population in the Guidance Center.

Since this latter area is vacated by the removal of the Guidance Center to the Medical Facility at Vacaville, the above course of action should provide enough custodial officers to transfer from San Quentin to the Medical Facility at Vacaville. On that basis, there would be no necessity of authorizing 50 additional new custodial positions at Vacaville. The resultant savings would be \$220,662 for salaries and wages alone, exclusive of retirement costs which would approximate another \$15,000, or a total of \$235,000 annually in round figures.

The decision in this matter would appear to be one of policy rather than necessity, since the operating level at San Quentin would be on a par with that experienced in 1955-56.

**Program Augmentations**

There are a few operational areas common to most of the penal institutions wherein the agency is seeking additional staffing affecting the same program in more than one institution.

The following table reflects these programs and the total additional position requests that are involved:

**Staffing Requests Common to More Than One Facility**

<i>Purpose or program</i>	<i>Proposed new positions</i>	<i>Salary and wage cost</i>
Intensive treatment program -----	13.6	\$51,233
Psychiatric treatment program -----	8.0	53,334
Dental program -----	10.5	157,312*
Supervisory custodial staffing -----	9.6	47,016
Student professional assistants -----	4.0	11,952
Relief for instructors, physical education -----	2.4	11,376
Increased chaplaincy service -----	3.0	16,933
<b>Totals -----</b>	<b>51.1</b>	<b>\$349,156</b>

\* \$108,612 of this amount is for salaries and wages. The balance consists of: operating expenses, \$17,000; equipment, \$29,950; alterations, \$5,750.

Each of the general program staffing requests will be discussed in the above indicated order.

**Intensive Treatment Program**

Some augmentation of staff for this program is proposed for two facilities at which the program is currently operating, namely the Institution for Men at Chino and the San Quentin Prison.

In addition, it is proposed to expand the present institutional coverage of the program to include Soledad Prison as well. The starting date for the latter institution to participate is scheduled at January 1, 1958. Thus, the program at Soledad would be operative only for the last six months of the 1957-58 Fiscal Year.

The expenditures budgeted for Soledad for this purpose are as follows:

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1	Correctional classification officer IV (Budget page 156, line 30)-----	\$3,180
1	Clinical psychologist II (Budget page 156, line 31)-----	3,180
7	Correctional classification officers II (Budget page 156, line 33)-----	18,312
0.2	Psychiatrist II (Budget page 156, line 34)-----	1,086
3	Intermediate typist-clerks (Budget page 156, line 35)-----	4,941
	Salaries and wages, six months-----	\$30,699
	Operating expenses -----	925
	Equipment -----	8,855
	Total -----	\$40,479

From the foregoing, it is apparent that the initial annual cost at Soledad will approximate \$73,000 including equipment.

*We recommend deletion of the \$40,479 requested to initiate the intensive treatment program at the Soledad Prison.* We do so not on the basis that the program, as currently under way at San Quentin and as authorized and scheduled at Chino, is either ineffective or nonproductive. We point out that the intensive treatment program was initially authorized at the San Quentin Prison, effective July 1, 1956, and later was extended to include the Institution for Men effective January 1, 1957.

The program initially would appear to have a distinct potentiality of making an effective contribution to the rehabilitative processes in restoring felons to a useful social adjustment. As such it most certainly is to be encouraged and supported to the end that it have a fair trial to test its efficiency. However, the program is new, is substantially untried, and was promulgated initially as a controlled experiment, the results of which were to be evaluated, before any extension to other facilities could reasonably be supported. We therefore cannot concur at this time in the agency request.

It should be noted that this request is budgeted for only a six months' period and even then on two contingency factors as set forth in the footnotes on Budget page 96, lines 72-75 inclusive. These factors are:

1. Determination of the necessity of a larger sample to validate findings of the experimental study.
2. Verification of the availability of a sufficient number of inmates at this institution to carry on the program.

Even if the above factors are resolved in favor of an extension of the program it would seem desirable and prudent to have the benefit of preliminary reports, and analysis of any trend data developed by the two institutions where the program is now operative and authorized, before financing any extension of the program to another facility.

**Psychiatric Treatment Program**

The agency request contemplates an increase in the level of psychiatric services at three institutions. The positions, by institution, and the salary and wage costs are:

## General Analysis

## Corrections

### Department of Corrections—Continued

<i>Institution—Positions</i>	<i>Cost</i>
<b>Medical Facility</b>	
2 Psychiatrist II (Budget page 109, line 63) -----	\$21,720
Psychiatrist III (Budget page 109, line 65) (replacing 1 Psychiatrist II)	600
—	
2	<u>\$22,320</u>
<b>Men's Colony</b>	
1 Clinical psychologist II (Budget page 116, line 52) -----	\$6,360
1 Correctional classification officer III (Budget page 116, line 55) -----	5,772
1 Intermediate typist clerk (Budget page 116, line 57) -----	3,456
—	
3	<u>\$15,588</u>
<b>Folsom</b>	
1 Clinical psychologist II (Budget page 135, line 65) -----	\$6,360
1 Correctional classification officer III (Budget page 135, line 67) -----	5,772
1 Intermediate typist clerk (Budget page 135, line 70) -----	3,294
—	
3	<u>\$15,426</u>
8	<u>\$53,334</u>
<b>Totals</b>	

The request constitutes an improvement in the level of psychiatric services since the population changes at the three affected institutions would not warrant additional staffing to maintain the same level of service.

The Medical Facility at 1,350 inmates will maintain the same average institution population as prevailed before the transfer of the Reception Guidance Center function.

The Men's Colony at 1,150 inmates will maintain the same average daily population for 1957-58 as the year end figure for 1956-57.

Folsom at 2,245 inmates will be below its latest actual average of 2,436 experienced in 1955-56.

*We recommend deletion of the request for added psychiatric services at this time, reducing salaries and wages in the amount of \$53,334.*

First, the augmentation of psychiatric services at those institutions having the group counseling program could conceivably affect the validity of any determinations made pursuant to an evaluation of that experimental program.

Secondly, as will be noted from the budget on page 97, lines 48-52 inclusive, these positions are apparently budgeted on a conditional stop gap basis without adequate work load factors to realistically and factually support their inclusion in the budget at this time.

According to the budget, three conditions have been made precedent to any further staff requests for this type of service. These conditions all relate to a determination of work load and are to be made the subject of a study by the department to define and determine:

- (a) "The role of the psychiatrist and what he is expected to accomplish in the institution, both individually and as the leader of the psychiatric team."
- (b) The extent of the psychiatric work load, both for the psychiatrist individually and the psychiatric team.

Department of Corrections—Continued

*We are inclined to recommend approval of the 10.5 added positions for 1957-58 based upon the work load factors developed in the dental survey. However, we also recommend that the agency thoroughly explore and report to the Department of Finance and the Legislature on the feasibility of setting up the dental care program on a reimbursement policy predicated upon the ability of the inmate to pay for this service on an actual cost basis.*

In this connection, we point out that since the inception of the inmate pay program a few years ago this item has now reached the point where the State will pay in excess of \$400,000 to inmates on pay work projects in 1957-58. Further evidence of the inmates potential ability to pay is found in the totals on deposit in inmate trust accounts. This fund totaled \$497,068 on September 30, 1956. The basic concept of requiring reimbursement is not wholly new and is being applied with respect to cash advancements made to parolees and dischargees. In some cases such cash advances have been utilized for dental work. Recoveries of amounts so advanced, based on ability to repay have reached as high as 50 percent per year. There would seem to be no fundamental differential in the equity of expecting some degree of repayment for this service whether the individual be an inmate under institutional confinement or on parole status.

Level of Service—Dental Program

<i>Fiscal year</i>	<i>Dental positions</i>	<i>Average population</i>	<i>Level of service</i>
1949-50 -----	8.5	11,009	1.37
1950-51 -----	9.3	11,591	1.42
1951-52 -----	10	12,055	1.47
1952-53 -----	11.6	13,216	1.6
1953-54 -----	12.6	14,171	1.57
1954-55 -----	11.8	15,337	1.37
1955-56 -----	16.4	15,288	1.91
1956-57 -----	19	15,437	2.2
1957-58 -----	29	16,196	3.2
Dental survey -----	43	16,196	4.71

From the above table it is indicated that acceptance of the level of service proposed by the dental survey requirements would ultimately provide an average of 4.71 hours of dentist time per inmate per year. This would be an increase of 3.31 hours or 236 percent above the average level of 1.4 hours provided during the seven years, 1949-50 through 1955-56, of actual figures reflected in the table.

On the basis of the present budget proposal for 1957-58 the increased level of dental service will be 1.8 hours or 129 percent above this same average.

Supervisory Custodial Staffing

Pursuant to a study made by the Department of Corrections, the agency now seeks to secure a total of 9.6 additional custodial positions, at an added initial cost of \$47,016. These positions are to obtain what the agency terms "proper organizational structure and to achieve as much uniformity as possible." The distribution of these 9.6 additional positions is shown below by institution and position classification, to-

**General Analysis**

**Corrections**

**Department of Corrections—Continued**

gether with a duty statement as to the specific function to be discharged.

**Men's Colony**

1 *Correctional lieutenant (Budget page 116, line 48)*----- \$5,496  
To supervise housing area seven days per week.

2.4 *Correctional sergeant (Budget page 116, line 49)*----- 11,376  
One position seven days per week for receiving and release function. 1.4 for relief positions of the above sergeant on the receiving and release function and for relief of the lieutenant in the housing area.

**Chino**

1 *Correctional sergeant (Budget page 123, line 64)*----- 4,740  
A fraction of the above position, 0.4, is for supervision of weekend visiting. The balance, 0.6, is stated to be for relief of positions presently budgeted.

**Folsom**

2.4 *Correctional sergeant (Budget page 135, line 60)*----- 11,376  
No specific duty statement is contained in the Governor's Budget for these positions other than the general statement relative to organizational structure and uniformity. However, the working budget of this facility indicates the request for 1.6 sergeant positions, including relief, for liason between the custody function and the industries program. The balance of the request appears to be for supervision coverage on the visiting area.

**Soledad**

1 *Correctional lieutenant (Budget page 156, line 23)*----- 5,496  
This position is requested to provide a post of watch supervisor on the second shift, seven days per week of the barracks area, only on the basis that such a position is provided for at all other institutions.

0.4 *Correctional sergeant (Budget page 156, line 24)*----- 1,896  
This position is to provide relief for the above watch lieutenant post.

**Deuel**

1.4 *Correctional sergeants (Budget page 164, line 48)*----- 6,636  
The position is to provide a supervisory post for "k" wing where the Reception Guidance Center is located. The 0.4 is for relief for this same post.

9.6 Totals ----- \$47,016.

While we are generally in accord with agency objectives to attain as good an organizational structure and uniformity in staffing patterns as is practical and commensurate with work load requirements, it appears

## Department of Corrections—Continued

that this could be accomplished within the complement of the presently existing custodial positions already budgeted for institutional purposes. We cannot concur that it is necessary to add another \$47,016 in additional positions to the existing custody payroll. As a matter of fact, the agency has already partially accomplished its custodial reorganization objective by reclassifications of *existing* positions. The 1957-58 Budget is already increased by approximately \$9,000 as a result.

In each of the instances presented above, the request is for additional sergeant or lieutenant positions to provide for additional supervision over existing functions or for those already staffed with custodial officers. The fact that some of the institutions already may have achieved the level of supervision coverage now being sought for others for the sake of uniformity, alone, does not appear per se an adequate justification. It may be contended that the other institutions should have a lower level of supervision staffing unless specific factual deficiencies are pointed up in those facilities not now having such supervisory personnel. Further, these deficiencies would have to be evaluated in terms of the added expenditure required to overcome them. No such presentations are made by the agency. Therefore we cannot concur with the requests above outlined. We suggest that the agency consider achieving uniformity by reducing supervision coverage somewhat below the level now in effect at the facilities not now seeking augmentations. This would place staffing on a uniform basis and enable the deletion of some existing positions.

*We recommend deletion of the 9.6 positions requested, reducing salaries and wages by \$47,016.*

From the standpoints of work load as evidenced by population changes and prior levels of service we find further support for the above recommended deletions of requested new custody positions at the five facilities involved. The following factors should be considered in evaluating requests for added custodial staffing.

## Men's Colony

The estimated average daily population for 1957-58, of 1,150 is the same figure as the estimated year end population on June 30, 1957.

The difference between the average daily populations for the two years is 50 inmates or only 4.5 percent.

The 1956-57 Governor's Budget was originally predicated upon an estimated average daily population of 1,175 inmates which is 25 more inmates than is now forecast for 1957-58.

## Chino

The 1957-58 institutional population forecast of 1,360 inmates is actually 13 fewer inmates than were actually serviced by this facility in 1955-56 when the institution handled 1,373 inmates.

Actually the 1956-57 Governor's Budget for Chino was predicated upon an institutional population of 1,572 inmates. This is 212 or 15.6 percent more inmates than are now scheduled for 1957-58.

Similarly in 1952-53, 1953-54 and 1954-55 the facility operated at institutional population levels of 1,512, 1,496, and 1,504 inmates re-

## Department of Corrections—Continued

spectively, all of which are substantially above the projected 1,360 population figure scheduled for 1957-58.

## Folsom

The average daily population scheduled for 1957-58 at this institution is 2,245 inmates. While this is 130 more inmates than the revised estimate for 1956-57, it is nevertheless 265 or 11 percent *fewer* inmates than the 2,510 level originally contemplated and budgeted for in the 1956-57 Governor's Budget.

Here again with actual population declines having taken place in an old established facility, we cannot concur with the agency request for augmentation of custodial staffing.

## Soledad

This facility is budgeted in 1957-58 at 2,050 inmates, the same number as the re-estimate for 1956-57. This figure is seven inmates *less* than originally scheduled in the 1956-57 Governor's Budget.

In 1954-55 the average institutional population at Soledad reached 2,180 inmates. Thus the 1957-58 figure is 130 inmates or 6 percent *below* the former operating level.

## Deuel

The 1957-58 average daily population figure for this facility is 1,225 inmates. This is only five inmates above the re-estimated 1956-57 figure and 25 in excess of the original 1956-57 Governor's Budget. The inmate population increase of five inmates is actually in the reception guidance center function. This nominal variance can hardly sustain a request for a custodial personnel augmentation to cost an additional \$6,636.

## Student Professional Assistant

Four such positions are requested to augment eight such positions presently authorized. The added cost of the program will be initially \$11,952. The positions will be established, one each at the Men's Colony, Soledad, Deuel, and the Parole Outpatient Clinic.

*We recommend approval of the request.*

Such positions will provide assistance to the departmental program, afford the opportunity for employment experience in the correctional field for students and also should assist the State in recruiting better qualified individuals. While these are all worthwhile assumptions and objectives, this program will be costing in excess of \$38,000 per year.

*We recommend that the agency furnish an annual statement as a part of its regular budget data setting forth information on the benefits, ensuing from these positions including but not necessarily limited to the following factors:*

1. Total number of different individuals employed each fiscal year in these positions.
2. Total man months of vacancy in such positions.
3. Total full-time employees recruited each year by the agency from those who initially participated in this program as a student professional assistant.

## Department of Corrections—Continued

4. A short resumé of the kind of work being performed by each position.

We believe that annual data such as the above will provide a sounder premise for evaluating the need for continuing, expanding, or eliminating the program in future budget considerations.

## Relief for Instructors in Recreation and Physical Education

A total of 2.4 additional correctional sergeant positions at an added cost of \$11,376 is budgeted for weekend, vacation, holiday and sick leave relief in the 1957-58 Budget request. These 2.4 sergeant positions would be distributed on the basis of 0.6 of a position in each of four institutions, namely, the Men's Colony, Folsom, Deuel, and Soledad. The ultimate added cost of these positions at the top of the salary range, with provision for retirement costs would approximate \$15,000.

*We recommend deletion of the 2.4 correctional sergeant positions for relief purposes in physical education instruction, reducing salaries and wages by \$11,376.*

This request constitutes a restatement of the same request made in prior budgets either on an individual institutional basis or as a group of complement positions. The last such request on the latter basis was made in the 1955-56 Budget. The matter was reviewed at that time in our 1955-56 analysis report on pages 86 and 87. All prior requests have generally been on the basis of one full position per institution. The agency should therefore be credited at this time with a more conservative approach to the amount of staffing requested which is in line with our computations discussed in our prior analysis.

However, the basic merits of the nature of the request have not been altered and consequently we must restate our previous position that the requested increase for this functional purpose is one of marginal merit and low priority.

The Legislature for the past several years has consistently deleted position requests for this purpose. *We recommend that it continue this policy and again delete these positions.*

With the substantial reduction in overcrowding that has taken place in the various facilities, coupled with other augmentations that have been incorporated in the total agency program, there would appear to be less urgency now for this type of staffing than when the initial requests were considered in several prior budgets.

## Increased Chaplaincy Service

The proposed increase in this program contemplates provision for part-time Jewish chaplaincy service in each institution having a minimum of 25 inmates of this religion. At present, this would encompass the Medical Facility and the Men's Colony. The added cost for these two institutions will be \$2,160 on the basis of 0.2 of a position per institution.

In addition to the foregoing, the budget request embodies the proposal to provide religious services for the permanent state forestry and road camps on the basis of 0.1 of a position for each of two major faiths, Protestant and Catholic. This will require 2.6 chaplain positions costing

## Department of Corrections—Continued

\$14,773. The total added cost for these two new concepts initially will be \$16,933.

We note what appears to be an error in the amount of funds budgeted for intermittent chaplain service in the state forestry camps under Folsom Prison as set forth on Budget page 139, line 11. The amount of funds for 0.6 of a position is indicated at \$3,463. The same type of request for chaplain service at state forestry camps under San Quentin and Soledad, however, is budgeted at only \$2,340. These are reflected on Budget page 150, line 35, and Budget page 158, line 32, respectively. The differential in costs budgeted is \$1,123. The Department of Finance should clarify the discrepancy.

The requested augmentation of chaplaincy service to provide this item in state highway road camps and state forestry camps raises a policy question with respect to the religious services at federal forestry camps operated out of the state prisons at Folsom and Soledad. No budget provision is made at these latter facilities. *The Department of Corrections should clarify this apparent inconsistency in policy.*

The question of how far the State should go in subsidizing various religious faiths in institutional programs is one of policy for the Legislature to decide.

These programs have gradually continued to expand over the years, and the current proposal is but another segment of the expansion. It would seem more appropriate for the State to provide the physical properties including basic equipment only and to allow the various faiths the use of these facilities to meet their normal requirements.

On this premise the personnel and specialized equipment of the various religions would be their individual fiscal responsibility for this phase of their activities the same as it is in any community wherein they desire to operate. However, this has not been the policy to date.

*This augmented religious program is submitted as a policy item, without specific recommendations.*

## Classification and Parole

In our analysis of last year on pages 59-61, we questioned the new position requests for this function in the 1956-57 Budget. There were certain apparent inconsistencies that arose in applying a work load formula where institutional population shifts were mostly downward. We suggested that the agency and the Department of Finance make a complete review of the basis upon which the formula was applied and the statistical projection, developed in order to redetermine the proper number of positions. We note from the presentation in the 1957-58 Budget on page 97, that this has been done.

As a result a total of eight positions, seven clerical and one professional, have been eliminated from the agency budget. The resultant saving approximates \$35,000 per annum.

## General Budget Presentation

We believe it to be in order to comment favorably upon what, in our opinion, is the best presentation of this agency budget to date. We have particular reference to the more extensive use of footnotes to explain

Department of Corrections—Continued

budgetary changes and revisions during the interim period. This enables an easier reconciliation of data between various Governors' Budgets and between the fiscal periods set forth in any one particular budget. The continued and expanded use of this technique is to be urged as a commendable improvement.

It is also noted that in addition to the eight classification and parole positions previously mentioned, 25 other positions have been abolished effective during either the 1956-57 or 1957-58 Fiscal Years, which is indicative of better budgetary control on the part of both the agency and the Department of Finance.

Unification of Parole Services

We have had the opportunity to study preliminarily the Second Interim Report of the Special Study Commission on Correctional Facilities and Services released under date of January 16, 1957.

Particularly noted therein is a recommendation that Penal Code sections be amended to provide in effect for the merger of the women's parole function with that of the Division of Adult Paroles.

We believe that such a consolidation is long overdue and the accomplishment of such a unification of the parole services would tend to establish greater uniformity in equitable policies applicable to both male and female parolees as well as eliminate some of the inefficiencies and added expenditures inherent in the present operating structure of two separate entities.

*We recommend that this proposal receive careful and favorable consideration.*

Department of Corrections  
DEPARTMENTAL ADMINISTRATION

ITEM 42 of the Budget Bill

Budget page 99  
Budget line No. 7

FOR SUPPORT OF DEPARTMENTAL ADMINISTRATION FROM THE  
GENERAL FUND

Amount requested .....	\$564,541
Estimated to be expended in 1956-57 Fiscal Year .....	532,217
Increase (6.1 percent) .....	\$32,324

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages .....	\$22,227	—\$1,953	\$24,180	102 64
Operating expense .....	3,760	—840	4,600	102 65
Equipment .....	6,337	1,535	4,802	102 66
Total increase .....	\$32,324	—\$1,258	\$33,582	102 68

RECOMMENDATIONS

Amount budgeted .....	\$564,541
Legislative Auditor's recommendation .....	548,177
Reduction .....	\$16,364

Departmental Administration—Continued  
ANALYSIS

The recommended reduction of \$16,364 consists of the following items in the categories indicated:

<i>Salaries and wages</i>		<i>Budget</i>	
	<i>Amount</i>	<i>Page</i>	<i>Line</i>
Consulting and coordinating			
1 Field representative .....	\$7,356	101	41
1 Associate construction analyst.....	7,008	101	42
<hr/>			
2 positions, reducing salaries and wages by.....	\$14,364		

After the deletion of the above positions, the agency will still be benefited to the extent of three new positions involving an added cost of \$13,272 in salaries and wages.

<i>Operating expenses</i>		<i>Budget</i>	
	<i>Amount</i>	<i>Page</i>	<i>Line</i>
Out-of-state travel .....	\$2,000	101	60
<hr/>			
Reduction in operating expenses:.....	\$2,000		
<hr/>			
Total recommended reduction .....	\$16,364		

Per Capita Costs for Administration

<i>Fiscal year</i>	<i>Total population all facilities</i>	<i>Total administration costs</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
				<i>Amount</i>	<i>Percent</i>
1946-47 .....	7,950	\$97,545	\$12.27	--	--
1947-48 .....	9,136	161,398	17.68	\$5.40	44.0
1948-49 .....	10,137	191,925	18.93	1.26	7.1
1949-50 .....	11,009	216,278	19.65	.72	3.8
1950-51 .....	11,591	236,230	20.38	.73	3.7
1951-52 .....	12,055	271,599	22.53	2.15	10.5
1952-53 .....	13,216	*372,645	28.20	5.67	25.2
1953-54 .....	14,171	*408,521	28.83	.63	2.2
1954-55 .....	15,337	*418,203	27.27	-.93	-3.2
1955-56 .....	15,288	*495,544	32.41	5.34	19.6
1956-57 .....	15,437	*570,017	36.93	4.52	14.0
1957-58 .....	16,196	*604,186	37.30	.37	1.0

\* Includes contributions to State Employees' Retirement Fund.

The total expenditures for support of Departmental Administration are scheduled to increase \$34,169, or 5.9 percent.

Population at all institutions is anticipated to average 16,196 inmates, an increase of 759, or 4.9 percent.

This results in the per capita cost going from \$36.93 to \$37.30, an increase of \$0.37, or 1.0 percent.

Comparative Administrative Costs—Department of Corrections

<i>Fiscal year</i>	<i>Total support budget *</i>	<i>Total administrative cost</i>	<i>Percentage administrative cost</i>
1949-50 .....	\$9,957,400	\$216,278	2.2
1950-51 .....	11,356,371	236,230	2.1
1951-52 .....	13,236,309	271,599	2.1
†1952-53 .....	15,594,142	372,645	2.4
1953-54 .....	18,090,602	408,521	2.3
1954-55 .....	20,034,434	418,203	2.1
1955-56 .....	23,062,145	495,544	2.1
1956-57 .....	26,260,155	570,017	2.2
1957-58 .....	28,023,799	604,186	2.2

\* Exclusive of other current expenses.

† Includes to State Employees' Retirement Fund for this and each subsequent year.

Departmental Administration—Continued

The above table reflects that the percentage of total administrative costs to the total support budget for the entire agency in 1957-58, is projected at 2.2 percent.

It is to be noted that this percentage figure has remained relatively constant since 1949-50.

This reflects that there has been no noticeable improvement in departmental administrative efficiency as reflected in administrative costs. Such improvement normally should reduce the percentage relationship between total departmental and administrative costs.

The following table reflects the total level of service extended by Departmental Administration:

Total Level of Service—Employee Hours Available per Inmate for Departmental Administration

Fiscal year	Total employees	Population	Level of service ‡	Increase over prior year	
				Amount	Percent
1947-48	33.3	9,136	6.4	1	18.5
1948-49	39.6	10,137	6.8	0.4	6.3
1949-50	42.1	11,009	6.7	-0.1	-1.5
1950-51	46.8	11,591	7.1	0.4	6
1951-52	51	12,055	7.5	0.4	5.6
1952-53	59	13,216	7.9	0.4	5.3
1953-54	64	14,171	8.0	0.1	1.3
1954-55	65.2	15,337	7.6	-0.4	-5.0
1955-56	68.5	15,288	8.0	0.4	5.3
1956-57*	72	15,437	8.3	0.3	3.8
1957-58†	78	16,196	8.6	0.3	3.6

\* Estimated as shown in 1957-58 Budget.

† Budget request.

‡ Level of service in terms of total annual paid employee-hours per inmate.

Under the proposed budget request for 1957-58 the level of service will average 8.6 hours per inmate.

This is 0.3 hours, or 3.6 percent, above the level now scheduled for 1956-57.

It is 2.2 hours, or 34.4 percent, above a former operating level of service of 6.4 hours, utilized in 1947-48.

Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$477,684. This represents an increase of \$22,227, or 4.9 percent over the total of \$455,457 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

* Salary increases on 76 established positions, less three positions to be deleted September 30, 1957	-\$2,609
A total of five proposed new positions costing	27,636
Estimated salary savings, increase	-2,800

Total increase in salaries and wages \$22,227

\* Three positions will terminate September 30, 1957, causing the total salary cost of the 76 currently authorized positions to be less than the total salary cost of 75 authorized positions in 1956-57, even though salary increases are made on the established positions.

A total of 76 positions are presently authorized. The agency is requesting an additional five proposed new positions. This represents an

Departmental Administration—Continued

increase of 6.6 percent in staff, as compared to a 4.9 percent increase in total inmate population at all facilities.

Thus it is apparent that an extension of the present proposal would provide for a substantial enrichment in the present level of service.

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

Functions and positions	Amount	Budget	
		Page	Line
Executive			
1 Intermediate stenographer-clerk -----	\$3,456	101	36
Clerical pool			
1 Intermediate stenographer-clerk -----	3,456	101	38
Consulting and coordinating			
* 1 Field representative -----	7,356	101	41
* 1 Associate construction analyst -----	7,008	101	42
1 Supervising psychiatric social worker -----	6,360	101	43
5 Totals -----	\$27,636		

\* Recommended for deletion.

*Field representative (Budget page 101, line 41)----- \$7,356*

The agency states that the purpose of this position is, as set forth on Budget page 99, lines 64 and 65, "To provide additional advisory services to cities and counties on jail and detention facilities, as specified in Sections 4015 and 6029 of the Penal Code \* \* \*"

*We recommend deletion of this position reducing salaries and wages \$7,356.*

In the data furnished with the position justification, the agency states that one of the duties of this position will be assisting the administrators of the county and city jails in their efforts to improve their jail buildings and to raise their jail standards on feeding, clothing and bedding up to the level prescribed by the Board of Corrections as required by Section 4015 of the Penal Code.

Section 4015 provides: "\* \* \* The board of supervisors shall provide the sheriff with necessary food, clothing, and bedding, for such prisoners, which shall be of a quality and quantity at least equal to the minimum standards and requirements prescribed by the Board of Corrections for the feeding, clothing, and care of prisoners, in all county, city and other local jails and detention facilities \* \* \*"

From the language of Section 4015 it would appear that the only duty imposed on the Board of Corrections is to prescribe minimum standards and requirements for the feeding, clothing, and care of prisoners in local jails and detention facilities. We do not read from Section 4015 any other duties. The setting of such standards should be a relatively easy task for the Board of Corrections due to its own experience in the operation of correctional institutions and due to readily accessible information on the subject which could be obtained from other sources.

It appears to be an open question as to whether the Legislature, due to the wording of Section 4015, intended or desired that the Board of Corrections would utilize staff to run an inspection service of local detention facilities to see that the standards were being adhered to, or that the staff would be used to assist local jail administrators in im-

## Departmental Administration—Continued

proving their jail buildings and assisting them in raising their standards of feeding, bedding, and clothing of inmates to the prescribed standards.

The second code provision used to substantiate the duties of the requested position is Penal Code Section 6029.

Section 6029 provides, "The plans and specifications of every jail, prison, or other place of detention of persons charged with or convicted of crime or of persons detained pursuant to the juvenile court law or the Youth Authority Act, if such plans and specifications involve construction, reconstruction, remodeling, or repairs of an aggregate cost in excess of one thousand five hundred dollars (\$1,500), shall be submitted to the board for its recommendations. Upon request of any city, city and county, or county, the board shall consider the entire program or group of detention facilities currently planned or under consideration by the city, city and county, or county, and make a study of the entire needs of the city, city and county, or county therefore, and make recommendations thereon \* \* \*"

We believe that this code provision is faulty in that it requires the submission of the plans while the recommendations of the field representatives, who actually performs this function for the Board of Corrections, are merely advisory and there is no requirement or compulsion that such recommendations be followed. On the basis of a limited sample made by the Legislative Auditor's staff, we found that the recommendations made by the field representative will be followed only if they are concurred in by the local officials charged with the responsibility of the jail construction. This would probably be true regardless of the worth of the recommendations. Thus, the Board of Corrections in these instances is furnishing a service to such localities that may be of dubious value. On the other hand there are possibly a number of the smaller localities that need and are desirous of obtaining more help in their jail construction problems. There is some indication that many of these smaller communities have no knowledge of these advisory services which are available to them.

*We recommend that Section 6029 be changed so that the submission of jail plans for review by the Board of Corrections be placed on a voluntary basis.*

This would obviate the necessity of the field representative reviewing and making recommendations on plans, and subsequent field trips to check on the soundness and validity of his recommendations, for communities which are merely submitting their plans for review due to the provisions of Section 6029 and not because any advice is desired or requested. This would, of course, reduce the work load to an extent whereby more aid could be offered to the communities needing and requesting such help.

The following is a list of activities taken from the material furnished with the justification for this requested position which are indicative of some of the functions performed by the field representative position. We question whether the majority of these activities can be justified under Penal Code Sections 4015 and/or 6029:

## Departmental Administration—Continued

1. Survey of all or any parts of a city or county adult detention program and recommend steps to be taken in expanding or improving such programs.

2. Inspection of city and county detention facilities and programs and determine the degree to which they comply with existing legal requirements and make recommendations to bring same within statutory requirements.

3. Prepare operational manuals on jail functions.

4. Confer with city and county representatives interpreting minimum jail standards on the construction and operation of jails and jail camps.

5. Instruct sheriff and police department staffs on jail operations and the proper method of transporting prisoners.

6. Advise local administrators on efficient operation of jails or methods to improve existing structures.

7. Organize and participate in training activities for local jail personnel.

8. Prepare articles for publication and gather and disseminate data from California and nationwide sources on programs, ideas, and projects which may be utilized in improving jail conditions.

9. Permit the field representative to investigate complaints concerning conditions in local jails.

10. *Allow the field representative to engage in activity, the purpose of which is to solicit support of organizations and individuals, such as jailers associations, peace officers and sheriffs, of the State's \$200,000-000 Building Bond Act that was to be placed before the citizens in an election on the act and also for support of the board's efforts to obtain additional field staff. (Emphasis added.)*

11. Make suggestions to local jail administrators on actual programs for the handling or utilization of the inmate population. Specifically to recommend to a sheriff that female inmates be utilized in the operation of the laundry facilities of a county hospital.

We would also point out in connection with Nos. 5, 6, and 7 above, that such service even if authorized does not appear necessary. We take this position due to information obtained in contacts with law enforcement officers; that such a service is provided by the United States Bureau of Prisons. The service is furnished in the form of a correspondence course and is being used to some extent with satisfactory results.

It is also to be noted that the Federal Bureau of Investigation provides free instruction to local law enforcement personnel both in the field and at the F. B. I. National Academy at Quantico, Virginia.

We cannot see any need to duplicate or augment these services when they are already being provided without any costs to the State.

1 Associate construction analyst (Budget page 101, line 42)--- \$7,008

The agency originally requested a position of prison planning consultant at a salary of \$9,852 per annum. The Department of Finance reduced this request to the above position.

It has been pointed out that poor prison planning in the past has been the cause of inadequately planned prisons which has necessitated

## Departmental Administration—Continued

added expense of remodeling and the constantly recurring expense of additional custodial and other personnel who might not have been needed if the prison had been properly planned in the first instance. Some of these defects cannot now be feasibly corrected and thus we have the continuing expense of added personnel who cannot be reasonably eliminated.

Present projections contemplate expenditures in excess of \$40,000,000 in prison construction in the next five years and varying amounts thereafter, according to the agency.

In our opinion, the new position has been downgraded to an ineffective level. We believe the scope of the duties and responsibilities warrant that it should be at least on the associate warden level. The position presently budgeted is somewhat less expensive in salary cost, but it appears that the caliber of the person required to do the type of planning needed to be done cannot be recruited at the salary level of an associate construction analyst. It would seem futile and short-sighted economy to add to the staff a position classification that lacks the capabilities of performing the required service.

What is needed, in our opinion, is a person who is completely familiar with the operation of penal institutions and who need not be necessarily an architect. The architectural services are already being furnished by the Division of Architecture. Rather, such a person needs to be an individual who, through his knowledge of penal operations, can review proposed institution plans as well as the present physical layouts of existing facilities and make recommendations thereon to result in more efficient institutions from the standpoint of operations.

The differential in salary costs is actually negligible in terms of the potential savings and benefits that could accrue from the broader base of experience and specialized ability in the handling of penal problems that would be available to the agency from individuals at least at the associate warden salary level. This salary differential amounts to a range increase of only \$161 to \$195 per month more than the proposed new position of associate construction analyst.

From an organizational point of view as well as from a practical operating standpoint, it would be desirable that such a staff position be closely allied with and responsible to top management, rather than to be subordinate to the departmental maintenance supervisor. Furthermore, the establishment of this position at the associate warden level would provide the agency with the opportunity to rotate any acceptable existing associate warden candidates to fulfill the responsibilities of this position as a part of the process of selecting a capable individual for the stated purpose.

*We recommend deletion of the associate construction analyst position, reducing salaries and wages \$7,008. We recommend approval of the prison planning consultant position at a salary of \$9,852. The net result will be to increase salaries and wages in the amount of \$2,844.*

## Departmental Administration—Continued

## Operating Expenses

Operating expenses are scheduled at \$75,615 for 1957-58. This is an increase of \$3,760, or 5.2 percent, over the amount of \$71,855 estimated to be expended in the 1956-57 Fiscal Year.

Included in the total outlay \$75,615 for 1957-58 operating expense is the total sum of \$4,000 to pay expenses for eight employees of the Department of Corrections to attend two separate out-of-state meetings. Specifically the total sum includes the cost of the director, one of his staff, and four wardens to attend the Congress of Corrections meeting, a total of six employees at \$500 each or \$3,000 in all. The second out-of-state meeting is the Warden's Association convention. Attendance by two wardens has been proposed at a cost of \$500 each, totaling \$1,000.

It does not appear necessary that the agency have such a large number attending these meetings. We feel that it is only necessary to send to such meetings sufficient personnel to fairly represent the State and to bring back for the good of the entire department such benefits as may be derived from such meetings or conventions.

This position is strengthened by the supposition that the minutes of or a report of the results of such meeting or convention will undoubtedly be published. Such a published report along with adequate notes taken by the personnel in attendance should be sufficient without sending what we believe to be an excessive number of delegates.

*We therefore recommend that funds be approved in the amount of \$1,500 only, for the director, one staff member and one warden to attend the Congress of Corrections, thereby deleting \$1,500 from operating expense.* The present budget provides \$1,500 to allow a total of four wardens to attend this convention, we feel that attendance by one warden along with the director and one staff member or a total of three delegates should be sufficient for the purposes above outlined.

In connection with the Wardens' Association convention, we feel that attendance by one warden should be sufficient on the same principles mentioned above. This would reduce the operating expense outlay for this purpose by \$500.

*We therefore recommend the deletion of a total of \$2,000 from the out-of-state travel allotment under operating expenses.*

## Equipment

Equipment expenditures are scheduled at \$11,242 for 1957-58. This is an increase of \$6,337 over the amount of \$4,905 estimated for expenditure in 1956-57.

Out of the total of \$11,242 for equipment, the sum of \$2,686 is for replacement items and the further sum of \$8,556 is for additional equipment.

The budget as originally submitted by this facility requested \$13,058 for equipment. Modification of this amount after review to \$11,242, a reduction of \$1,816, or 13.9 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

**Department of Corrections  
TRANSPORTATION OF PRISONERS**

ITEM 43 of the Budget Bill

Budget page 99  
Budget line No. 21

**FOR TRANSPORTATION OF PRISONERS FROM THE GENERAL FUND**

Amount requested .....	\$66,600
Estimated to be expended in 1956-57 Fiscal Year.....	64,500
<hr/>	
Increase (3.3 percent) .....	\$2,100

**RECOMMENDATIONS**

Amount budgeted .....	\$66,600
Legislative Auditor's recommendation.....	66,600
<hr/>	
Reduction .....	None

**ANALYSIS**

The total expenditure for this item for 1956-57 of \$64,500 is made up of \$59,000 originally budgeted plus an additional \$5,400 from the emergency fund. The increase in 1957-58 of \$2,100 or 3.3 percent is nominal. This expenditure is limited by the terms of the appropriation.

We recommend approval of the request.

**Department of Corrections  
RETURNING FUGITIVES FROM JUSTICE FROM OUTSIDE THE STATE**

ITEM 44 of the Budget Bill

Budget page 99  
Budget line No. 29

**FOR RETURNING FUGITIVES FROM JUSTICE FROM OUTSIDE THE STATE FROM THE GENERAL FUND**

Amount requested .....	\$198,800
Estimated to be expended in 1956-57 Fiscal Year.....	194,600
<hr/>	
Increase (2.2 percent) .....	\$4,200

**RECOMMENDATIONS**

Amount budgeted .....	\$198,800
Legislative Auditor's recommendation.....	198,800
<hr/>	
Reduction .....	None

**ANALYSIS**

The agency was budgeted \$200,000 in the current year for this item. The agency has now revised its estimated expenditure for this purpose for the current year to \$194,600. The expenditures are limited by the terms of the appropriation.

The increase of \$4,200 or 2.2 percent is nominal. We recommend approval of the request.

**Department of Corrections**  
**TRIALS OF INMATES CHARGED WITH COMMISSION OF A CRIME WHILE**  
**CONFINED IN A STATE INSTITUTION**

ITEM 45 of the Budget Bill

Budget page 99  
 Budget line No. 35

**FOR SUPPORT OF TRIALS OF INMATES CHARGED WITH COMMISSION OF A CRIME WHILE CONFINED IN A STATE INSTITUTION FROM THE GENERAL FUND**

Amount requested .....	\$25,000
Estimated to be expended in 1956-57 Fiscal Year .....	25,000
Increase .....	None

**RECOMMENDATIONS**

Amount budgeted .....	\$25,000
Legislative Auditor's recommendation .....	25,000
Reduction .....	None

**ANALYSIS**

This is a contingency item to finance trials of inmates accused of crimes perpetrated within the institution setting. The amount may or may not be expended in whole or in part, and conceivably could require augmentation from the Emergency Fund.

We recommend approval of the requested amount.

**Department of Corrections**  
**MEDICAL FACILITY**

ITEM 46 of the Budget Bill

Budget page 104  
 Budget line No. 28

**FOR SUPPORT OF MEDICAL FACILITY FROM THE GENERAL FUND**

Amount requested .....	\$3,218,676
Estimated to be expended in 1956-57 Fiscal Year .....	2,371,334
Increase (35.7 percent) .....	\$847,342

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages .....	\$626,387	\$531,425	\$94,962	112 9
Operating expense .....	245,412	245,412	---	112 10
Equipment .....	10,203	3,841	6,362	112 11
Inmate pay work projects .....	2,150	2,150	---	112 12
Less increased reimbursements ..	-36,810	-36,810	---	112 20
<b>Totals .....</b>	<b>\$847,342</b>	<b>\$746,018</b>	<b>\$101,324</b>	<b>112 25</b>

**RECOMMENDATIONS**

Amount budgeted .....	\$3,218,676
Legislative Auditor's recommendation .....	3,166,860
Reduction .....	\$51,816

Medical Facility—Continued

Summary of Recommended Reductions

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
3 Supervising cooks, Grade I-----	\$12,582	108	22
2 Medical technical assistants-----	8,388	109	60
1 Intermediate clerk (mail)-----	3,294	109	61
2 Psychiatrist II-----	21,720	109	63
Psychiatrist III (replacing psychiatrist II)-----	600	109	64
1 Instructor in recreation and physical education-----	5,232	110	7

9 positions, reducing salaries and wages by \$51,816.

After the deletion of the above positions, the agency will still be benefited to the extent of 67.7 new positions involving an added cost of \$321,342 in salaries and wages.

ANALYSIS

This facility, which is located near Vacaville, houses inmates who are diagnosed as having some degree of mental illness, including psychopaths and sex offenders, and those suffering from chronic diseases. A reception-guidance center, formerly operated at San Quentin Prison, processes new commitments and parole violators.

Per Capita Costs

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1950-51-----	540	\$1,370	—	—
1951-52-----	932	1,228	\$142	—10.9
1952-53-----	1,004	1,315	87	7.1
1953-54-----	1,088	1,356	41	3.1
1954-55-----	880	1,753	397	29.3
1955-56-----	1,029	2,060	307	17.5
1956-57*-----	1,350	1,851	—209	—10.1
1957-58†-----	1,890	1,593‡	—258	—13.9

\* Estimate as shown in 1957-58 Budget.

† Budget request.

‡ Excludes cost of operation of Reception-Guidance Center.

The total expenditures for support of this facility are scheduled to increase \$882,902, or 35.3 percent.

Population at the institution including the Reception-Guidance Center is anticipated to average 1,890 inmates, an increase of 540, or 40 percent.

This results in the per capita cost going from \$1,851 to \$1,593, a decrease of \$258, or 13.9 percent. The total increase in population is attributable to the opening of the Reception-Guidance Center.

Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$2,376,933. This represents an increase of \$626,387, or 35.8 percent over the total of \$1,750,546 scheduled for expenditure in this category during 1956-57.

Medical Facility—Continued

The following factors influence the change in salary and wage costs:

Salary increases on 375.5 established positions-----	\$278,229
A total of 76.7 proposed new positions costing-----	373,158
Estimated salary savings, increase-----	<u>—25,000</u>

Total increase in salaries and wages----- \$626,387

A total of 339.5 institutional positions are presently authorized exclusive of the transfer positions for the Guidance Center. The agency is requesting an additional 76.7 proposed new positions over and above 36 positions transferred from San Quentin. This represents an increase of 112.7 positions or 33.2 percent in total staff, as compared to a 40 percent increase in population at this facility.

On the basis of the proposed budget, the agency is securing one additional position including transfer positions for each 4.8 additional inmate increase in institutional and Guidance Center population.

The following table reflects the total level of service extended at this facility:

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total <sup>a</sup> employees	Average Population	Level of service	Increase over prior year	
				Amount	Percent
1950-51-----	143.5	540	472	--	--
1951-52-----	190	932	362	—\$110	—23.3
1952-53-----	200	1,004	354	—8	—2.2
1953-54-----	206.6	1,088	337	—17	—4.8
1954-55-----	243.1	880	490.6	153.6	45.6
1955-56-----	308	1,029	532	41.4	8.4
1956-57*-----	332.5	1,350	437	—95	—17.9
1957-58†-----	415	1,890 <sup>b</sup>	390	—47	—11

\* Estimated as shown in 1957-58 Budget.

† Budget request.

<sup>a</sup> Exclusive of Reception-Guidance Center.

<sup>b</sup> Includes Reception-Guidance Center.

Under the proposed budget request for 1957-58 the level of service will average 390 hours per inmate.

This is 47 hours, or 11 percent, below the level now scheduled for 1956-57.

It is 53 hours, or 15.7 percent, above a former operating level of service of 337 hours, utilized in 1953-54.

**Corrections**

**Item 46**

**Medical Facility—Continued**

The 76.7 proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
<b>Support and Subsistence:</b>			
<b>Feeding:</b>			
1 Instructor in meat cutting and butchering-----	\$5,232	108	20
*3 Supervising cook I-----	12,582	108	22
<b>Care and Welfare:</b>			
<b>Custodial and personal care:</b>			
1 Correctional captain-----	6,672	109	56
4 Correctional lieutenant-----	21,984	109	57
6 Correctional sergeant-----	28,440	109	58
49 Correctional officer* (Delete 1)-----	205,506	109	59
*2 Medical technical assistant-----	8,388	109	60
*1 Intermediate clerk (mail)-----	3,294	109	61
<b>Medical and Psychiatric Care</b>			
*2 Psychiatrist II-----	21,720	109	63
*Psychiatrist III (replacing Psychiatrist II)-----	600	109	64
3.5 Senior dentist-----	36,204	109	66
<b>Education and Religion</b>			
*1 Instructor in Recreation and Physical education---	5,232	110	7
0.2 Chaplain—Jewish (intermittent)-----	1,080	110	9
<b>Maintenance and Operation of the Plant</b>			
1 Painter foreman-----	5,496	110	63
1 Electrician foreman-----	5,496	110	64
<b>Reception Guidance Center</b>			
1 Instructor in general shop-----	5,232	111	39
<b>76.7 Totals-----</b>	<b>\$373,158</b>		

\* Recommended for deletion.

**Functional and Per Capita Distribution of Salaries and Wages**

Function	1956-57	1957-58	Amount	Increase Per- cent	Per capita cost		Increase Per- cent	
					1956-57	1957-58		
Administration--	\$91,640	\$93,448	\$1,808	2.0	\$68	\$48	-\$20	-24.0
Support and subsistence --	65,729	84,751	19,022	28.9	49	35	-14	-28.6
Care and welfare	1,498,679	1,895,343	396,664	26.5	1,110	793	-317	-71.4
Maintenance and operation of plant-----	94,498	105,882	11,384	12.0	70	50	-20	-28.6
Reception-Guid- ance Center	177,336 <sup>a</sup>	197,509	20,173	11.4	296	366	70	23.6
<b>Totals ----</b>	<b>\$1,750,546</b>	<b>\$2,376,933</b>	<b>\$626,387</b>		<b>\$1,297</b>	<b>\$1,258</b>	<b>-\$39</b>	<b>-3.0</b>

<sup>a</sup> From San Quentin Budget, not included in 1956-57 total.

The per capita cost for salaries and wages is scheduled at \$1,258 for 1957-58. This is a decrease of \$39, or 3 percent under the amount of \$1,297 estimated for expenditure in 1956-57.

3 Supervising cook I (Budget page 108, line 22)----- \$12,582

The agency states, on budget page 105, lines 62-63 inclusive, that these positions are required "to provide for the additional feeding work load due to the new reception guidance center, and to supervise preparation of special diets necessary for the type of inmates cared for in this institution."

## Medical Facility—Continued

*We recommend deletion of the three requested positions of supervising cook, reducing salaries and wages by \$12,582.*

First we point out that the increased work load at the Medical Facility is directly and solely attributable to the transfer of the Reception Guidance Center from San Quentin to Vacaville. With the possible exception of some custodial positions, there should have been effected a transfer of sufficient positions from San Quentin to Vacaville to augment existing staff at Vacaville to handle the added population at that point represented by the removal of the Guidance Center from San Quentin.

The 1957-58 Budget indicates that there was an excess of staff at San Quentin, including cooks, which were available at San Quentin for transfer, reassignment, or deletion. Particularly with respect to the cooks we note the following facts.

1. The San Quentin budget for 1956-57 as reflected in the 1957-58 Governor's Budget provided a total of 13 supervising cook positions, 3 Grade II and 10 Grade I as per budget page 144 lines 7 and 8 respectively.

2. The same budget page 144, on line 8 shows that for 1957-58, the number of supervising cooks I has been reduced to 9, a reduction of one authorized position.

3. The footnote (f) states: "One position transferred to State Prison at Folsom effective February 1, 1957."

The foregoing raises the obvious question as to why this position is not transferred to the Medical Facility coincidental to the shift in Guidance Center population, rather than to Folsom.

This question becomes even more pertinent when we consider some additional facts with respect to the Folsom operation.

1. Folsom is budgeted at 2,245 inmates for 1957-58.

2. Folsom was budgeted for 2,510 inmates for 1956-57 in the Governor's Budget for that period.

3. Thus from a total work load standpoint, Folsom stands to get an additional cook via the "transfer process" in spite of a reduction in population of 265 inmates or 10.5 percent below its prior budgeted level.

This development is even more significant when viewed from the standpoint of the Legislative action taken in connection with the Folsom budget for the Fiscal Year 1952-53.

4. In the latter year Folsom requested an assistant supervising institution cook as shown on page 114, line 5 of the 1952-53 Governor's Budget. The basis for the request was, according to the agency, "to provide part-time technical supervision over the ranch and the hospital. \* \* \*"

5. This office recommended against the allowance of the position for the reasons advanced on pages 71 and 72 in the Legislative Auditor's Analysis of the 1952-53 Budget.

6. The position was deleted by the Legislature as reflected on page 9 of the "Final Report of List of Legislative Changes in the Budget Act of 1952" issued by the Department of Finance on April 18, 1952.

Medical Facility—Continued

7. The basic reason as stated by the agency in justification of the transfer of the position to Folsom in 1956-57 is essentially the same as that used by the agency to request the new position in 1952-53. On page 131 of the 1957-58 Governor's Budget, lines 72-74, it states: "To provide additional coverage for the diversified feeding program which includes *the hospital, ranch* and personnel kitchens, the vegetable preparation and storage rooms, and the pot washing and storage rooms" (emphasis added).

The net result of this transaction is that the agency would acquire by the "transfer process" a new position for Folsom State Prison which is almost identical in purpose to a former proposed new position which had been deleted previously by the Legislature.

We believe that the principle here involved is a basic one, which if unchecked could be used to nullify previous Legislative decisions with respect to the budgeting of new positions or services.

It would appear to have been a more logical and appropriate step in conformity with prior legislative action to have contemplated a transfer of the excess cook at San Quentin, to the Medical Facility and submit approval of this transfer together with a proposal for two new positions of supervising cook to the Legislature in the 1957-58 budget. This is particularly true in view of the relationship of the alleged work load increase as due to the population shift from San Quentin to the Medical Facility.

*In our opinion creation of a new position at Folsom is unwarranted under the circumstances and we therefore recommend that it be deleted as set forth in our analysis of the Folsom budget item.*

With respect to the request for three additional supervising cooks at the Medical Facility, we direct attention to the staffing pattern for the feeding function in the various penal facilities as set forth in the following table:

Comparative Feeding Staffing—1957-58

	Chino	Deuel	Folsom	San Quentin	Medical Facility	Soledad	California Men's Colony	Corona	Tehachapi
1956-57 * average population	1,740	1,220	2,115	3,785	1,350	2,050	1,175	607	485
1957-58 average population	1,760	1,225	2,245	3,530	1,890	2,050	1,150	641	500
Position title:									
Food manager -----	1	1	1	1	1	--	1	--	--
Supervising cook II -----	1	1	1	3	1	2	1	--	1
Supervising cook I -----	5	5	5 <sup>a</sup>	9 <sup>c</sup>	6	6	4	--	2
Instructor in baking -----	1	1	1	1	1	1	--	--	--
Butcher-meat cutter II -----	1	--	1	--	--	1	2	--	--
Instructor in meat cutting and butchering -----	--	1	--	1	--	--	--	--	--
Baker II -----	--	--	--	--	--	--	1	--	1
Institution food adminis- trator I -----	--	--	--	--	--	--	--	1	--
Instructor in cooking (bakery) -----	--	--	--	--	--	--	--	1	--
Women's correctional supervisor I -----	--	--	--	--	--	--	--	1	--
Butcher-meat cutter II (intermittent) -----	--	--	--	--	--	--	--	0.3	--
Totals -----	9	9	9	15	9	10	9	3.3	4

## Medical Facility—Continued

## Comparative Feeding Staffing—1957-58—Continued

	Chino	Deuel	Folsom	San Quentin	Medical Facility	Soledad	California Men's Colony	Corona	Tehachapi
Proposed new positions:									
Instructor in meat cutting and butchering	---	---	---	---	1	---	---	---	---
Supervising cook I	---	---	---	---	3	---	1	---	---
Total positions	9	9	9	15	13	10	10	3.3	4
1957-58 level of service	9.2	13.1	6.7 <sup>b</sup>	7.5 <sup>d</sup>	12	9	13.6	10	14.6
1956-57 level of service	9	13	7.1	7.5	12.2	9	15.4	9.1	14.2
Increase amount	0.2	-0.1	0.4	---	0.2	---	1.8	-0.9	-0.4
Increase: Percent	2.2	-0.8	0.6	---	1.7	---	13.2	-9.0	-2.7

<sup>a</sup> One position transferred from San Quentin effective February 1, 1957, per 1956-57 Governor's Budget.

<sup>b</sup> Exclusive of 1 unauthorized transfer position.

<sup>c</sup> One position transferred to State Prison at Folsom effective February 1, 1957.

<sup>d</sup> Including former transfer position.

\* Per 1956-57 Governor's Budget.

The above table indicates that the allowance of the requested three supervising cook positions at the Medical Facility will provide this institution with a level of service of 12 hours which is the highest of all institutions having a comparable or greater population. It is 5.3 hours or 79 percent above Folsom with 6.7 hours which is the lowest. It is 2.8 hours or 38 percent above Chino with a comparable population and which also has a guidance center.

In considering the cooking function work load, we must again make the point clear that the actual preparation, cooking, serving and culinary cleanup work is done by the inmate culinary crews. The positions here under discussion are accordingly primarily for supervision purposes.

It therefore follows that most changes in population simply require that different quantities of food must be prepared, cooked and served, which in turn upon occasion may require changes in the number of inmates assigned to the culinary crews.

*In view of the foregoing, we recommend deletion of the requested three cook positions.*

The following table portrays the level of service devoted to custodial coverage at this facility:

Fiscal year	Level of Service—Employee Hours Available per Inmate for Custody					
	Total custodial positions	Average population	Custodial level of service	Increase over prior year		
				Amount	Percent	
1950-51	92	540	303	---	---	
1951-52	132	932	252	-51	-16.8	
1952-53	140.8	1,004	249	-3	-1.2	
1953-54	144.4	1,088	236	-13	-5.2	
1954-55	173.9	880	351	115	48.7	
1955-56	218.3	1,029	377	26	7.4	
1956-57*	228	1,350	300	-77	-20.4	
1957-58†	291	1,890 <sup>a</sup>	273	-27	-10	

\* Estimated as shown in 1957-58 Budget.

† Budget request.

<sup>a</sup> Includes Reception-Guidance Center.

Under the proposed budget request for 1957-58 the level of service for custody will average 273 hours per inmate.

This is 27 hours, or 10 percent, below the level now scheduled for 1956-57. It is 37 hours, or 15.7 percent, above a former operating level of service of 236 hours, utilized in 1953-54.

Medical Facility—Continued

1	Correctional captain (Budget page 109, line 56)-----	\$6,672
4	Correctional lieutenants (Budget page 109, line 57)-----	21,984
6	Correctional sergeants (Budget page 109, line 58)-----	28,440
49	Correctional officers (Budget page 109, line 59)-----	205,506
2	Medical technical assistants (Budget page 109, line 60)---	8,388
62	Totals -----	\$270,990

All of the above added custodial position requests, with the possible exception of one, are predicated upon the establishment of the Reception-Guidance center at Vacaville pursuant to its removal from San Quentin Prison.

At San Quentin the custodial complement has only been reduced by seven positions as a result of the removal of the Guidance Center operation. Thus the added cost for guarding service has increased by a net of approximately \$240,000 as a result of this move.

This is an example of the partial impact of added costs stemming from the application of the policy of "thinning out" certain institutional populations to reduce some of the over-crowding factors such as double celling, etc.

1 Correctional officer (Budget page 109, line 59)----- \$4,194

Included in the group of additional correctional officers is a position to increase the coverage by one post for the main kitchen. This would provide for five such posts instead of the four presently utilized. This is an increase of 25 percent in post coverage for the reason as stated in the budget on page 106, line 42, "This plan has been effective in other institutions and is the accepted method of operation."

We recommend deletion of the position of correctional officer, reducing salaries and wages by \$4,194.

While the plan may be effective, more personnel generally should be, it does not necessarily follow that it is justified. The same request, supported by the same general statement, is made in connection with the Soledad budget.

We believe the agency should be in a position to clearly justify the need in terms of the added cost, and not merely for the sake of making the staffing pattern uniform with some of the other facilities. It should be noted that the staffing of the culinary function is already being strengthened for 1957-58 with the addition of an instructor in meat cutting and butchering. As was illustrated in a prior table, the allowance of all of the requested positions in the culinary function, without considering the correctional officers, would place this institution on a level of service basis for the cooking function in excess of other institutions of a comparable or greater population.

2 Medical technical assistants (Budget page 109, line 60)----- \$8,388

These positions are requested to provide one post on a seven-day-week basis to process inmates for and conduct a daily clinic line in the new Reception-Guidance Center.

We recommend deletion of the two medical technical assistant positions.

**Medical Facility—Continued**

Since this is a function transferred from San Quentin, the adjustment in staffing at that point should have been made for this activity at the Medical Facility. This can be accomplished either by transfer of medical technical assistant positions from San Quentin or reclassification of correctional officers or a combination of both. Further, except for emergency situations, there would appear to be a valid question as to the necessity of running a clinic line seven days a week, to handle a population factor of only 540 inmates.

1 *Intermediate clerk (mail) (Budget page 109, line 61)-----* \$3,294

This position is requested for the purpose of augmenting the present clerical staff to handle the increased volume of mail incidental to the transfer of the Reception-Guidance Center to this facility from San Quentin.

*We recommend deletion of the position of intermediate clerk, reducing salaries and wages by \$3,294.*

Here again, additional staff is requested, without an apparent comparable adjustment in staffing previously utilized for the function at its prior location. For example, the agency transferred one clerical position from Folsom and one from San Quentin, each going to the Medical Facility, which together with the proposed new position would provide a total of three additional positions at the latter institution, making a total of six positions for the mail handling function. If, in fact, three clerical positions were utilized in San Quentin for the Reception Center mail, then it would appear reasonable that three such positions should have been transferred to the Medical Facility, not one. If, in fact, there was one clerical position in excess at Folsom, it should have been deleted from the budget entirely, and not transferred to the Medical Facility, since there is no relationship between any change in the mail handling work load at Folsom and the removal of the Guidance Center from San Quentin to Vacaville.

One of the basic reasons for the agency asking for additional civil service positions for the mail handling function is to eliminate or reduce the use of inmate help in this function, since three inmates are and have been utilized, along with correctional officers, up to the present time for this purpose. As in the past, we are not in full accord with the agency on the policy of extending full civil service coverage into areas which do not pose any substantial problem affecting the fundamental security of the institution.

*We recommend a continuation of the present practice of limited use of inmate assistance for the stated purpose, permitting deletion of the requested clerical position.*

2 *Psychiatrist II (Budget page 109, line 63)-----* \$21,720  
*Psychiatrist III (Budget page 109, line 64) (Replacing*  
*Psychiatrist II) -----* 600

The above positions are a part of the departmental wide increased psychiatric program.

Medical Facility—Continued

We recommend deletion of the request for augmentation of psychiatric services in accordance with our discussion of this item in the general summary section of this analysis.

1 Instructor in recreation and physical education (Budget page 110, line 7)----- \$5,232

This position is requested by the agency in order "to provide for the expanded recreation and physical education program due to the activation of the Reception Guidance Center."

We recommend deletion of the requested second position of instructor in physical education and recreation, reducing salaries and wages by \$5,232.

In the first place, on the basis of the agency justification, it appears obvious that the position should have been transferred from San Quentin, along with the removal of the Reception Guidance Center to the Medical Facility at Vacaville. However, on the basis of requests in prior budgets for augmentation of this type of activity, the Legislature has repeatedly and consistently deleted such items.

The present budgeted level for this service is one position per major institution, with the exception of those facilities having a guidance center such as at Chino and as formerly was the case at San Quentin. The allowance of a new position at this time, without a corresponding deletion at San Quentin, will set the precedent to expand this activity on a professional basis at all other facilities.

We recommend that the policy followed with respect to the multitude of prior requests on this point be again adhered to and the position of instructor in physical education and recreation be deleted, reducing salaries and wages by \$5,232.

Operating Expenses

Operating expenses are scheduled at \$968,460 for 1957-58. This is an increase of \$245,412, or 33.9 percent, over the amount of \$763,048 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses as indicated below:

Function	1956-57	1957-58	Increase		Per capita costs		Increase	
			Amount	Per-cent	1956-57	1957-58	Amount	Per-cent
Administration	\$18,620	\$22,440	\$3,820	20.5	\$14	\$17	\$3	21.4
Support and subsistence	404,345	565,420	161,075	39.8	300	419	119	40
Care and welfare	130,083	149,160	19,077	14.7	96	110	14	15
Maintenance and operation of plant	170,000	221,340	51,340	30.2	126	164	38	30.2
* Totals	\$723,048	\$958,360	\$235,312	32.5	\$536	\$710	\$174	32.5

\* Exclusive of the Reception-Guidance Center.

The per capita cost for operating expenses is scheduled at \$710 for 1957-58. This is an increase of \$174, or 32.5 percent, over the amount of \$536 estimated for expenditure in 1956-57.

Medical Facility—Continued

Equipment

Equipment expenditures are scheduled at \$13,453 for 1957-58. This is an increase of \$10,203 over the amount of \$3,250 estimated for expenditure in 1956-57.

Out of the total of \$13,453 for equipment, the sum of \$6,882 is for replacement items and the further sum of \$6,591 is for additional equipment.

Equipment items as budgeted appear appropriate.

Department of Corrections

MEDICAL FACILITY

ITEM 47 of the Budget Bill

Budget page 104  
Budget line No. 17

FOR EXPENSE OF MOVING THE RECEPTION-GUIDANCE CENTER FROM SAN QUENTIN TO VACAVILLE FROM THE GENERAL FUND

Amount requested .....	\$20,180
Estimated to be expended in 1956-57 Fiscal Year.....	5,000
<hr/>	
Increase (304 percent) .....	\$15,180

RECOMMENDATIONS

Amount budgeted .....	\$20,180
Legislative Auditor's recommendation .....	20,180
<hr/>	
Reduction .....	None

ANALYSIS

The requested amount of \$20,180 is to cover expenses in moving the Reception-Guidance Center from San Quentin to Vacaville. Included in this item is the cost of the initial inventory of supplies and materials for the Reception-Guidance Center, the expense of moving and relocating employees and their belongings and refinishing furniture to be transferred to the medical facility.

We recommend approval of the requested amount.

Department of Corrections  
CALIFORNIA MEN'S COLONY

ITEM 48 of the Budget Bill

Budget page 113  
Budget line No. 7

FOR SUPPORT OF MEN'S COLONY FROM THE GENERAL FUND

Amount requested .....	\$1,745,747
Estimated to be expended in 1956-57 Fiscal Year .....	1,602,387
<hr/>	
Increase (8.9 percent) .....	\$143,360

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages .....	\$123,997	\$43,885	\$80,112	118 30
Operating expense .....	5,490	490	5,000	118 31
Equipment .....	16,033	5,761	10,272	118 32
Inmate pay work projects.....	540	540	—	118 33
Less increased reimbursements...	—2,700	—2,700	—	118 42
<hr/>				
Total increase .....	\$143,360	\$47,976	\$95,384	118 44

California Men's Colony—Continued

RECOMMENDATIONS

Amount budgeted .....	\$1,745,747
Legislative Auditor's recommendation .....	1,685,279
Reduction .....	\$60,468

The Men's Colony is a temporary facility utilizing a portion of the barracks area at Camp San Luis Obispo, a military installation. The institution was activated in October, 1954, to operate under minimum security procedures and to handle the older and chronically infirm inmates. The estimated 1957-58 average daily population is 1,150 inmates. Over 90 percent of the inmates are 40 years of age or older, with about 30 percent of these being past the age of 60. Limited academic and vocational education programs are provided, and two light industrial projects are planned.

ANALYSIS

The recommended reduction of \$60,468 consists of the following amounts in the categories indicated.

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Support and Subsistence			
Feeding			
1 Supervising cook I .....	\$4,194	115	49
Care and Welfare			
Custodial and Personal Care			
1 Correctional lieutenant .....	5,496	116	48
3 Correctional sergeants .....	14,220	116	49
5 Correctional officers .....	20,970	116	50
Medical Care			
1 Clinical psychologist II .....	6,360	116	52
1 Correctional classification officer III .....	5,772	116	54
1 Intermediate typist-clerk .....	3,456	116	57
13 positions, reducing salaries and wages by .....	\$60,468		

After the deletion of the above positions, the agency will still be benefited to the extent of 5.2 new positions involving an added cost of \$29,334 in salaries and wages.

Per Capita Costs

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1954-55 .....	402	\$1,691	--	--
1955-56 .....	915	1,456	-235	-13.9
1956-57 * .....	1,100	1,520	64	4.4
1957-58 † .....	1,150	1,586	66	4.3

\* Estimate as shown in 1957-58 Budget.

† Budget request.

The total expenditures for support of this facility are scheduled to increase \$152,165, or 9.1 percent.

Population at the institution is anticipated to average 1,150 inmates, an increase of 50, or 4.5 percent.

This results in the per capita cost going from \$1,520 to \$1,586, an increase of \$66, or 4.3 percent.

## California Men's Colony—Continued

This substantial increase in per capita costs is primarily due to the 18.2 requested new positions for an initial salary cost of \$89,802. This salary and wage item accounts for 59 percent of the total increase of \$152,165.

## Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$1,099,580. This represents an increase of \$123,997, or 12.7 percent over the total of \$975,583 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

Salary increases on 195 established positions	\$38,930
A total of 18.2 proposed new positions costing	89,802
Estimated salary savings, increase	—4,735

Total increase in salaries and wages \$123,997

A total of 195 positions are presently authorized. The agency is requesting an additional 18.2 proposed new positions. This represents an increase of 9.3 percent in staff, as compared to a 4.5 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 2.8 additional inmate increase in institutional population.

If this ratio of staffing were to be applied to the entire institution, it would result in a total of 411 authorized positions.

This is 216 or 110.8 percent more positions than the agency now has. Thus it is apparent that an extension of the present proposal would provide for a substantial enrichment in the present level of service.

The following table reflects the total level of service extended at this facility:

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Average population	Level of service	Increase over prior year	
				Amount	Percent
1954-55	91.5	402	404	--	--
1955-56	176	915	342	-62	-15.3
1956-57 *	196	1,100	317	-27	-7.9
1957-58 †	213.2	1,150	329	12	3.8

\* Estimated as shown in 1957-58 Budget.

† Budget request.

Under the proposed budget request for 1957-58 the level of service will average 329 hours per inmate.

This is 12 hours, or 3.8 percent, above the level now scheduled for 1956-57.

California Men's Colony—Continued

The 18.2 proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
Support and subsistence			
Feeding			
* 1 Supervising cook I.....	\$4,194	115	49
Care and welfare			
Custodial and personal care			
* 1 Correctional lieutenant .....	5,496	116	48
* 3 Correctional sergeants .....	14,220	116	49
* 6 Correctional officers (5 deleted) .....	25,164	116	50
Medical care			
* 1 Clinical psychologist II.....	6,360	116	52
1 Senior dentist .....	10,344	116	53
* 1 Correctional classification officer III.....	5,772	116	54
1 Pharmacist .....	5,496	116	56
* 1 Intermediate typist-clerk .....	3,456	116	57
Education and religion			
1 Instructor in electronics.....	5,232	116	59
0.2 Chaplain (Jewish) (part-time).....	1,080	116	60
Classification and parole			
1 Student professional assistant.....	2,988	116	62
18.2 Totals .....	\$89,802		

\* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

Function	1956-57	1957-58	Increase		Per capita cost		Increase	
			Amount	Per cent	1956-57	1957-58	Amount	Per cent
Administration .....	\$77,771	\$81,018	\$3,247	4.2	\$70.70	\$70.45	-\$0.25	-0.4
Support and subsistence ..	46,245	54,255	8,010	17.3	42.04	47.18	5.14	12
Care and welfare .....	789,180	899,186	110,006	13.9	717.44	781.90	64.46	9
Maintenance and operation of plant .....	62,387	65,121	2,734	4.4	56.72	56.63	-.09	-0.2
Totals .....	\$975,583	\$1,099,580	\$123,997	12.7	\$886.90	\$956.16	\$69.26	7.8

The per capita cost for salaries and wages is scheduled at \$956.16 for 1957-58. This is an increase of \$69.26, or 7.8 percent over the amount of \$886.90 estimated for expenditure in 1956-57.

1 Supervising cook I (Budget page 115, line 49)..... \$4,194

This position is requested for the separate dining room where special feeding problems are handled and to supervise the preparation and serving of special diets. The agency indicates that this function is currently being handled by an existing supervising cook I.

We recommend deletion of the position reducing salaries and wages \$4,194.

In 1955-56, this agency budget was augmented in the feeding function by providing a food manager, a baker, and a butcher-meat cutter, a total of three positions.

## California Men's Colony—Continued

In 1956-57, the agency requested three additional supervising cooks. Part of the justification advanced at that time covered reasons analogous to those currently being advanced.

The Legislature last year allowed two of the three requested positions. Thus the request at this time constitutes, in essence, a re-request of the one position deleted last year by the Legislature.

This facility was budgeted in the 1956-57 Budget to handle an estimated population of 1,175 inmates. The revised 1956-57 population estimates for this facility as shown in the 1957-58 Governor's Budget is 1,100 inmates. The 1957-58 population is now estimated to average 1,150 inmates per day. This is actually a decrease of 25 inmates below the originally estimated 1956-57 population as contained in the 1956-57 Budget request. Thus any increase in staff will result in an increase in the level of service above that proposed in the 1956-57 Budget requests. Even on the basis of the change in population reflected in the revised 1956-57 estimate as compared to the estimated 1957-58 figure, there is an increase of only 50 inmates. On this basis likewise, it would not appear that the requested position is justified.

Inasmuch as the presently authorized staff is currently providing services in 1956-57 for an average daily population of 1,100 inmates without any specific deficiencies being set forth by the agency as a result of such operation, then the addition of another 50 inmates does not warrant the addition of another supervising cook position. The only increased burden on the culinary department due to the increased inmate population merely would be the preparing of a slightly larger portion of the various foods which would have been ordinarily prepared. The actual work of preparing, serving, and clean up is done by inmate culinary crews.

The agency has made no showing that there has been any change in the circumstances at the institution materially affecting the conditions that existed in the 1956-57 Fiscal Year.

The following table portrays the level of service devoted to custody at this facility:

Level of Service—Employee Hours Available per Inmate for Custody

Fiscal year	Total custodial positions	Average population	Level of service	Increase over prior year	
				Amount	Percent
1954-55	64.1	402	283	--	--
1955-56	125	915	243	-40	-14.1
1956-57 *	136	1,100	220	-23	-9.5
1957-58 †	146	1,150	226	6	2.7

\* Estimated as shown in 1957-58 Governor's Budget.

† Budget request.

Under the proposed budget request for 1957-58 the level of service will average 225 hours per inmate.

This is five hours, or 2.2 percent, above the level now scheduled for 1956-57.

1 Correctional lieutenant (housing area) (Budget page 116,  
line 48) ----- \$5,496

## California Men's Colony—Continued

1. The area contains 22 buildings.
2. The employees' dining room will be located in the area and will require the general supervision of an officer from 4 a.m. to 8 a.m. on the first watch and until 8 p.m. on the third watch.
3. The officer assigned to the area will also be responsible for a continuous patrol of the buildings and area.
4. The area will be used to store supplies and equipment.
5. The institutional automotive equipment will be stored in this area for a considerable period of time.
6. A large amount of medical equipment and other supplies belonging to the Army is stored in the area and the State is responsible for the equipment.
7. The structure of the buildings in this area will require constant supervision to prevent fire, pilferage and other hazards to supplies and equipment stored there.
8. The position will also provide coverage to prevent the entry of contraband into the area from Highway No. 1 that passes within an estimated 200 yards of the area.
9. Army stores are estimated to be worth about \$100,000 and state-owned stores in a like amount.
10. It is estimated that at least 50 inmates will be employed in shops, warehouse, and employees' dining room in this area.

*We recommend deletion of the three positions, plus two relief, or a total of five of the six positions requested, reducing salaries and wages in the amount of \$20,970.*

Only three out of the 10 reasons advanced by the agency may be said to be related to the custodial security of the inmate. The remaining reasons deal primarily with the safety and security of property. As to the latter point, we submit that approximately 25 percent of the value of the property is a substantial premium to pay in salaries and wages for the ostensible control and/or prevention of loss through fire or pilferage of the government property entrusted to our custody, and yet have no guarantee against such loss.

In any event, in the periods during which inmates are employed in the area in question they are under the direction of personnel charged with responsibilities for that supervision. We refer to five maintenance positions for the shops in the area. We also refer to the supervision already provided by storekeepers for the warehouse function. From time to time there will also be in the area the grounds crew supervisor and the work crew supervisor. This facility has a full-time fire chief and sanitation officer for fire prevention inspection and the maintenance of adequate safety standards against this hazard.

As for the probable risk of contraband filtering into the institution through this area only, via Highway No. 1, the agency has supplied no data as to their experience on this factor as it pertains to the specific area in question.

Finally, the agency justification as submitted for the second watch states: "We are being forced to man the area by using officers from other assignments on a calculated risk basis." The agency does not set forth from what post the coverage is being provided, what deficiencies have resulted thereby, and what "calculated risks" are involved.

The requests and justifications, as stated above, are identical to the ones made in the 1956-57 Governor's Budget. Yet with another year's experience the agency does not detail any of the adverse conditions that may have resulted.

## California Men's Colony—Continued

1 Clinical psychologist II (Budget page 116, line 52)-----	\$6,360
1 Correctional classification officer III (Budget page 116, line 54)-----	5,772
1 Intermediate typist-clerk (Budget page 116, line 57)-----	3,456
<i>Total</i> -----	<i>\$15,588</i>

These three positions were requested for additional psychiatric service. The positions are discussed in the Departmental Summary section of this analysis.

We recommend deletion of these three positions, reducing salaries and wages \$15,588.

## Operating Expenses

Operating expenses are scheduled at \$621,610 for 1957-58. This is an increase of \$5,490, or 0.9 percent, over the amount of \$616,120 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	1956-57	1957-58	Increase		Per capita cost		Increase	
			Amount	Per cent	1956-57	1957-58	Amount	Per cent
Administration	\$20,820	\$20,905	\$85	0.4	\$19	\$18	-\$1	-5.3
Support and subsistence	349,005	347,175	-1,830	-0.5	317	302	-15	-4.7
Care and welfare	103,405	110,360	6,955	6.7	94	96	2	2.1
Maintenance and operation of plant	142,890	143,170	280	0.2	130	125	-5	-3.9
Totals	\$616,120	\$621,610	\$5,490	0.9	\$560	\$541	-\$19	-3.4

The per capita cost for operating expenses is scheduled at \$541 for 1957-58. This is a decrease of \$19, or 3.4 percent, under the amount of \$560 estimated for expenditure in 1956-57.

## Equipment

Equipment expenditures are scheduled at \$31,277 for 1957-58. This is an increase of \$16,033 over the amount of \$15,244 estimated for expenditure in 1956-57.

Out of the total of \$31,277 for equipment, the sum of \$5,823 is for replacement items and the further sum of \$25,454 is for additional equipment.

The budget as originally submitted by this facility requested \$60,444 for equipment. Modification of this amount after review to \$31,277, a reduction of \$29,167, or 48.2 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

The substantial reduction in equipment after review, suggests the need for more adequate justifications coupled with a better initial screening at the institutional level to submit original requests for equipment more in line with actual requirements.

Department of Corrections  
**INSTITUTION FOR MEN—CHINO**

ITEM 49 of the Budget Bill

Budget page 119  
 Budget line No. 23

**FOR SUPPORT OF INSTITUTION FOR MEN—CHINO FROM THE  
 GENERAL FUND**

Amount requested .....	\$4,262,202
Estimated to be expended in 1956-57 Fiscal Year .....	4,025,557
<b>Increase (5.9 percent) .....</b>	<b>\$236,645</b>

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New serv. ces	
Salaries and wages .....	\$148,169	\$80,697	\$67,472	130 42
Operating expense .....	98,865	94,365	4,500	130 43
Equipment .....	39,296	15,266	24,030	130 44
Inmate pay work projects .....	18,740	18,740	--	130 45
Less increased reimbursements ..	-68,425	-68,425	--	130 58
<b>Total increase .....</b>	<b>\$236,645</b>	<b>\$140,643</b>	<b>\$96,002</b>	<b>130 60</b>

**RECOMMENDATIONS**

Amount budgeted .....	\$4,262,202
Legislative Auditor's recommendation .....	4,231,980
<b>Reduction .....</b>	<b>\$30,222</b>

The Institution for Men, Chino, is a minimum custody institution with a 1957-58 scheduled capacity of 1,760 adult offenders including the Reception Guidance Center. The combined operation of this facility includes the main institution, a reception-guidance center which processes all commitments from the Southern California area, a branch unit at the former women's prison located at Tehachapi, and highway road and state forestry camps.

**ANALYSIS**

The recommended reduction of \$30,222 consists of the following amounts in the categories indicated:

<i>Salaries and Wages</i>		<i>Budget</i>	
	<i>Amount</i>	<i>Page</i>	<i>Line</i>
Care and welfare			
Custodial and personal care			
1 Correctional sergeant .....	\$4,740	123	64
Tehachapi branch			
Clothing			
1 Storekeeper II .....	4,512	127	9
Custody			
5 Correctional officers .....	20,970	127	13
7 Positions, reducing salaries and wages by .....	-\$30,222		

After the deletion of the above positions, the agency will still be benefited to the extent of 20.3 new positions involving an added cost of \$97,644 in salaries and wages.

## Institution for Men—Chino—Continued

Fiscal year	Per Capita Costs		Increase over prior year	
	Guidance center and institution population	Per capita cost	Amount	Percent
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	1,634	1,238	120	10.7
1952-53	1,871	1,250	12	1.1
1953-54	1,890	1,307	57	4.6
1954-55	1,870	1,405	98	7.5
1955-56	1,750	1,600	195	13.9
1956-57*	1,740	1,718	118	7.4
1957-58†	1,760	1,761	43	2.5

\* Estimate as shown in 1957-58 Budget.

† Budget request.

The total expenditures for support of this facility are scheduled to increase \$248,202, or 5.8 percent.

Population at the institution and reception guidance center is anticipated to average 1,760 inmates, an increase of 20, or 1.1 percent.

This results in the per capita cost going from \$1,718 to \$1,761, an increase of \$43, or 2.5 percent.

The 1956-57 Governor's Budget scheduled the operation of this facility at an average daily population of 1,572 in the main institution and 400 in the Reception Guidance Center, for a total of 1,972 inmates, with a per capita cost of \$1,522.

This has now been revised to an estimate for 1956-57 to provide for an average population of 1,740, a reduction of 232 inmates or 11.8 percent. This reduction in population, coupled with \$139,000 in added salary costs due to salary increases, offset by \$62,000 in savings largely on direct costs related to the population reduction, has caused the revised per capita cost for 1956-57 to go from the original budget figure of \$1,522 to \$1,718, an increase of \$196 or 12.9 percent.

Collaterally with the reduction in population for the main institution, a total of 12 correctional officer positions were deleted with a salary and wage reduction of \$50,328. Similarly, one position of instructor in plumbing was also deleted with a saving of \$5,232.

Temporary barracks, numbers 6 and 7, formerly housing most of the differential in inmate population, have been closed.

While 12 custodial positions were deleted from the Chino institutional budget, a net departmental reduction of only seven such positions resulted due to the transfer of 5 of the 12 custody positions to the Tehachapi Branch Unit to strengthen custody at that point due to a higher risk factor in the type of inmate quartered there, according to the agency.

## Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$2,944,581. This represents an increase of \$148,169, or 5.3 percent over the total of \$2,796,412 scheduled for expenditure in this category during 1956-57.

**Institution for Men—Chino—Continued**

The following factors influence the change in salary and wage costs:

Salary increases on 521.2 established positions-----	\$41,883
A total of 27.3 proposed new positions costing-----	127,886
Estimated salary savings, increase-----	—21,600

Total increase in salaries and wages----- \$148,169

A total of 384.7 positions are presently authorized for the institution and guidance center only. The agency is requesting an additional 5.2 proposed new positions for these two main functions. This represents an increase of 1.3 percent in staff, as compared to a 1.1 percent increase in population at the institution and guidance center.

On the basis of the proposed budget, the agency is requesting one additional position for each 3.8 additional inmate increase in institutional and guidance center population.

If this ratio of staffing were to be applied to the entire Reception Guidance Center and institution, it would result in a total of 463.2 authorized positions.

This is 78.5 or 20.4 percent more positions than the agency now has. Thus it is apparent that an extension of the present proposal would provide for a substantial enrichment in the present level of service. In addition to the 5.2 proposed new positions for the main institution, the agency contemplates activating two new 80-man state forestry camps for which 13 additional custodial positions are requested.

Extension of the religion program to the camps would require another 1.4 additional positions.

The Tehachapi Branch Unit, seeks the equivalent of 7.7 additional positions.

The following table reflects the total level of service extended at this facility:

**Total Level of Service—Employee Hours Available per Inmate**

<i>Fiscal year</i>	<i>Total employees §</i>	<i>Average population §</i>	<i>Level of service §</i>	<i>Increase over prior year</i>	
				<i>Amount</i>	<i>Percent</i>
1947-48-----	193.7	790	435	—61	—12.3
1948-49-----	241.4	1,010	424	—11	—2.5
1949-50-----	264.4	1,344	349	—75	—17.7
1950-51-----	266.2	1,474	321	—28	—8.0
1951-52-----	420.1	1,634	348	27	8.4
1952-53-----	323.9	1,871	307	—41	—11.8
1953-54-----	324.4	1,890	305	—2	—0.7
1954-55-----	340.8	1,870	324	19	6.2
1955-56-----	373.5	1,750	379	55	17.0
1956-57*-----	384.7	1,740	393	14	3.7
1957-58†-----	389.9	1,760	393	--	--

\* Estimated as shown in 1957-58 Budget.

† Budget request.

§ Chino Institution and Guidance Center only.

Under the proposed budget request for 1957-58 the level of service will average 393 hours per inmate.

It is 88 hours, or 22.3 percent, above a former operating level of service of 305 hours, utilized in 1953-54.

## Institution for Men—Chino—Continued

The actual increase in level of service goes from 392.7 in 1956-57 to 393.4 in 1957-58 or 0.7 of 1 percent. This increase is not reflected in the above table due to the rounding off to full hours.

On the basis of the 1956-57 Governor's Budget the agency was scheduled to operate with a total level of service of 331 hours per inmate. Due to the population reduction, the resulting level of service turned out to be 393 hours, an increase of 62 hours or 18.7 percent above that originally contemplated.

This factor must be taken into consideration in evaluating any position requests for further augmentations of staff at the main institution, and is necessary to understand in properly interpreting what now appears to be a negligible change in the level of service between 1957-58 and the revised estimate for 1956-57.

The 27.3 proposed new positions for total operations are shown by function as follows:

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Care and welfare			
Custodial and personal care			
*1 Correctional sergeant -----	\$4,740	123	64
Medical and dental			
3 Senior dentists -----	31,032	123	66
Intensive treatment			
1 Correctional classification officer IV -----	6,360	123	68
0.2 Psychiatrist -----	2,172	123	70
Tehachapi Branch			
Culinary			
1 Baker II -----	4,194	127	7
Clothing			
*1 Storekeeper II -----	4,512	127	9
Custody			
0.2 Correctional lieutenant (in-service training) -----	1,100	127	12
*5 Correctional officers -----	20,970	127	13
Medical and dental			
0.5 Dentist (half-time) -----	5,172	127	15
Camp supervision			
1 Correctional officer (truck driver (effective October 1, 1957) -----	3,120	128	52
Highway road camp			
0.2 Chaplain (intermittent) -----	780	128	80
State forestry camps			
2 Correctional lieutenants (effective 10/1/57) -----	8,244	129	53
10 Correctional officers (effective 10/1/57) -----	31,200	129	55
1.2 Chaplain (intermittent) (0.4 effective 10/1/57) --	4,290	129	57
27.3			
Totals -----	\$127,886		

\* Recommended for deletion.

Institution for Men—Chino—Continued

Functional and per Capita Distribution of Salaries and Wages

Function *	1956-57	1957-58	Increase		Per capita		Increase	
			Amount	Per-cent	cost	1956-57	1957-58	Amount
Adminis- tration ---	\$131,436	\$132,796	\$1,360	1.0	\$75.54	\$75.45	—\$0.09	--
Support and subsistence	75,841	76,759	918	1.2	43.59	43.62	.03	--
Care and welfare --	1,568,383	1,627,004	58,621	3.7	901.37	924.43	23.06	2.6
Maintenance and opera- tion of plant	108,533	108,861	328	0.3	62.38	61.85	—0.53	—0.8

\*Totals -- \$1,884,193 \$1,945,420 \$61,227 3.2 \$1,082.88 \$1,105.35 \$22.47 2.1

\* Chino Institution, exclusive of Reception Center and Tehachapi Branch Unit.

The per capita cost for salaries and wages is scheduled at \$1,105.35 for 1957-58. This is an increase of \$22.47, or 2.1 percent over the amount of \$1,082.88 estimated for expenditure in 1956-57.

1 Correctional sergeant (Budget page 123, line 64)----- \$4,740

This position is requested for a supervisory post for weekend visiting to the extent of 0.4 of a position, with the balance to be utilized for relief of other supervisory posts now budgeted.

We recommend deletion of the position of correctional sergeant on the basis of our discussion as outlined in the general summary section of this departmental analysis, reducing salaries and wages by \$4,740.

The following table portrays the level of service devoted to custody at this facility:

Custodial Level of Service—Employee Hours Available per Inmate

Fiscal year	Total custodial employees \$	Average population	Custodial level of service	Increase over prior year	
				Amount	Percent
1947-48 -----	138.6	790	312	—4	—1.3
1948-49 -----	166	1,010	292	—20	—6.4
1949-50 -----	186.5	1,344	246	—46	—15.8
1950-51 -----	184	1,474	222	—24	—9.8
1951-52 -----	227	1,634	248	26	11.8
1952-53 -----	232.6	1,871	221	—27	—10.9
1953-54 -----	232.1	1,890	218	—3	—1.4
1954-55 -----	234.7	1,870	223	5	2.3
1955-56 -----	235.2	1,750	238	15	6.7
1956-57* -----	226	1,740	231	—7	—2.9
1957-58† -----	227	1,760	225	—6	—2.7

\* Estimated as shown in 1957-58 Budget.

† Budget request.

§ Chino Institution and Reception Guidance Center only.

Under the proposed budget request for 1957-58 the level of service for custody will average 225 hours per inmate.

This is six hours, or 2.7 percent, below the level now scheduled for 1956-57.

It is seven hours, or 3.1 percent, above a former operating level of service of 218 hours, utilized in 1953-54.

## Institution for Men—Chino—Continued

Fiscal year	Tehachapi Branch Unit			
	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1954-55 -----	62	\$3,107	--	--
1955-56 -----	433	1,704	-\$1,403	-45.2
1956-57 * -----	485	1,819	115	6.7
1957-58 † -----	500	1,889	70	3.8

\* Estimate as shown in 1957-58 Budget.

† Budget request.

The total expenditures for support of this branch unit facility are scheduled to increase \$55,197, or 6.6 percent.

Population at the unit is anticipated to average 500 inmates, an increase of 15, or 3.1 percent.

This results in the per capita cost going from \$1,819 to \$1,889, an increase of \$70, or 3.8 percent.

## Salaries and Wages

The total amount requested for salaries and wages for the Tehachapi Branch Unit for 1957-58 is \$583,882. This represents an increase of \$36,420, or 6.6 percent over the total of \$547,462 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

Salary increases on 103.5 established positions -----	\$1,472
A total of 7.7 proposed new positions costing -----	35,948
Estimated salary savings, increase -----	-1,000

Total increase in salaries and wages ----- \$36,420

A total of 103.5 positions are presently authorized. The agency is requesting an additional 7.5 proposed new positions. This represents an increase of 7.2 percent in staff, as compared to a 3.8 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each two additional inmate increase in institutional population.

If this ratio of staffing were to be applied to the entire Tehachapi Branch institution, it would result in a total of 250 authorized positions.

This is 146.5 or 141.6 percent more positions than the agency now has. Thus it is apparent that an extension of the present proposal would provide for a substantial enrichment in the present level of service.

The following table reflects the total level of service extended at the Tehachapi Branch:

## Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Average population	Level of service	Increase over prior year	
				Amount	Percent
1954-55 -----	24	62	687	--	--
1955-56 -----	91.1	433	374	-313	-45.6
1956-57 -----	108.5	485	397	23	6.1
1957-58 -----	111	500	394	-3	-0.8

Institution for Men—Chino—Continued

Under the proposed budget request for 1957-58 the level of service for the Tehachapi Branch will average 394 hours per inmate.

This is three hours, or 0.8 percent, below the level now scheduled for 1956-57.

It is 20 hours, or 5.3 percent, above a former operating level of service of 374 hours, utilized in 1955-56.

A total of 7.7 additional positions are requested for this branch unit with no change in the total average population over that for which the unit was budgeted in the 1956-57 Governor's Budget. Thus from the standpoint of maintaining the same level of service, no justification can be found for increased staffing at this time.

1 Storekeeper II (Budget page 127, line 9)----- \$4,512

According to the budget on page 120, lines 52-56, inclusive, this position is requested by the agency on the premise that it will "provide *half-time* service for the clothing distribution function and *half-time* service as commissary manager." (Emphasis added.)

The agency further states that: "The commissary warehouse has been moved outside the security area, precluding the present storekeeping position from supervising the clothing function."

This is followed by the agency statement that: "The business manager *now* handles the commissary duties *in addition* to his other duties, and this position will relieve him of much of the *clerical* work connected with the commissary function." (Emphasis added.)

We recommend deletion of the requested second position of storekeeper, reducing salaries and wages in the amount of \$4,512.

First we point out that with no change in average population budgeted between the 1956-57 and 1957-58 Governor's Budgets, respectively, there is no basis for seeking a staffing adjustment because of any workload change.

Returning to an examination of the agency statements above quoted, we must first raise some pertinent questions.

1. If the requested new position is going to be utilized to provide *half-time* service for the clothing distribution function and the present storekeeper can no longer supervise this function, due to the physical removal of the commissary to a point outside of the security area, what is the present storekeeper going to do with the *half-time* he formerly devoted to this function and which now appears will be surplus time?

2. If the requested new position is also going to be utilized to act as commissary manager *half-time*, and the present manager *now* handles the commissary, what is the present business manager going to do with the half-time he formerly utilized for the commissary operation?

3. If the new position is to relieve the present business manager of much of the *clerical work* connected with the commissary function, we are forced to inquire why this clerical function cannot be handled by inmate clerks, since we are not aware that there is anything confidential about commissary records.

Further, even if civil service help were to be provided for the clerical functions, then it would appear more appropriate to provide for a

## Institution for Men—Chino—Continued

clerical position rather than a second storekeeper, with a resultant savings in salaries and wages in excess of \$1,400 annually.

4. It is our understanding from agency statements that the new commissary location will be completed by the end of March, 1957. This raises the question of how the agency proposes to operate it for the last three months of the final quarter of the 1956-57 Fiscal Year? Even if the present position request were allowed, it would not be available until July 1, 1957, provided the agency were successful in immediate recruitment.

*In view of the justification, which appears both inadequate and inconsistent, we recommend deletion of the position of storekeeper II, reducing salaries and wages by \$4,512.*

The following table portrays the level of service devoted to custody at the Tehachapi Branch Unit.

Fiscal year	Total positions	Average population	Level of service	Increase over prior year	
				Amount	Percent
1954-55	16.1	62	461	--	--
1955-56	71.5	433	293	-170	-36.9
1956-57*	80.4	485	294	1	.03
1957-58†	80.6	500	286	-8	-2.7

\* Estimated as shown in 1957-58 Budget.

† Budget request.

Under the proposed budget request for 1957-58 the level of service will average 286 hours per inmate.

This is eight hours, or 2.7 percent, below the level now scheduled for 1956-57.

While the above table would indicate a minor reduction for 1957-58 in the budgeted level of custodial service below that for 1956-57, this arises because of the failure to achieve the population originally budgeted for 1956-57, coupled with the interim transfer of five custody positions from the present Chino institution to Tehachapi.

The original 1956-57 budgeted level for custody was 275 hours per inmate on the basis of the then-projected 500 average daily population.

Thus the 1957-58 level would provide an increase of 11 hours or 4 percent with no change in the original population forecast.

5 Correctional officers (Budget page 127, line 13) ----- \$20,970

The agency is requesting three correctional officers, plus two for relief, or a total of five such positions to cover a rearrangement of existing barracks.

The existing "C" barracks has been attached to the "H" barracks to make one L shaped housing unit. Each of these barracks formerly was attached as wings to two other units and the separation according to the agency now makes separate staffing necessary as a separate unit. This physical rearrangement was accomplished during the current fiscal year, 1956-57, and the added staffing was secured by transferring five officers out of the 12 officers no longer needed at the Chino institution as a result of the deactivation of temporary barracks No. 6 and No. 7 at Chino.

## Institution for Men—Chino—Continued

The agency is now seeking legislative approval of the five officers so transferred from Chino as proposed new positions for the Tehachapi Branch Institution. It is to be noted that no additional capacity was provided by this physical rearrangement. The purpose, according to the agency, was to provide a separate housing unit for medium custody classification inmates instead of minimum custody.

In reviewing the data submitted by the agency, we find certain inconsistencies and conflicting statements relative to the kind and number of inmates housed therein. The 1957-58 Governor's Budget on page 120, line 66, states that barracks "C" and "H" will house medium custody inmates. Form 613 required by the Personnel Board as a statement of position justification, indicates the requested positions are to supervise medium custody inmates. However, the post assignment for 1957-58 submitted by the institution states that *minimum* security inmates are to be housed in barracks "C" and "H." The agency and the Department of Finance should clarify this point.

There likewise appears to be a lack of unity in the representations as to the number of inmates to be quartered in this particular barracks area. Form 613, the position justification, states the number of inmates to be approximately 100. The summary justification states that 90 inmates will be housed in this barracks unit. The post assignment submitted by the institution states that the capacity of barracks "C" is 48 inmates and that of barracks "H" is 40 inmates, for a total of only 88. The added ultimate cost for custodial coverage for these 88 inmates is in excess of \$26,000 per year. We believe that in view of the general failure of the agency to achieve budgeted population levels there was no urgency to incur this added cost in the interim period between submission of budgets for legislative review and approval.

This is particularly true in view of the substantial decline in population of over 1,100 inmates that has taken place at San Quentin Prison over the past few years. This is a maximum-medium security facility. These 88 inmates could well have been housed at that point thus precluding both the added custodial cost as well as any capital outlay costs incidental to rearranging the barracks in question. This latter item totaled approximately \$1,500.

*We recommend deletion of the five correctional officers for the requested purpose, reducing salaries and wages \$20,970.*

## Operating Expenses

Operating expenses for all units of the Institution for Men, are scheduled at \$1,563,910 for 1957-58. This is an increase of \$98,865, or 6.7 percent, over the amount of \$1,465,045 estimated to be expended in the 1956-57 Fiscal Year.

Institution for Men—Chino—Continued

The request and per capita cost by function for operating expenses is indicated below:

Function	1956-57	1957-58	Increase		Per-capita costs		Increase	
			Amount	Per cent	1956-57	1957-58	Amount	Per cent
Administration	\$28,650	\$29,000	\$350	1.2	\$21	\$21	\$--	--
Support and subsistence	538,760	543,160	4,400	0.8	402	399	—3	—0.7
Care and welfare	168,970	174,480	5,510	3.3	126	128	2	1.6
Maintenance and operation of plant	221,925	241,800	19,875	9.0	166	178	12	7.2
Tehachapi branch	295,870	299,330	3,460	1.2	221	220	—1	—0.5
* Totals	\$1,254,175	\$1,287,770	\$33,595	2.7	\$936	\$946	\$10	1.1

\* Exclusive of Reception Center.

The per capita cost for operating expenses is scheduled at \$946 for 1957-58. This is an increase of \$10, or 1.1 percent, over the amount of \$936 estimated for expenditure in 1956-57.

Equipment

Equipment expenditures for all units of the budget for the Institution for Men are scheduled at \$113,821 for 1957-58. This is an increase of \$39,296 over the amount of \$74,525 estimated for expenditure in 1956-57.

Out of the total of \$113,821 for equipment, the sum of \$66,475 is for replacement items and the further sum of \$47,346 is for additional equipment.

The budget as originally submitted by this facility requested \$165,393 for equipment. Modification of this amount after review to \$113,821, a reduction of \$51,572, or 31.2 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

Department of Corrections

CALIFORNIA STATE PRISON AT FOLSOM

ITEM 50 of the Budget Bill

Budget page 131  
Budget line No. 24

FOR SUPPORT OF CALIFORNIA STATE PRISON AT FOLSOM FROM THE GENERAL FUND

Amount requested	\$3,136,117
Estimated to be expended in 1956-57 Fiscal Year	2,988,417
Increase (4.9 percent)	\$147,700

State Prison at Folsom—Continued

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages-----	\$75,233	—\$8,584	\$83,817	140 9
Operating expense -----	86,580	77,580	9,000	140 10
Equipment -----	10,812	3,222	7,590	140 11
Inmate pay work projects-----	8,240	8,240	--	140 12
Less increased reimbursements --	—33,165	—33,165	--	140 25
<b>Total increase -----</b>	<b>\$147,700</b>	<b>\$47,293</b>	<b>\$100,407</b>	<b>140 28</b>

RECOMMENDATIONS

Amount budgeted -----	\$3,136,117
Legislative Auditor's recommendation-----	3,068,823
<b>Reduction -----</b>	<b>\$67,294</b>

Folsom State Prison is a maximum security institution housing the more potentially dangerous security risks, habitual criminals, and those inmates serving long-term sentences.

ANALYSIS

The recommended reduction of \$67,294 consists of the following amounts in the categories indicated:

	Amount	Budget	
		Page	Line
<i>Salaries and wages</i>			
1 Supervising cook I-----	\$4,194	134	8
3 Correctional sergeants -----	14,320	135	60
3 Correctional officers -----	12,582	135	61
1 Clinical psychologist II -----	6,360	135	65
1 Correctional classification officer III-----	5,772	135	66
4 Medical technical assistants -----	16,776	135	68
1 Senior typist-clerk -----	3,996	135	69
1 Intermediate typist-clerk -----	3,294	135	70

15 Positions, reducing salaries and wages by-----\$67,294

After the deletion of the above positions, the agency will still be benefited to the extent of three new positions involving an added cost of \$20,717 in salaries and wages.

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
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-----	2,415	957	143	17.6
1952-53-----	2,212	1,113	156	16.3
1953-54-----	2,500	1,092	—21	—1.9
1954-55-----	2,622	1,045	—47	—4.3
1955-56-----	2,436	1,194	149	14.3
1956-57*-----	2,115	1,431	237	19.8
1957-58†-----	2,245	1,409	—22	—1.5

\* Estimate as shown in 1957-58 Budget.

† Budget request.

State Prison at Folsom—Continued

The total expenditures for support of this facility are scheduled to increase \$153,790, or 4.9 percent.

Population at the institution is anticipated to average 2,245 inmates, an increase of 130, or 6.1 percent.

This results in the per capita cost going from \$1,431 to \$1,409, a decrease of \$22, or 1.5 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$2,131,438. This represents an increase of \$75,233, or 3.7 percent over the total of \$2,056,205 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

Salary increases on 384.1 established positions.....	\$6,722
A total of 18 proposed new positions costing.....	88,011
Estimated salary savings, increase.....	19,500

Total increase in salaries and wages.....	\$75,233
---	----------

A total of 384.1 positions are presently authorized. The agency is requesting an additional 18 proposed new positions. This represents an increase of 4.7 percent in staff, as compared to a 6.1 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 7.2 additional inmate increase in institutional population.

In general, no support for increased staffing at this facility at this time can be found when consideration is given to prior operating levels. For example, while 1957-58 average population is estimated to increase from 2,115 to 2,245 inmates, this facility was actually budgeted for 1956-57 on the basis of a population of 2,510 inmates, exclusive of the camps.

Thus the 1957-58 population figure actually represents a decrease of 265 inmates or 10.6 percent below the previously authorized operating level in 1956-57.

As a matter of fact, this facility operated in 1954-55 with a population of 2,622 inmates and utilized only 345 positions as compared to the 361 presently utilized in 1956-57. This previous population is 377 inmates or 14.4 percent more than the agency contemplates servicing in 1957-58.

The agency should be credited with deleting seven positions with aggregate annual salary costs of \$27,246. The deletions are based primarily on the fact that workload factors either have reduced or did not meet former estimated levels.

In addition to the above deletions, four positions have been transferred to the medical facility, and one position has been transferred to this institution from San Quentin.

The following table reflects the total level of service extended at this facility:

State Prison at Folsom—Continued

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total ‡ employees	Average population	Level of service	Increase over prior year	
				Amount	Percent
1947-48 -----	273.7	2,360	206	-19	-8.4
1948-49 -----	304	2,535	213	7	3.4
1949-50 -----	332.4	2,750	215	2	0.9
1950-51 -----	331.7	2,738	215	—	—
1951-52 -----	323.8	2,415	238	23	10.8
1952-53 -----	330.3	2,212	265	27	11.3
1953-54 -----	338.2	2,500	240	-25	-9.4
1954-55 -----	345	2,622	234	-6	-2.5
1955-56 -----	352.4	2,436	257	23	9.8
1956-57 * -----	361	2,115	303	46	17.9
1957-58 † -----	367.1	2,245	290	-13	-4.3

\* Estimated as shown in 1957-58 Budget.

† Budget request.

‡ Exclusive of camps.

Under the proposed budget request for 1957-58 the level of service will average 290 hours per inmate.

This is 13 hours, or 4.3 percent, below the level now scheduled for 1956-57.

It is 84 hours, or 40.8 percent, above a former operating level of service of 206 hours, utilized in 1947-48.

It is to be noted that although the above estimated level of service figures for 1957-58 reflect a decrease from the level of service expended in 1956-57, nevertheless the proposed budget will result in a substantial increase in this regard as compared to 1955-56. The actual level of service expended in 1955-56 was 257 man hours per inmate. The 1957-58 level of service is proposed at 290 man hours per inmate which is an increase of 33 hours or 12.8 percent above the 1955-56 level of service. Further, in 1955-56 the agency utilized 352.4 employees to service 2,436 inmates as compared to the 1957-58 proposed estimates of 367.1 employees to 2,245 inmates. Thus, from 1955-56 to 1957-58 the number of employees will increase 14.7, or 4.2 percent, while the number of inmates will decrease 191 or 7.8 percent.

It is further noted that when the 1956-57 Governor's Budget was presented the estimated 1956-57 population was set at 2,510 inmates. The estimated level of service at that time was 262 man hours per inmate.

The 1957-58 level of service is now projected at 290 hours. Thus it is apparent that the allowance of the new position requests will provide an increase of 28 hours or 10.7 percent over the level initially contemplated for 1956-57.

## State Prison at Folsom—Continued

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

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Care and welfare			
Custody			
*3 Correctional sergeants -----	\$14,320	135	60
*4 Correctional officers (1 expires 6/30/58) (delete 3) -----	16,776	135	61
Medical and dental			
1 Senior dentist -----	10,344	135	64
*1 Clinical psychologist II -----	6,360	135	65
*1 Correctional classification officer III -----	5,772	135	66
*4 Medical technical assistants -----	16,776	135	68
*1 Senior typist-clerk -----	3,996	135	69
*1 Intermediate typist-clerk -----	3,294	135	70
Education and religion			
1 Instructor in painting -----	5,232	135	72
Camp supervision			
0.4 Correctional officer (intermittent) -----	1,678	138	12
State forestry camps			
0.6 Chaplain (intermittent) -----	3,463	139	11
18 Total -----	\$88,011		

\* Recommended for deletion.

## \* Functional and per Capita Distribution of Salaries and Wages

<i>Function</i>	<i>1956-57</i>	<i>1957-58</i>	<i>Increase</i>		<i>Per capita</i>		<i>Increase</i>	
			<i>Amount</i>	<i>Per-cent</i>	<i>cost</i>	<i>cost</i>	<i>Amount</i>	<i>Per-cent</i>
Adminis- tration ----	\$112,203	\$113,188	\$985	0.9	\$53	\$50	—\$3	—5.7
Support and subsistence _	74,093	76,420	2,327	3.1	35	34	—1	—2.9
Care and welfare ----	1,560,243	1,614,073	53,830	3.5	738	719	—19	—2.6
Maintenance and opera- tion of plant	151,525	152,577	1,052	0.7	72	68	—4	—5.5
Totals ---	\$1,898,064	\$1,956,258	\$58,194	3.1	\$898	\$871	—\$27	—3.0

\* Exclusive of camps.

The per capita cost for salaries and wages is scheduled at \$871 for 1957-58. This is a decrease of \$27, or 3 percent under the amount of \$898 estimated for expenditure in 1956-57.

1 *Supervising cook I (Budget page 134, line 8) ----- \$4,194*

The above position was established during the 1956-57 Fiscal Year at Folsom by transferring a position from San Quentin incidental to the reduction of population at the latter institution.

We recommend deletion of this position of supervising cook I, reducing salaries and wages by \$4,194.

Because of the chronology followed in the format of the budget document, the validity of the transfer of this position has been discussed in connection with requested new positions of supervising cooks in the analysis of the budget of the Medical Facility.

Our recommendation is supported by the facts presented on pages 84-87 of this report.

State Prison at Folsom—Continued

3 Correctional sergeants (Budget page 135, line 60)----- \$14,320

These positions are discussed in the departmental summary section of this analysis concerning supervisory custodial positions and relief for instructors in recreation and physical education.

We recommend deletion of these three positions, reducing salaries and wages \$14,320.

The following table portrays the level of service devoted to custody at this facility:

Level of Service—Employee Hours Available per Inmate for Custody

Fiscal year	Total custodial positions †	Average population	Level of service	Increase over prior year	
				Amount	Percent
1947-48 -----	214.2	2,360	161	-13	-7.5
1948-49 -----	233	2,535	163	2	1.2
1949-50 -----	248.1	2,750	160	-3	-1.8
1950-51 -----	247.9	2,738	161	1	.6
1951-52 -----	236.9	2,415	174	13	8.1
1952-53 -----	242.4	2,212	195	21	12.1
1953-54 -----	253	2,500	180	-15	-7.7
1954-55 -----	252.4	2,622	171	-9	-5
1955-56 -----	256.8	2,436	187	16	9.4
1956-57 * -----	258	2,115	217	30	16.0
1957-58 † -----	260	2,245	206	-11	-5.1

\* Estimated as shown in 1957-58 Budget.

† Budget request.

‡ Exclusive of camps and departmental bus operators.

Under the proposed budget request for 1957-58 the level of service will average 206 hours per inmate.

This is 11 hours, or 5.1 percent, below the level now scheduled for 1956-57.

It is 46 hours, or 28.8 percent, above a former operating level of service of 160 hours, utilized in 1949-50.

It is pointed out that the custodial level of service now estimated to be expended in 1956-57 and 1957-58 constitutes a substantial enrichment in such service when compared to years prior to 1956-57. For instance, in 1949-50 the population was 2,750 inmates and 248.1 custodial employees. This resulted in a custodial level of service of 160 man hours per inmate as compared to the 1957-58 custodial level of service of 206 man hours per inmate, an increase of 46 hours or 28.8 percent.

Even on the basis of the original budgeted level of custodial service as reflected in the 1956-57 Governor's budget, the agency would further improve its position. At that time the level for custody was budgeted to provide 185 hours per inmate.

The current request would provide 206 hours, an increase of 21 hours or 11.4 percent.

3 Correctional officers (Budget page 135, line 61)----- \$12,582

The request is for two additional correctional officers plus full relief for the first and third watches of the segregation-isolation building. This building is made up of three floors, with a total capacity of 138 individual cells. Population in this building generally consists of 120

## State Prison at Folsom—Continued

to 130 inmates. This inmate population is made up in part by those who have requested such confinement for their own protection. These latter type inmates should not pose the same type of problem as the remainder who are there for disciplinary reasons.

The current and proposed staffing at this building is as follows:

	<i>Shifts</i>		
	<i>12 a.m.-8 a.m.</i>	<i>8 a.m.-4 p.m.</i>	<i>4 p.m.-12 p.m.</i>
Correctional sergeant -----	-	1	-
Correctional officers -----	2	3	2
Proposed new correctional officers-----	1	-	1

The following table reflects the number of incidents reported in this unit for the fiscal periods indicated in the table and by shift during which the difficulty occurred.

## Major Incidents—Folsom State Prison, Segregation and Isolation Unit

<i>Fiscal year</i>	<u>1</u>		<u>2</u>		<u>3</u>	
	<i>12 m.-8 a.m.</i>		<i>8 a.m.-4 p.m.</i>		<i>4 p.m.-12 m.</i>	
	<i>Number</i>		<i>Number</i>		<i>Number</i>	
	<i>Incidents</i>	<i>Inmates involved</i>	<i>Incidents</i>	<i>Inmates involved</i>	<i>Incidents</i>	<i>Inmates involved</i>
1950-51 * -----			1	2		
1951-52 -----			5	9		
1952-53 -----	1	21	10	16		
1953-54 -----			5	11		
1954-55 -----			2	4		
1955-56 -----			1	2		
1956-57 † -----					3	3
Totals -----	1	21	24	44	3	3

\* January 1, 1950, to June 30, 1951.

† No figures subsequent to July 28, 1956.

For the four-year period from 1951-52 to 1954-55, inclusive, there was a total of 23 incidents involving a total of 40 inmates on the second or 8 a.m. to 4 p.m. watch. This would average 5.75 incidents involving 10 inmates per year. In the 1955-56 Fiscal Year one more correctional officer was added to the staff, on the 8 a.m. to 4 p.m. shift, thus providing a correctional officer to each floor and a correctional sergeant for over-all supervision. In 1955-56 there was one incident involving two inmates and during the first month of 1956-57 there was one incident involving one inmate. It is not believed that enough experience is reflected in the table subsequent to the adding of the additional correctional officer position to attribute to this factor the reduction in incidents on the second shift. However, based on the 1955-56 experience only, there is some indication that this may prove to be so.

Nevertheless, we are now concerned with the question of additional staffing for the first and third shifts. It is to be noted that during the major portion of the time on these two shifts, the inmates will be locked in their cells either awake or sleeping.

In the five-year period from 1951-52 to 1955-56 there was only one incident reported on the first shift (12 m. to 8 a.m.) involving 21 inmates destroying state property. This occurred back in 1952-53. In this same period there were no reported incidents on the third (4 p.m. to

State Prison at Folsom—Continued

12 m.) shift. There were two incidents during the third shift involving a total of two inmates in the first month of the 1956-57 Fiscal Year. Therefore, it appears that the agency cannot reasonably justify the addition of two positions plus relief involving an ultimate cost of \$15,986 to augment coverage on the first and third shifts which already appear to have a minimum of incidents. The agency has not shown that the three incidents which occurred on the two shifts in question were in any way connected with a supposed lack of supervision or that the adding of staff could reasonably be expected to have precluded such incidents.

A certain irreducible number of incidents are naturally going to take place within the prison setting which cannot be prevented without an unreasonable and uneconomical increase in staff and probably could not be wholly eliminated, in any event.

The agency also pointed out that on occasions it is necessary for a correctional officer to go into one of the cells. On such occasions it is necessary for one officer to remain in the area outside the cell and another to operate the locking controls outside the cell area. It is to be noted that there is authorized for each of these watches a watch lieutenant and a watch sergeant, and on the third watch a correctional officer assigned to utility duty, all of whom could be called upon on the rare occasions when such need actually exists for the additional officer.

*We therefore recommend deletion of the requested two positions of correctional officer plus one position for relief, a total of three positions, reducing salaries and wages \$12,582.*

1 Clinical psychologist II (Budget page 135, line 65)-----	\$6,360
1 Correctional classification officer III (Budget page 135, line 66) -----	5,772
1 Intermediate typist-clerk (Budget page 135, line 70)-----	3,294
 <i>Totals</i> -----	 <u>\$15,426</u>

These positions are discussed in the departmental summary section of this analysis dealing with increased psychiatric service.

*We recommend deletion of these three positions, reducing salaries and wages \$15,426.*

4 Medical technical assistants (Budget page 135, line 68)---- \$16,776

The agency now has five such positions authorized. This is the same number of this employee classification that has prevailed since 1953-54 when the agency operated at a population level of 2,500 inmates. In 1954-55 the population advanced to 2,622 inmates. It should also be noted that in 1950-51 the institution operated with only three such positions for a total population of 2,738 inmates. The estimated average population for 1957-58 is 2,245.

The agency request is premised upon the desire to provide complete 24-hour, seven-day coverage by one medical technical assistant, nurse or correctional officer for each of the three floors of the hospital, except the second floor on the 8 a.m. to 4 p.m. shift which has five-day-a-week coverage.

## State Prison at Folsom—Continued

*We recommend deletion of the requested four positions of medical technical assistants, reducing salaries and wages by \$16,776.*

Last year the agency requested these same positions as a part of a total complement request for 11 such positions, including two at San Quentin and five at Soledad. All were deleted by the Legislature. The allowance of the four requested positions would provide for an 80 percent increase in the coverage provided by medical technical assistants in the face of population declines below former operating levels as pointed out above. While it may be desirable to augment staffing for various purposes, we believe the agency should make a showing as to the *necessity* for such increased coverage. This has not been done.

No justifiable reasons, in our opinion, were shown by the agency establishing the need for this increased level of service. The agency merely set out a post assignment reflecting what would be the coverage based on the present and proposed medical technical assistant staff. Further, the agency did not point out any specific deficiencies of the present staffing. Merely pointing out what would be a desirable level of staffing without showing the deficiencies to be overcome is not sufficient justification for allowing additional positions. The agency conceivably could draw up a post assignment chart on the basis of the staffing in a private hospital. This could show that everyone would have specific duties to perform under such a plan. However, it would not necessarily mean that such a plan could or should be adopted as a level of service for a penal institution hospital.

The agency points out that some of the duties to be performed by the requested positions are being partially performed by other employees. This is as it should properly be unless the agency can show what deficiencies are created in the duties of these other employees. The agency has made no showing that these other employees cannot perform their own duties and in addition perform some of the duties for which these new positions are being requested.

Since the Folsom 1956-57 population was estimated in the 1956-57 Governor's Budget at 2,510, and as the currently proposed budget estimates the 1957-58 population at this institution to reach only 2,245 which is 265 or 10.6 percent less inmates than was anticipated for 1956-57 when the 1956-57 Governor's Budget was presented, then there is less justification for the approval of these positions now than when deleted by the Legislature in the 1956-57 Budget.

The ultimate cost for the requested positions at the top of the salary range plus retirement payments would be \$21,314.

*1 Senior typist-clerk (Budget page 135, line 69)----- \$3,996*

This position is requested to provide clerical service for the medical department. Justification for the position is based on; one, that all other male prisons have such positions; two, that it will enable the raising of the quality of the record keeping to such an extent that the hospital may become accredited; and three, the confidential nature of some of the records. The agency points out that some of the functions proposed for this position are being performed by inmates.

**State Prison at Folsom—Continued**

This position was formerly an authorized position but was deleted under the provisions of Section 8 of the Budget Act since it had not been utilized since June 30, 1954. The agency does not show that any deficiency has existed or any undue burden placed on other employees due to the lack of this position.

The implication that since other institutions have such a position then one is needed at Folsom is budgetarily unsound. The argument can be made that since one is not utilized at Folsom then such position is not needed at the other institutions. There appears to be more logic for this latter proposition inasmuch as Folsom has operated without any specifically designated deficiencies without the requested position.

No showing is made as to why it is imperative that the prison hospital at Folsom should be an accredited hospital. The agency gives no reason nor shows that any substantial and material benefit will accrue to the State of California, Folsom Prison or the inmates therein from the accreditation of the prison hospital.

Since it is assumed that confidential reports have been prepared and handled at the prison since June 30, 1954, without the benefit of the requested position, there appears little merit in the contention at this time that the requested position is needed to handle such reports.

*We recommend deletion of this position, reducing salaries and wages \$3,996.*

**Operating Expenses**

Operating expenses are scheduled at \$1,232,090 for 1957-58. This is an increase of \$86,580, or 3.7 percent, over the amount of \$1,145,510 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	1956-57	1957-58	Increase		Per capita cost		Increase	
			Amount	Per-cent	1956-57	1957-58	Amount	Per-cent
Administration	\$24,660	\$25,950	\$1,290	5.2	\$12	\$12	--	--
Support and subsistence	622,415	664,850	42,435	6.8	294	296	\$2	0.7
Care and welfare	111,605	121,485	9,880	8.9	53	54	1	1.9
Maintenance and operation of plant	230,290	234,245	3,955	1.7	109	104	—5	—4.6
<b>Totals</b>	<b>\$988,970</b>	<b>\$1,046,530</b>	<b>\$47,560</b>	<b>4.8</b>	<b>\$468</b>	<b>\$466</b>	<b>—\$2</b>	<b>—0.4</b>

The per capita cost for institutional operating expenses is scheduled at \$466 for 1957-58. This is a decrease of \$2, or 0.4 percent, under the amount of \$468 estimated for expenditure in 1956-57.

**Equipment**

Equipment expenditures are scheduled at \$87,014 for 1957-58. This is an increase of \$10,812 over the amount of \$76,202 estimated for expenditure in 1956-57.

## State Prison at Folsom—Continued

Out of the total of \$87,014 for equipment, the sum of \$60,478 is for replacement items and the further sum of \$26,536 is for additional equipment.

The budget as originally submitted by this facility requested \$182,955 for equipment. Modification of this amount after review to \$87,014, a reduction of \$95,941, or 52.4 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

The substantial disparity between the original request and the amount ultimately budgeted, suggests the possible need for more careful review and better justifications on equipment requests.

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

ITEM 51 of the Budget Bill

Budget page 141  
Budget line No. 23

**FOR SUPPORT OF SAN QUENTIN PRISON FROM THE GENERAL FUND**

Amount requested .....	\$4,853,818
Estimated to be expended in 1956-57 Fiscal Year .....	5,152,026
<hr/>	
Decrease (5.8 percent) .....	\$298,208

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New serv. ces	
Salaries and wages .....	—\$221,836	—\$249,238	\$27,402	151 9
Operating expense .....	—17,784	—17,784	—	151 10
Equipment .....	—5,678	—15,528	9,850	151 11
Inmate pay work projects .....	16,660	16,660	—	151 12
Less increased reimbursements .....	—69,570	—69,570	—	151 26
<hr/>		<hr/>		
Total increase .....	—\$298,208	—\$335,460	\$37,252	151 29

**RECOMMENDATIONS**

Amount budgeted .....	\$4,853,818
Legislative Auditor's recommendation .....	4,844,392
<hr/>	
Reduction .....	\$9,426

San Quentin prison is a maximum and medium security prison with an estimated 1957-58 average population of 3,470 inmates. In the budget year the institution will not be providing facilities and services for the Reception and Guidance Center, as in recent years, due to the transfer of that function to the Medical Facility at Vacaville. There will be a holdover of approximately 60 Reception-Guidance Center inmates into the budget year.

State Prison at San Quentin—Continued  
ANALYSIS

The recommended reduction of \$9,426 consists of the following amounts in the categories indicated.

<i>Salaries and wages</i>		<i>Budget</i>	
	<i>Amount</i>	<i>Page</i>	<i>Line</i>
Care and welfare			
Custodial and personal care			
1 correctional officer	\$4,194	146	31
Education and religion			
1 instructor in janitorial services	5,232	146	33
2 Positions, reducing salaries and wages by	\$9,426		

After the deletion of the above positions, the agency will still be benefited to the extent of 4.2 new positions involving an added cost of \$22,956 in salaries and wages.

Per Capita Costs

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
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	4,359	874	89	11.3
1952-53	4,488	925	51	5.8
1953-54	4,581	958	33	3.6
1954-55	4,668	963	5	0.5
1955-56	3,961	1,210	247	25.7
1956-57 *	3,785	1,328	118	9.8
1957-58 †	3,530	1,377	49	3.7

\* Estimated as shown in 1957-58 Budget.  
† Budget request.

The total expenditures for support of this facility are scheduled to decrease \$315,958, or 5.8 percent.

Population at the institution is anticipated to average 3,530 inmates, a decrease of 255, or 6.7 percent.

This results in the per capita cost going from \$1,328 to \$1,377, an increase of \$49, or 3.7 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$2,979,142. This represents a decrease of \$221,836, or 7 percent under the total of \$3,200,978 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

Salary decreases due to transfer of 40 and deletion of 7 positions leaving 552.8 established positions	—\$204,718
A total of 6.2 proposed new positions costing	32,382
Estimated salary savings, increase	—49,500

Total decrease in salaries and wages —\$221,836

A total of 552.8 positions are presently authorized. The agency is requesting an additional 6.2 proposed new positions. This represents an increase of 1.1 percent in staff, as compared to a 6.7 percent decrease in population at this facility.

## State Prison at San Quentin—Continued

On the basis of the 1956-57 Fiscal Year the ratio was one employee for each 7.0 inmates. With the reduction in population coupled with some though not a proportionate, reduction in staff plus new position requests, the resulting ratio in 1957-58 will be one employee for each 6.8 inmates. This represents an improvement in staffing level.

The substantial decrease in the 1957-58 salaries and wages request by the agency is principally accounted for by the discontinuance of the reception guidance center and its removal to the Medical Facility at Vacaville. By this transfer, the 40 positions represent an added cost in the Medical Facility budget, in the amount of \$212,795.

The San Quentin budget reflects a further downward adjustment in the deletion of 11 positions due to work load revisions and population shifts. This represents a saving of \$49,182 for which the agency and the Department of Finance are to be commended.

The following table reflects the total level of service extended at this facility:

Fiscal year	Total employees ‡	Average population	Level of service	Increase over prior year	
				Amount	Percent
1947-48	423.4	4,377	172	-11	-6.0
1948-49	508	4,638	195	23	13.4
1949-50	521	4,702	197	2	1.0
1950-51	499.1	4,518	196	-1	-0.5
1951-52	476.7	4,359	194	-2	-1.0
1952-53	486.2	4,488	192	-2	-1.0
1953-54	500.2	4,581	194	2	1.0
1954-55	500.4	4,668	190	-4	-2.1
1955-56	525.1	3,961	235	45	23.7
1956-57*	537.8	3,785	252	17	7.2
1957-58†	522.8	3,530	263	11	4.4

\* Estimated as shown in 1957-58 Budget.

† Budget request.

‡ Exclusive of camps.

Under the proposed budget request for 1957-58 the level of service will average 263 hours per inmate.

This is 11 hours, or 4.4 percent, above the level now scheduled for 1956-57.

It is 91 hours, or 52.9 percent, above a former operating level of service of 172 hours, utilized in 1947-48.

The 6.2 proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
Administration			
1 Associate budget analyst	\$6,672	143	39
Care and welfare			
Custodial and personal care			
*1 correctional officer	4,194	146	31
Education and religion			
*1 Instructor in janitorial service	5,232	146	33
1 Instructor in painting	5,232	146	34
Intensive treatment			
0.2 Psychiatrist II	2,172	146	36
Maintenance and operation of plant			
1 Stationary engineer	4,980	147	53

State Prison at San Quentin—Continued

Functions and positions	Amount	Budget	
		Page	Line
Care and welfare			
Highway road camps			
0.4 Chaplain (intermittent) -----	1,560	149	35
State forestry camps			
0.6 Chaplain (intermittent) -----	2,340	150	35
6.2	Totals		
			\$32,382

\* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

Function	1956-57	1957-58	Increase		Per capita cost		Increase	
			Amount	Per-cent	1956-57	1957-58	Amount	Per-cent
Administration	\$177,658	\$191,979	\$14,321	8.1	\$47	\$54	\$7	15.9
Support and subsistence	109,179	107,713	-1,466	-1.3	29	31	2	5.8
Care and welfare	2,460,930	2,367,545	-93,385	-3.8	650	671	21	3.2
Maintenance and operation of plant	117,377	122,356	4,979	4.2	31	35	4	11.8
Totals	\$2,865,144	\$2,789,593	-\$75,551	-2.6	\$757	\$791	\$34	4.5

The per capita cost for salaries and wages is scheduled at \$791 for 1957-58. This is an increase of \$34, or 4.5 percent over the amount of \$757 estimated for expenditure in 1956-57.

1 Associate budget analyst (Budget page 143, line 39) ----- \$6,672

The purpose of this requested position is twofold. It will provide for more adequate preparation of budget request justifications and will review existing policies and prepare reports recommending more efficient and economical operational procedures in the institution to which assigned. This position is being requested for this one institution on a two-year trial basis. If, after the trial period, sufficient economies have resulted to justify this position, similar positions will be requested for other penal institutions. If the results are otherwise then the position will be deleted.

*We recommend approval of this request on a trial basis.*

The primary duty of this position should be the study of the agency operations as they affect budget requirements and the making of recommendations thereon. These studies and recommendations should be for the purpose of establishing more efficient and economical operations. This position should not be used to prepare budget request justifications, merely to establish the need for larger budgets. Proper analysis of the initial budget requests at the institutional level should establish the need or the lack thereof. Careful analysis of an added budget request should produce a clear, concise, and adequate presentation of the entire problem in specific terms and not the general statements which many agencies are prone to utilize. The deficiencies of the present method of operation, illustrated by specific examples should be set forth followed by a showing as to how the proposed request would solve the problem or substantially alleviate the condition sought to be corrected.

## State Prison at San Quentin—Continued

The position should endeavor to solve the problem within the existing operation and within the framework of the existing budget. When this cannot be done efficiently and economically, then an adequately prepared budget justification will demonstrate this fact as a part of the supporting data for the budget augmentation.

The following table portrays the level of service devoted to custody at this facility:

Level of Service—Employee Hours Available per Inmate for Custody

Fiscal year	Total custodial positions	Average § population	Level of § service	Increase over prior year	
				Amount	Percent
1947-48	304.5	4,377	124	-14	-10.1
1948-49	358.6	4,638	137	13	10.5
1949-50	361.4	4,702	137	--	--
1950-51	345.4	4,518	136	-1	-0.7
1951-52	325.6	4,359	133	-3	-2.2
1952-53	327.8	4,488	130	-3	-2.3
1953-54	335.5	4,581	130	--	--
1954-55	335.8	4,668	128	-2	-1.5
1955-56	341.1	3,961	153	25	19.5
1956-57 *	336	3,785	158	5	3.3
1957-58 †	329	3,530	166	8	5.1

\* Estimated as shown in 1957-58 Budget.

† Budget request.

§ Exclusive of camps.

Under the proposed budget request for 1957-58 the level of service will average 166 hours per inmate.

This is eight hours, or 5.1 percent, above the level now scheduled for 1956-57.

It is 42 hours, or 33.9 percent, above a former operating level of service of 124 hours, utilized in 1947-48.

1 Correctional officer (Budget page 146, line 31)----- \$4,194

This position is requested to provide a custodial position at the gate in the main institutional wall dividing the industrial area and the cotton textile mill area. The post will be on an eight-hour-per-day, five-day-per-week basis. The agency sets out that security between these two areas must be maintained and that an average of 1,600 inmates and 25 trucks will pass through the gate daily and all must be searched.

This position was requested by the agency and deleted by the Legislature in the 1956-57 Budget. The Legislative Auditor's Analysis of the 1956-57 Budget pointed out that the need for the position was essentially due to the operation of the cotton textile mill. Therefore the position was analogous to any industrial plant guard and should be budgeted to the Correctional Industries Revolving Fund. The Department of Finance in its review of the Department of Corrections 1957-58 Budget requests sets forth the proposition that the, "Principle used by the administration in determining which positions are Support or Correctional Industries Revolving Fund, is that the Support Budget should provide for the custody for the perimeter of the area. This position, in essence, is to provide coverage for a hole in the main wall (the gate) of the institution. The function of the gate is to keep inmates

**State Prison at San Quentin—Continued**

out of, as well as in the industrial area. It is the opinion of the staff that this is a support function and should be provided by the General Fund."

We are not in agreement with the concept set forth by the agency and the Department of Finance in this instance.

We agree that the perimeter custody of the institution is generally a support function. If the custody of the institution population was the only consideration here involved, then we could justifiably suggest that secure custody could be more economically accomplished by permanently locking the gate or by "bricking up" the "hole in the main wall" than by the hiring of an additional correctional officer. However, that is not the case.

*If it were not for the operation of the cotton textile mill*, there would be no need for the gate or the requested position. Since it is the operation of the industrial facility and not the operation of the institution that created the need for the gate and as a consequence the request for the position, then the industry operation should be charged with the cost of the position. The agency's statement that the guard is necessary for secure custody of the inmates working in the cotton textile mill area may be well founded, but we contend that since the cotton mill is making use of the inmate population for its operations, then the maintaining of the secure custody of and the prevention of the smuggling of contraband out of the mill area should more properly be charged to the mill operation. This is based on the fact that it is the operation of the mill which has created the problem and not the operation of the main institution.

A somewhat similar situation arose in the 1956-57 Budget request in regard to the feeding of inmates working a night shift at the cotton mill. The agency at that time requested one cook and two correctional officers for that purpose. The salaries of the then requested positions were to be paid out of the General Fund and reimbursed out of the Correctional Industries Revolving Fund. The Legislative Auditor's Analysis of that proposed 1956-57 Budget recommended deletion of the positions from the General Fund Budget and recommended that the positions be budgeted directly to Correctional Industries.

Since the position here involved is one which on the facts, in our opinion, should be financed by the Correctional Industries Fund, then as a matter of consistency it should be budgeted directly to that fund.

A more appropriate criterion of whether a given position is to be financed out of the support budget or the Correctional Industries Revolving Fund is: *Such services as are necessary only because of the functioning of the Correctional Industry should be made a charge against that operation.*

According to the agency the gate in question is currently under construction and the project is expected to be completed within the next two or three months.

In view of this, we raise the question, as to how the agency proposes to staff and operate this post for the last three months of the current fiscal year, since no such position is provided for in the 1956-57 Budget.

**State Prison at San Quentin—Continued**

It should be noted that this same position request was contained in the 1956-57 Budget and deleted by the Legislature.

*We recommend deletion of the position from the support budget reducing salaries and wages \$4,194.*

*1 Instructor in janitorial services (Budget page 146, line 33)— \$5,232*

The requested position is to instruct inmates in proper janitorial practices. The agency reports that this program would provide annually 300 trained janitors, reduce janitorial supply costs through more efficient use of supplies, and improve the janitorial services in the institution.

Over the years the Legislature has recognized the value of and approved instructor positions in the various skilled trades. No statistics have been furnished by the agency on a continuing basis to show whether such training has reduced the rate of recidivism any appreciable amount or whether the majority of inmates make continuous and extended use of the training received after release from custody. We, therefore, can only assume that the instruction afforded in various trades may have been put to beneficial use by the released prisoner.

Nevertheless, we do not agree with the agency that the requested position is desirable on the same basis as instructors in the skilled trades. The agency admits that the inmates to be used are those unsuitable for the skilled trades. The agency claims that field parole officers have difficulty placing paroled inmates into general labor situations and thus training them as janitors would place the parolee into a better position to obtain employment. The agency makes no showing that the need for janitors is any greater than for general laborers.

We do not agree with the agency that janitorial positions are trades of such skill that they would be subject to substantial improvement through classroom training. We do not believe that a janitorial position is such a detailed or complicated affair as to require any large amount of training outside of a classroom. The emptying of trash, washing of walls, sweeping and polishing of floors and such related functions are easily accomplished by anyone with a desire to work. Some people would perform these functions better and with more efficiency than others but this would be more related to a desire to perform a better job than to any training factor. It is pointed out in support of this that a vast number of men entered the armed forces without ever working as janitors and without any specific training as such. Yet, these men were given the necessary equipment and told to do and did perform any number of janitorial duties without any specific training.

The agency sets forth that in addition to the instructor's salary an initial outlay in 1957-58 for textbooks and classroom supplies will amount to \$750, with future outlay for these items estimated at \$550 per annum. This would result in an ultimate annual outlay considering only the initial proposed salary plus retirement contributions and classroom costs of \$7,355. The agency states that at present the inmate janitors are supervised by correctional officers and other personnel, and that due to this method of operation there is some degree of waste in

State Prison at San Quentin—Continued

janitorial supplies. The proposed position would be expected to cut down this waste by instructing the inmates as to more efficient use of the supplies. The agency estimates the ultimate savings in janitorial supplies would offset the cost of the textbooks and classroom supplies and from one-half to two-thirds of the instructor's salary.

We feel that the reducing of waste in the use of any supplies in the institution whether the supplies are janitorial, clothing, food, etc., is a proper function of the administration. In this particular instance, it is the chief of institution maintenance and the custodial officer in charge who are primarily concerned.

We recommend that this position be deleted, reducing salaries and wages \$5,232.

Operating Expenses

Operating expenses are scheduled at \$2,166,446 for 1957-58. This is a decrease of \$17,784, or 0.8 percent, under the amount of \$2,184,230 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	1956-57	1957-58	Increase		Per-capita cost		Increase	
			Amount	Per-cent	1956-57	1957-58	Amount	Per-cent
Adminis- tration	\$67,125	\$65,170	-\$1,955	-2.9	\$17.73	\$18.46	\$0.73	4.1
Support and subsistence	1,150,243	1,086,916	-63,327	-5.5	303.90	307.91	4.01	1.3
Care and welfare	275,607	279,435	3,828	1.4	72.82	79.16	6.34	8.7
Maintenance and operation of plant	503,515	496,375	-7,140	-1.4	133.03	140.62	7.59	5.7
Reception and guidance center	9,125	2,155	-6,970	-76.4	2.41	0.61	-1.80	-74.7
* Totals	\$2,005,615	\$1,930,051	-\$75,564	-3.8	\$529.89	\$546.76	\$16.87	3.2

\* Exclusive of camps.

The per capita cost for operating expenses exclusive of camps is scheduled at \$546.76 for 1957-58. This is an increase of \$16.87, or 3.2 percent, over the amount of \$529.89 estimated for expenditure in 1956-57.

Equipment

Equipment expenditures are scheduled at \$57,500 for 1957-58. This is a decrease of \$5,678 under the amount of \$63,178 estimated for expenditure in 1956-57.

Out of the total of \$57,500 for equipment, the sum of \$38,657 is for replacement items and the further sum of \$18,843 is for additional equipment.

The budget as originally submitted by this facility requested \$117,617 for equipment. Modification of this amount after review to \$57,500, a reduction of \$60,117, or 51.1 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

State Prison at San Quentin—Continued

The sizable reduction in the original equipment request both in dollars and from a percentage viewpoint, emphasizes the need for more adequate preparation of equipment justifications coupled with a careful screening at the agency level to make requests on a realistic basis of need, and not as so often happens, on the basis that the item is merely a desirable one.

This is a criticism not limited to San Quentin alone but is appropriate for most all state agencies.

Here is one field in which the new position of associate budget analyst might well concentrate some initial effort that cannot but help be productive of results.

**Department of Corrections**  
**STATE PRISON AT SOLEDAD**

ITEM 52 of the Budget Bill

Budget page 152  
Budget line No. 22

**FOR SUPPORT OF SOLEDAD FROM THE GENERAL FUND**

Amount requested .....	\$3,164,058
Estimated to be expended in 1956-57 Fiscal Year .....	3,011,294
<b>Increase (5.1 percent) .....</b>	<b>\$152,764</b>

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages .....	\$116,044	\$35,983	\$80,061	160 9
Operating expense .....	4,224	4,224	---	160 10
Equipment .....	31,942	15,090	16,852	160 11
Inmate pay work projects .....	384	384	---	160 12
Less increased reimbursements .....	170	170	---	160 22
<b>Total increase .....</b>	<b>\$152,764</b>	<b>\$55,851</b>	<b>\$96,913</b>	<b>160 25</b>

**RECOMMENDATIONS**

Amount budgeted .....	\$3,164,058
Legislative Auditor's recommendation .....	3,089,253
<b>Reduction .....</b>	<b>\$74,805</b>

The State Prison at Soledad is designed as a medium security institution. This is an institution for the more stable type inmate who can benefit from agricultural, vocational, and other work programs.

**ANALYSIS**

The recommended reduction of \$74,805 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
1 Correctional lieutenant (watch supervisor, second shift) .....	\$5,496	156	23
1 Correctional sergeant (relief for above and instructor in recreation) .....	4,740	156	24
1 Correctional officer (kitchen and mess hall) .....	4,194	156	25
3 Correctional officers (hospital) .....	12,582	156	25
3 Correctional officers (relief) .....	12,582	156	25

State Prison at Soledad—Continued

The 24.8 proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
Care and welfare			
Custodial and personal care			
*1 Correctional lieutenant (watch supervision, second shift)-----	\$5,496	156	23
*1 Correctional sergeant (relief for above and instructor in physical education) ----	4,740	156	24
*3 Correctional officers (hospital)-----	12,582	156	25
1 Correctional officer (receiving-release) ---	4,194	156	25
*1 Correctional officer (kitchen-mess hall)---	4,194	156	25
*3 Correctional officers (relief) -----	12,582	156	25
1 Student professional assistant-----	2,916	156	26
Intensive treatment (effective January 1, 1958)			
*1 Correctional classification officer IV-----	3,180	156	29
*1 Clinical psychologist II-----	3,180	156	31
*7 Correctional classification officers II-----	18,312	156	32
*0.2 Psychiatrist -----	1,086	156	34
*3 Intermediate typist-clerks-----	4,941	156	35
Maintenance and operation of plant—Maintenance of structures			
*1 Supervising clerk I-----	4,512	157	39
State forestry camps			
0.6 Chaplain (intermittent) -----	2,340	158	32
24.8 Totals -----	\$84,255		

\* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

Function	1956-57	1957-58	Increase		Per capita		Increase	
			Amount	Per-cent	cost	cost	Amount	Per-cent
Administra- tion -----	\$94,374	\$101,845	\$7,471	7.9	\$46.03	\$49.68	\$3.65	7.9
Support and subsistence_	74,715	76,694	1,979	2.6	36.45	37.41	.96	0.3
Care and welfare ____	1,520,539	1,609,140	88,601	5.8	741.73	784.49	42.76	5.7
Maintenance and operation of plant----	101,459	115,506	14,047	13.8	49.49	56.34	6.85	13.9
Totals --	\$1,791,087	\$1,903,185	\$112,098	6.3	\$873.70	\$927.92	\$54.22	6.2

The per capita cost for salaries and wages is scheduled at \$927.92 for 1957-58. This is an increase of \$54.22, or 6.2 percent over the amount of \$873.70 estimated for expenditure in 1956-57.

1 Correctional lieutenant (Budget page 156, line 23)-----	\$5,496
1 Correctional sergeant (Budget page 156, line 24)-----	4,740
Total -----	\$10,236

These two positions are discussed in the departmental summary section of this analysis concerning supervisory custodial personnel. We recommend the deletion of these two position reducing salaries and wages \$10,236.

State Prison at Soledad—Continued

The following table portrays the level of service devoted to custody at this facility:

Level of Service—Employee Hours Available per Inmate for Custody

Fiscal year	‡ Total custodial positions	Average population	Level of service	Increase over prior year	
				Amount	Percent
1947-48	63.4	327	344	-37	-9.7
1948-49	89.3	651	244	-100	-29.1
1949-50	95.7	687	247	3	1.2
1950-51	97	684	252	5	2.0
1951-52	157.3	969	288	36	14.3
1952-53	201.5	1,825	196	-92	-31.9
1953-54	207.2	1,896	194	-2	-1.0
1954-55	226.7	2,180	185	-11	-5.7
1955-56	294	2,093	249	64	34.6
1956-57*	243	2,050	211	-38	-15.3
1957-58†	249	2,050	216	5	2.7

\* Estimated as shown in 1957-58 Budget.

† Budget request.

‡ Exclusive of camps.

Under the proposed budget request for 1957-58 the level of service for custody will average 216 hours per inmate.

This is five hours, or 2.7 percent, above the level now scheduled for 1956-57.

It is 31 hours, or 17 percent, above a former operating level of service of 185 hours, utilized in 1954-55.

3 Correctional officer (Budget page 156, line 25)	\$12,582
2 Correctional officer (relief) (Budget page 156, line 25)	8,388
<b>Total</b>	<b>\$20,970</b>

According to the agency these positions are requested to provide custodial coverage 24 hours a day, seven days a week for the 44-bed hospital. This would provide for two persons on duty for each of the two night shifts and would allow one to remain in the hospital when the other is called out to the cell blocks.

This is essentially the same request previously made by this facility in the 1956-57 budget. The request at that time was for five medical technical assistants to perform functions identical to those designated for these new positions. Changing the position titles would not seem to add to the merits of the request. The Legislature disallowed the requested positions in the 1956-57 Budget.

The population and capacity figures stated by both the Department of Finance and the agency appear to be in disagreement.

The budget on page 153, line 7, states that this is a "44-bed, two-story hospital."

In the three pages of justification data attached to Form 613 of the State Personnel Board with respect to the three new positions of correctional officer, the following statement is made, by the agency on the third page:

"The hospital has a capacity of 30 beds. The average number of patients being approximately 12 \* \* \*."

State Prison at Soledad—Continued

On the first page of the three-page statement above referred to we find the following statement: "These officers maintain custodial supervision \* \* \* of the approximate 20 patients \* \* \*."

Exclusive of the medical officers, psychiatrist and dentist, there are 10 positions authorized for this function. The approval of the requested positions would increase the staff to 15, an increase of five positions or 50 percent, as compared to no increase in the over-all institution population and a population decline of 43 from the 1955-56 population of 2,093.

The requested positions would provide one position to be assigned to the second floor on a 24-hour, 7-day-per-week basis. This would be in addition to the one medical technical assistant position already established on a 24-hour, 7-day-per-week basis. The facility is now supplying the needed coverage by some use of three posts that are normally assigned to utility duty and to search and contraband. Although it may be contended that these latter three positions should not be permanently assigned to the hospital to the detriment of their other duties, the fact that they have been so used without any serious consequences reported, appears ample justification that they could be used on an emergency basis to cover the hospital when it is necessary for the medical technical assistant to leave the hospital to care for an inmate in the institution proper.

The only other justification given to support the need for this additional custodial coverage was based on incidents arising out of the acts of psychopathic inmate patients. The average number of such inmates was not set out, but it can be reasonably assumed that the number will be small inasmuch as the average population is stated by the agency to be 12 inmate patients. It would appear any patient continuing to exhibit a psychopathic behavior pattern should be transferred to the Medical Facility at Vacaville. This latter institution is more adequately equipped and staffed for this type function. Further, the medical facility was established to care for the psychopathic as well as other medical and mental patients.

The ultimate annual costs of such new positions for salaries and wages based on current pay scales plus retirement contributions would be \$26,643.

Requesting coverage to the extent sought to be provided at this unit, operating at only about one-fourth of its capacity (according to agency figures) appears to be an excessive request. The present salary and wage cost for present coverage is in excess of \$47,590 per year. The allowance of the present request would bring the total cost for salaries and wages alone, excluding medical officers, dentist, and psychiatrist, to \$68,560 for an average of 12 inmate patients.

These cost factors are entirely out of line for the services rendered.

*We recommend deletion of these five correctional officer positions, reducing salaries and wages \$20,970.*

1 Correctional officer (Budget page 156, line 25)-----	\$4,194
1 Correctional officer (relief) (Budget page 156, line 25)-----	4,194
<b>Total</b> -----	<b>\$8,388</b>

## State Prison at Soledad—Continued

This requested position plus relief would provide an additional post for custodial supervision of the kitchen and mess hall. The present total staffing for this function is one sergeant and three correctional officers for the two shifts involved. The proposal is to have two officers on each eight-hour shift with the sergeant position overlapping both shifts. The agency's justification is that this is an effective plan as used in other institutions and the accepted method of operation.

*We recommend deletion of the requested position plus the additional position for relief, reducing salaries and wages \$8,388.*

The adding of the requested post would increase the authorized posts for this function from four to five an increase of 25 percent. As the population at this facility is estimated to remain constant at 2,050 for the 1956-57 and 1957-58 Fiscal Years which is a decrease of 43 inmates below the 1955-56 actual population of 2,093, then the addition of this post will increase the level of service in this operation.

The agency makes no showing of any deficiency which may exist in the present operation. It merely points out that it is an effective plan and the accepted method of operation in other institutions. While this latter may be true it is no justification for and does not establish the need for such an additional post at this particular institution. Conceivably it would be an even more effective plan to have two officers and one sergeant on each shift. Likewise, other facilities might be reduced to the status of the present Soledad coverage on the comparison premise.

1 Correctional classification officer IV (Budget page 156, line 29) -----	\$3,180
1 Clinical psychologist II (Budget page 156, line 31)-----	3,180
7 Correctional classification officers (Budget page 156, line 32) -----	18,312
3 Intermediate typist-clerk (Budget page 156, line 35)-----	4,941
0.2 Psychiatrist II (Budget page 156, line 34)-----	1,086
Total -----	\$30,699

These 12.2 positions were requested to provide staff to expand the intensive treatment program to include this institution.

These positions are discussed under the departmental summary section of this analysis.

*We recommend deletion of these 12.2 positions reducing salaries and wages \$30,699.*

1 Supervising clerk I (Budget page 157, line 39)-----	\$4,512
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The request for this position is based on a survey made of the maintenance department of this institution by the Department of Corrections and Department of Finance.

The survey revealed the following inadequacies:

1. It was found that efficient operation of the shops was hampered by the month-to-month variances of quotas of inmate workers assigned to the various shops. While adequate quotas were established, they were not maintained.

**State Prison at Soledad—Continued**

2. It was found that operation of the maintenance department shops was hampered by custodial procedures governing the movement of inmate workers. These procedures are largely responsible for the average daily working hours of from three to four hours of production from inmate workers.

3. It was found that lack of adequate institution personnel to supervise inmate workers contributed greatly to the low production and hours of work. This inadequate personnel, of course, ties in with requested custodial procedures.

4. It was found that lack of a formal program and planning for maintenance work greatly reduced the productiveness of the maintenance department.

5. It was found that, although the equipment and mechanics were provided to carry out a good preventive maintenance program, the program had not been maintained because of insufficient working time, institution personnel, and inmate workers assigned, and lack of programming in the maintenance department.

6. It was found that the ground-keeping program was hampered by lack of institution personnel for supervision and requirements set up by the institution that all work be done by hand without the aid of any mechanized equipment.

7. It was found that ducating procedures during working hours cut seriously into the available inmate man power of the maintenance department.

8. It was found that the custodial requirements of the institution as well as extreme technical aspects of much of the work encroached heavily on the available time of institution personnel for supervision of inmate workers.

It is to be noted a number of factors are alleged to be contributing to the evident inefficient operation of the maintenance department of the facility. These factors as above set out reflect a deficiency in management and not necessarily a lack of personnel. The solution is to have the currently authorized positions efficiently carry out their prescribed functions and not the hiring of additional personnel.

The requested position is one that is not budgeted or requested by any of the other institutions. Since all of these institutions operate a preventive maintenance program, it is evident that a need for such a position has not materialized at these other institutions.

Inasmuch as no clerical positions have been previously budgeted to this type of function in any of the penal institutions, it is assumed that necessary clerical work is being performed by inmates or other institution clerical personnel. Further that if inmate help is being utilized in other institutions to handle clerical work of their maintenance department, supervision of these inmate clerks must currently be provided within the scope of current staffing in the maintenance operation.

There is no evidence supplied by the facility to indicate that clerical work load for the maintenance function at Soledad is any greater in volume than in like functions of the other institutions.

It should also be noted that the Department of Finance in its review of the corrections budget indicated that a survey of other penal institu-

## State Prison at Soledad—Continued

tions may indicate that there is a need for such a position in all institutions. Thus it is apparent that the allowing of this position would be merely a forerunner to similar requests for the other institutions.

The addition of the requested position has not been adequately justified by the agency in that there has been no showing that a position of the classification requested would have either the responsibility of, or the authority to correct any of the eight deficiencies outlined above.

Quite to the contrary, it is self evident, that the majority of the deficiencies reflect upon management policies or the responsibilities of existing positions, either or both of which can be adjusted without the necessity of additional personnel.

*We therefore recommend deletion of the requested position, reducing salaries and wages \$4,512.*

## Operating Expenses

Operating expenses are scheduled at \$1,259,292 for 1957-58. This is an increase of \$4,224, or 0.3 percent, over the amount of \$1,255,068 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	1956-57	1957-58	Increase		Per-capita cost		Increase	
			Amount	Per-cent	1956-57	1957-58	Amount	Per-cent
Admin- tration ----	\$28,935	\$30,285	\$1,350	4.7	\$14	\$15	\$1	7.1
Support and subsistence -	615,860	622,195	6,335	1.0	301	304	3	1.0
Care and welfare ----	211,468	207,409	-4,059	-1.9	103	101	-2	-2.0
Maintenance and opera- tion of plant..	275,430	277,978	2,548	0.9	134	136	2	1.5
Totals ---	\$1,131,693	\$1,137,867	\$6,174	0.5	\$552	\$556	\$4	0.7

The per capita cost for operating expenses is scheduled at \$556 for 1957-58. This is an increase of \$4, or 0.7 percent, over the amount of \$552 estimated for expenditure in 1956-57.

## Equipment

Equipment expenditures are scheduled at \$61,509 for 1957-58. This is an increase of \$31,942 over the amount of \$29,567 estimated for expenditure in 1956-57.

Out of the total of \$61,509 for equipment, the sum of \$36,053 is for replacement items and the further sum of \$25,456 is for additional equipment.

The budget as originally submitted by this facility requested \$132,186 for equipment. Modification of this amount after review to \$61,509, a reduction of \$70,677, or 53.5 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

The substantial disparity between the original request and amount approved after review suggests the possible need of improved justifications to support the requests. It also suggests possibly more adequate review initially is necessary of the actual equipment needs at this institution.

**Department of Corrections  
DEUEL VOCATIONAL INSTITUTION**

ITEM 53 of the Budget Bill

Budget page 161  
Budget line No. 21

**FOR SUPPORT OF DEUEL VOCATIONAL INSTITUTION FROM THE  
GENERAL FUND**

Amount requested -----	\$2,627,946
Estimated to be expended in 1956-57 Fiscal Year -----	2,560,380
 Increase (2.6 percent) -----	 \$67,566

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New serv.ces	
Salaries and wages -----	\$59,852	\$37,040	\$22,812	167 29
Operating expense -----	12,140	10,640	1,500	167 30
Equipment -----	-3,426	-8,616	5,190	167 31
Reimbursements -----	-1,000	-1,000	--	167 41
 Total increase -----	 \$67,566	 \$38,064	 \$29,502	 167 44

**RECOMMENDATIONS**

Amount budgeted -----	\$2,627,946
Legislative Auditor's recommendation -----	2,618,466
 Reduction -----	 \$9,480

This institution was designed for the care and treatment of young adult male offenders. The proposed population for the budget year has been estimated to consist of Youth Authority wards 59 percent and Department of Corrections prisoners 41 percent. The latter group is partly composed of inmate artisans and workmen who are assigned for the housekeeping functions and work crews necessary at all institutions. The rest of the total population is assigned to vocational and educational programs designed to rehabilitate the prisoners and afford them a better opportunity for success on parole. This is a medium security institution.

**ANALYSIS**

The recommended reduction of \$9,480 consists of the following amounts in the categories indicated.

<i>Salaries and wages</i>	<i>Amount</i>	<i>Page</i>	<i>Budget Line</i>
Care and welfare			
Custodial and personal care			
2 Correctional sergeants -----	\$9,480	164	48
2 positions, reducing salaries and wages by -----	\$9,480		

After the deletion of the above positions, the agency will still be benefited to the extent of three new positions involving an added cost of \$18,564 in salaries and wages.

## Deuel Vocational Institution—Continued

Fiscal year	Per Capita Costs			
	Institution population	Per capita cost	Increase over prior year Amount	Percent
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	6.7
1951-52	516	2,132	386	22.1
1952-53	544	2,186	54	2.5
1953-54	926	1,999	—187	—8.6
1954-55	1,194	2,033	34	1.7
1955-56	1,186	2,220	187	9.2
1956-57 *	1,220	2,424	204	9.2
1957-58 †	1,225	2,479	55	2.3

\* Estimate as shown in 1957-58 Budget.

† Budget request.

The total expenditures for support of this facility are scheduled to increase \$71,576, or 2.6 percent.

Population at the institution is anticipated to average 1,225 inmates, an increase of five, or 0.4 percent.

This results in the per capita cost going from \$2,424 to \$2,479, an increase of \$55, or 2.3 percent.

## Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$1,861,530. This represents an increase of \$59,852, or 3.3 percent over the total of \$1,801,678 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

Salary increases on 335 established positions	\$43,908
A total of five proposed new positions costing	28,044
Estimated salary savings, increase	—12,100

Total increase in salaries and wages \$59,852

A total of 335 positions are presently authorized. The agency is requesting an additional five proposed new positions. This represents an increase of 1.5 percent in staff, as compared to a 0.4 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each additional inmate increase in institutional population.

If this ratio of staffing were to be applied to the entire institution, it would result in a total of 1,225 authorized positions.

This is 890 or 265.7 percent more positions than the agency now has. Thus it is apparent that an extension of the present proposal would provide for a substantial enrichment in the present level of service.

However, the addition of the requested positions would only slightly increase the staffing ratio. The current staffing ratio is estimated to be 3.64 inmates to each position. The staffing ratio computed on the proposed figures for the budget year would be 3.6 inmates per employee.

Deuel Vocational Institution—Continued

The following table reflects the total level of service extended at this facility:

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Average population	Level of service	Increase over prior year	
				Amount	Percent
1947-48	156.1	418	667	-66	-9.0
1948-49	174.8	453	685	18	2.7
1949-50	177.7	473	667	-18	-2.6
1950-51	177	467	673	6	0.9
1951-52	174.4	492	630	-43	-6.4
1952-53	179.2	544	585	-45	-7.1
1953-54	276.8	926	531	-54	-9.2
1954-55	298.7	1,194	444	-87	-16.4
1955-56	313	1,186	469	25	5.6
1956-57 *	321	1,220	467	-2	-0.4
1957-58 †	324	1,225	470	3	0.6

\* Estimated as shown in 1957-58 Budget.

† Budget request.

Under the proposed budget request for 1957-58 the level of service will average 470 hours per inmate.

This is three hours, or 0.6 percent, above the level now scheduled for 1956-57.

It is 26 hours, or 5.9 percent, above a former operating level of service of 444 hours, utilized in 1954-55.

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

Functions and positions	Budget		
	Amount	Page	Line
Care and welfare:			
Custodial and personal care:			
* 2 Correctional sergeants	\$9,480	164	48
1 Senior dentist	10,344	164	49
Reception-guidance center:			
1 Correctional classification officer II	5,232	166	76
1 Student professional assistant	2,988	166	77
5 Totals	\$28,044		

\* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

Function	1956-57	1957-58	Increase		Per capita		Increase	
			Amount	Per cent	cost	Per cent		
Administration	\$103,570	\$103,348	-\$222	-0.2	\$85	\$84	-\$1	-1.2
Support and subsistence	70,749	72,092	1,343	1.9	58	59	1	1.7
Care and welfare	1,240,401	1,280,635	40,234	3.2	1,017	1,045	28	2.7
Maintenance and operation of plant	102,488	103,830	1,342	1.3	84	85	1	1.2
Education and vocational training	208,562	214,439	5,877	2.8	171	175	4	2.3
Reception and guidance center	75,908	87,186	11,278	14.8	62	71	9	14.5
Totals	\$1,801,678	\$1,861,530	\$59,852	3.3	\$1,477	\$1,519	\$42	2.8

## Deuel Vocational Institution—Continued

The per capita cost for salaries and wages is scheduled at \$1,519 for 1957-58. This is an increase of \$42, or 2.8 percent over the amount of \$1,477 estimated for expenditure in 1956-57.

2 *Correctional sergeants (Budget page 164, line 48)*----- \$9,480

The above represents the request for a supervisory position for K wing of the Reception-Guidance Center plus relief, and relief for the instructor in recreation and physical education.

We recommend deletion of the above two positions as discussed in the departmental summary section of this analysis, reducing salaries and wages \$9,480.

The following table portrays the level of service devoted to custody at this facility:

Fiscal year	Level of Service—Employee Hours Available per Inmate for Custody			Increase over prior year	
	Total custodial positions	Average population	Level of service	Amount	Percent
1947-48	92.0	508	322	-36	-10.1
1948-49	109.3	545	356	34	10.6
1949-50	111.6	557	356	--	--
1950-51	112.5	556	359	3	0.8
1951-52	109.5	516	377	18	5.0
1952-53	112.0	544	366	-11	-2.9
1953-54	188.6	926	362	-4	-1.1
1954-55	193.4	1,194	288	-74	-20.4
1955-56	195.5	1,186	293	5	1.7
1956-57 *	196	1,220	285	-8	-2.7
1957-58 †	198	1,225	287	2	0.7

\* Estimated as shown in 1957-58 Budget.

† Budget request.

Under the proposed budget request for 1957-58 the level of service will average 287 hours per inmate. This is two hours, or 0.7 percent, above the level now scheduled for 1956-57.

1	<i>Correctional classification officer III (Budget page 164, line 38)</i> -----	\$7,008
4	<i>Correctional classification officer II (Budget page 164, line 39)</i> -----	23,665
1	<i>Intermediate typist-clerk (Budget page 164, line 40)</i> ---	3,705
1	<i>Junior intermediate typist-clerk (Budget page 164, line 41)</i> -----	3,456
(0.3)	<i>Temporary help (psychological test analysis) (Budget page 164, line 42)</i> -----	1,500
Total -----		\$39,334

These above seven positions are to expire June 30, 1957, and are requested to be continued to June 30, 1958, pending final results of the study of the Pilot Intensive Counseling Organization. Total costs for salaries and wages for 1957-58 for these seven positions plus 0.3 of a position temporary help will be \$39,334.

We recommend continuance of these positions to June 30, 1958. The continuation of such positions after that date is to be contingent upon a showing of substantial results or benefits being derived from this

**Deuel Vocational Institution—Continued**

*program. Such benefits should be primarily based upon a showing of a reduction in recidivism at such a rate as to make the continuation of the program financially feasible.*

**Operating Expenses**

Operating expenses are scheduled at \$768,455 for 1957-58. This is an increase of \$12,140, or 1.6 percent, over the amount of \$756,315 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	1956-57	1957-58	Increase		Per capita cost		Increase	
			Amount	Per cent	1956-57	1957-58	Amount	Per cent
Administration	\$20,155	\$20,350	\$195	1.0	\$17	\$17	--	--
Support and subsistence	463,125	464,540	1,415	0.3	380	379	-\$1	-0.3
Care and welfare	45,940	51,910	5,970	13.0	38	42	4	10.5
Maintenance and operation of plant	160,000	163,670	3,670	2.3	131	134	3	2.3
Education and vocational training	61,120	61,920	800	1.3	50	51	1	2
Reception and guidance center	5,975	6,065	90	1.5	5	5	--	--
<b>Totals</b>	<b>\$756,315</b>	<b>\$768,455</b>	<b>\$12,140</b>	<b>1.6</b>	<b>\$621</b>	<b>\$628</b>	<b>\$7</b>	<b>1.1</b>

The per capita cost for operating expenses is scheduled at \$628 for 1957-58. This is an increase of \$7, or 1.1 percent, over the amount of \$621 estimated for expenditure in 1956-57.

**Equipment**

Equipment expenditures are scheduled at \$23,876 for 1957-58. This is a decrease of \$3,426 under the amount of \$27,302 estimated for expenditure in 1956-57.

Out of the total of \$23,876 for equipment, the sum of \$16,737 is for replacement items and the further sum of \$7,139 is for additional equipment.

The budget as originally submitted by this facility requested \$46,066 for equipment. Modification of this amount after review to \$23,876, a reduction of \$22,190, or 48.2 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

There is a substantial disparity between the amount originally requested for equipment and the amount allowed after review. We interpret this as indicative of either insufficiently prepared justifications or unnecessary initial equipment requests. The matter would appear to be deserving of management attention.

**Department of Corrections  
CALIFORNIA INSTITUTION FOR WOMEN—CORONA**

ITEM 54 of the Budget Bill

Budget page 168  
Budget line No. 7

**FOR SUPPORT OF CALIFORNIA INSTITUTION FOR WOMEN—CORONA  
FROM THE GENERAL FUND**

Amount requested .....	\$1,160,237
Estimated to be expended in 1956-57 Fiscal Year .....	991,315
<b>Increase (17.0 percent) .....</b>	<b>\$168,922</b>

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages .....	\$138,297	\$76,371	\$61,926	173 48
Operating expense .....	20,745	20,745	--	173 49
Equipment .....	7,775	7,775	--	173 50
Inmate pay work projects .....	170	170	--	173 51
Add decreased reimbursements .....	1,935	1,935	--	173 61
<b>Total increase .....</b>	<b>\$168,922</b>	<b>\$106,996</b>	<b>\$61,926</b>	<b>173 63</b>

**RECOMMENDATIONS**

Amount budgeted .....	\$1,160,237
Legislative Auditor's recommendation .....	1,112,417
<b>Reduction .....</b>	<b>\$47,820</b>

All female felons committed to prison are housed at this facility. Academic and vocational education programs are provided. A prison industries sewing program is also operated.

An average institutional population of 641 inmates is contemplated for 1957-58, with a year-end population of 655 inmates.

**ANALYSIS**

The recommended reduction of \$47,820 consists of the following amounts in the category indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
1 Telephone operator .....	\$3,138	170	13
1 Women's correctional supervisor I (laundry) .....	4,194	170	66
3 Women's correctional supervisors II .....	14,220	171	77
3 Women's correctional supervisors I .....	12,582	171	78
5 Graduate nurses (effective January 1, 1958) .....	10,230	172	9
1 Intermediate stenographer-clerk .....	3,456	172	14
<b>14 positions, reducing salaries and wages by .....</b>	<b>\$47,820</b>		

After the deletion of the above positions, the agency will still be benefited to the extent of 8.5 new positions involving an added cost of \$47,616 in salaries and wages.

Institution for Women—Corona—Continued

Fiscal year	Per Capita Costs		Increase over prior year	
	Institution population	Per capita cost	Amount	Percent
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	393	1,141	-35	-3.0
1952-53	413	1,262	121	10.6
1953-54	459	1,396	134	10.6
1954-55	533	1,399	3	0.2
1955-56	566	1,557	158	11.3
1956-57*	607	1,714	157	10.1
1957-58†	641	1,902	188	11.0

\* Estimate as shown in 1957-58 Budget.

† Budget request.

The total expenditures for support of this facility are scheduled to increase \$179,042, or 17.2 percent.

Population at the institution is anticipated to average 641 inmates, an increase of 34, or 5.6 percent.

This results in the per capita cost going from \$1,714 to \$1,902, an increase of \$188, or 11.0 percent.

In the 1956-57 Governor's Budget, this facility was budgeted for an average population of 622 inmates, and a year-end population of 640 inmates.

Thus the real budgeted difference between the 1956-57 Governor's Budget and the 1957-58 Governor's Budget is only 19 inmates on an average basis.

Increased work load, as measured by this small differential cannot be said to validly support any requests for new positions.

The following table reflects the total level of service extended at this facility:

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Population	Level of service	Amount	Percent
1947-48	39.5	288	263	-\$11	-4.0
1948-49	44.3	314	251	-12	-4.6
1949-50	52.4	321	290	39	15.5
1950-51	49.7	334	264	-26	-9.0
1951-52	55.9	393	253	-11	-4.2
1952-53	64.5	413	277	24	9.5
1953-54	83.5	459	323	46	16.6
1954-55	97.8	533	326	3	0.9
1955-56	104.3	566	327	1	0.3
1956-57*	131.3	607	384	57	17.4
1957-58†	153.8	641	426	42	10.9

\* Estimated as shown in 1957-58 Budget.

† Budget request.

Under the proposed budget request for 1957-58 the level of service will average 426 hours per inmate.

This is 42 hours, or 10.9 percent, above the level now scheduled for 1956-57.

It is 175 hours, or 70 percent, above a former operating level of service of 251 hours, utilized in 1948-49.

Institution for Women—Corona—Continued

The 1956-57 Governor's Budget provided for a total level of service of 375 hours per inmate. The failure of the agency to achieve budgeted population resulted in an increase in this level to 384 hours. The 1957-58 Governor's Budget therefore would provide for a total increase of 51 hours or 13.6 percent over that originally contemplated in the 1956-57 Governor's Budget.

The 22.5 proposed new positions are shown by function as follows:

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Administration			
* 1 Telephone operator -----	\$3,138	170	13
Support and subsistence			
* 1 Laundry women's correctional supervisor I	4,194	170	66
Care and welfare			
Custodial and personal care:			
1 Women's correctional supervisor III-----	5,496	171	76
* 3 Women's correctional supervisor II-----	14,220	171	77
* 3 Women's correctional supervisor I-----	12,582	171	78
3 Correctional officer -----	12,582	171	79
Medical care:			
1 Physician and surgeon (expires June 30, 1959) -----	10,860	172	6
0.5 Senior dentist -----	5,172	172	7
* 5 Graduate nurse (effective January 1, 1958) -----	10,230	172	9
1 Intermediate typist-clerk (expires June 30, 1959) -----	3,294	172	11
Education and religion:			
1 Instructor in vocational nursing-----	5,232	172	13
1 Intermediate stenographer-clerk -----	3,456	172	14
Maintenance and operation of plant			
1 Painter -----	4,980	172	70
<b>22.5</b>	<b>Totals-----</b>	<b>\$95,436</b>	

\* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

<i>Function</i>	<i>1956-57</i>		<i>1957-58</i>		<i>Per capita cost</i>		<i>Increase</i>	
	<i>Amount</i>	<i>Per-cent</i>	<i>Amount</i>	<i>Per-cent</i>	<i>1956-57</i>	<i>1957-58</i>	<i>Amount</i>	<i>Per-cent</i>
Administration -	\$66,144	\$70,012	\$3,868	5.8	\$108.97	\$109.22	\$0.25	0.2
Support and subsistence --	32,602	37,812	5,210	16.0	53.71	58.99	5.28	9.8
Care and welfare	476,741	599,998	123,257	25.9	785.41	936.03	150.62	19.2
Maintenance and operation of plant -----	68,819	74,781	5,962	8.7	113.38	116.66	3.28	2.9
<b>Totals</b> ----	<b>\$644,306</b>	<b>\$782,603</b>	<b>\$138,297</b>	<b>21.5</b>	<b>\$1,061.47</b>	<b>\$1,220.90</b>	<b>\$159.44</b>	<b>15.0</b>

The per capita cost for salaries and wages is scheduled at \$1,220.90 for 1957-58. This is an increase of \$159.44, or 15 percent over the amount of \$1,061.47 estimated for expenditure in 1956-57.

The increase in total per capita cost is \$188. Thus the increase in salaries and wages alone accounts for 85 percent of the increase in total per capita costs.

Institution for Women—Corona—Continued

Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$782,603. This represents an increase of \$138,297, or 21.5 percent over the total of \$644,306 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

Salary increases on 131.3 established positions -	\$49,473
A total of 22.5 proposed new positions costing	95,436
Estimated salary savings, increase	-6,612
Total increase in salaries and wages	\$138,297

A total of 131.3 positions are presently authorized. The agency is requesting an additional 22.5 proposed new positions. This represents an increase of 17.1 percent in staff, as compared to a 5.6 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 1.5 additional inmate increase in institutional population.

If this ratio of staffing were to be applied to the entire institution, it would result in a total of 427.3 authorized positions.

This is 296, or 226 percent, more positions than the agency now has. Thus it is apparent that an extension of the present proposal would provide for a substantial enrichment in the present level of service.

1 Telephone operator (Budget page 170, line 13)..... \$3,138

This position of telephone operator is requested to assist the supervisor counselor II presently assigned to the control room. It is proposed that the telephone operator will handle the telephone calls on the nonmultiple type board, teletype, and do some small amount of clerical work attendant on these operations. The custodial phase of the reception desk will continue to be handled by the supervisor-counselor II. The major portion of the duties of the latter position would include checking all visitors to the institution together with the locking and unlocking of the custody door admitting persons to the institution.

*We recommend deletion of the position of telephone operator, reducing salaries and wages \$3,138.*

Based on the activity figures submitted by the agency, we do not feel that this operation requires two full-time employees. Included in the figures is the unlocking and locking of the custody door 65 times daily to admit and release staff members, yet the agency states that since compiling these figures they have transferred the employee traffic to the front gate. This has eliminated 76 percent of this custody function from the control room. Furthermore, it appears that the agency plans to permanently route this traffic through the front gate. They are requesting an additional three correctional officers. The agency justification for these positions includes establishing an "additional post . . . seven days a week for front and back gate control."

The agency states that it has not proven satisfactory to employ supervisor counselors for the amount of telephone, teletype and clerical

## Institution for Women—Corona—Continued

operations required, setting forth that "this is not their basic training and is not a requirement of their position." It should be noted that the nature of the clerical work is simple, requiring only brief on-the-job training. We also point out that duties of this nature are performed by correctional officers in male correctional institutions. In San Quentin, four correctional officers are assigned to the switchboard.

Since it appears that the duties of the control room do not require the services of two persons and since a degree of judgment must be exercised in admitting and releasing only properly authorized persons, it would appear more desirable to have this latter function performed by trained custodial personnel rather than clerical personnel in the control room.

*1 Intermediate stenographer-clerk (Budget page 172, line 14)— \$3,456*

The request for this position is based on the need to supply clerical help for the education department and library. This work has been and is currently handled by a half-time senior stenographer-clerk who will be assigned to the assistant superintendent.

*We recommend that the position of intermediate stenographer-clerk be deleted, reducing salaries and wages by \$3,456.*

The agency justification for this position states:

"A full-time clerical position was formerly provided by the unified school district. The school district certainly would not have provided such a position if they had not felt that the clerical work involved required it."

This statement as a valid justification, per se, is hardly to be construed as demonstrating a work load factor, justifying a full-time civil service position.

Moreover, the agency now points out that it only utilizes a half-time senior stenographer-clerk for these services.

There has been no showing made by the agency that these duties could not be handled by inmate help under the supervision of the above mentioned senior stenographer-clerk.

The following table portrays the level of service devoted to custody at this facility:

Fiscal year	Level of Service—Employee Hours Available per Inmate for Custody					
	Total custodial positions	Average population	Level of service	Increase over prior year		
				Amount	Percent	
1947-48	27.6	288	170	26	18.1	
1948-49	32.2	314	182	12	7.1	
1949-50	36.3	321	201	19	10.4	
1950-51	34.8	334	185	-16	-8.0	
1951-52	37.7	398	170	-15	-8.1	
1952-53	39.4	413	169	-1	-0.6	
1953-54	45.4	459	176	7	4.1	
1954-55	58.3	533	194	18	10.2	
1955-56	60.9	566	191	-3	-1.6	
1956-57 *	80	607	234	43	22.5	
1957-58 †	91	641	252	18	7.7	

\* Estimated as shown in 1957-58 Budget.

† Budget request.

**Institution for Women—Corona—Continued**

Under the proposed budget request for 1957-58 the level of service for custody will average 252 hours per inmate.

This is 18 hours, or 7.7 percent, above the level now scheduled for 1956-57.

It is 83 hours, or 49.1 percent, above a former operating level of service of 169 hours, utilized in 1952-53.

Similar conditions for custodial level of service hold true as obtained for the total level of service.

The budgeted difference here amounts to 24 hours or 10.5 percent more in 1957-58 than was contemplated by the 1956-57 Governor's Budget.

1	<i>Women's correctional supervisor I (Budget page 170, line 66)</i>	-----	\$4,194
3	<i>Women's correctional supervisors II (Budget page 171, line 77)</i>	-----	\$14,220
3	<i>Women's correctional supervisors I (Budget page 171, line 78)</i>	-----	\$12,582

The request for these seven positions is based on a need for increased levels of services in a variety of presently operating custodial programs.

*We recommend deletion of the above seven correctional supervisor positions, reducing salaries and wages in the amount of \$30,996.*

We again direct attention to the significant and very substantial augmentation of custodial staffing that has taken place at this institution. In 1952-53 the level of service for custody was 169 hours per inmate. In 1956-57 this had progressed to 234 hours per inmate. This is an increase of 65 hours or 38 percent. In 1952-53 a total of 39.4 custodial positions were utilized. For 1956-57 this has grown to 80 positions, an increase of 40.6 positions, or 103 percent. This phenomenal increase in level of service for custody has taken place since the removal of the women's prison from its former location at Tehachapi to its present modern quarters at Corona.

It was hopefully assumed that an up-to-date penal plant, supposedly adequately planned, would at least provide either the same degree of security without the necessity of increased levels of staffing, or with minor staffing adjustments would provide substantially increased security, if needed. Neither of these objectives seem to have been accomplished in view of the repeated requests for further augmentations in custody irrespective of any relationship to increased inmate populations.

The same general comment holds true with respect to staffing for other program functions aside from custody.

If we make the logical assumption that the impact of all of the added personnel that have been employed to care for, guard, supervise, administer to, teach, train, and counsel with the inmates is for the purpose of producing more effective rehabilitation and social adjustment on the part of the inmate after release, we again are faced with some disillusioning facts.

In 1952-53, the percentage of parole violators returned was 16.2 percent of the average number of parolees previously released from

**Institution for Women—Corona—Continued**

this facility and under parole supervision. In 1955-56 the percentage had not only not gone down, in spite of better economic conditions in the country generally, but had in fact increased to 16.6 percent.

This raises the basic question as to where and when are these continually augmented programs ever going to produce the results that, in theory at least, should have been forthcoming, if they are to merit continued and ever increasing fiscal support? The ultimate success or failure on parole is the joint responsibility of both the institutional program and the parole function which implements it. In this case neither one seems to be paying off.

Until some concrete and continuing evidence can be produced by management, and until a continuous program of searching evaluation is instituted and reported upon to the Legislature, we can find no realistic basis upon which to recommend further staff augmentations except upon a clear showing that the request is unequivocally related to work load required to be performed, and that such work load cannot reasonably be performed in any other manner except through added civil service positions.

1 *Women's correctional supervisor I (Budget page 170, line 66)* ----- \$4,194

This position, the first in the above group of seven custody positions, is budgeted to be on duty in the laundry and to furnish relief for the instructor in laundry. The request is based on increased population at the institution as well as for an increase in population at the School for the Deaf in Riverside for which the institution does the laundry.

*We recommend that this position be deleted with a reduction in salaries and wages in the amount of \$4,194.*

The estimated average population for 1957-58 is 641, an increase of 19, or 3 percent over the 622 inmates for which the institution was budgeted for the current 1956-57 Fiscal Year. Average population at the Riverside School for the Deaf for 1956-57 is estimated at 307 and for 1957-58 at 380, an increase of 24 percent. In addition to the instructor in laundry, a position of women's correctional supervisor I for this laundry post was authorized in the 1955-56 Budget. We do not feel that a 3 percent increase in population warrants another position for this function. The population increase at the Riverside school can only result in a larger quantity of laundry with a possible increase in the inmate help staff at the laundry facility but should not necessitate doubling the custodial staff of the laundry.

It is to be noted that the institution's budget indicates reimbursements from the School for the Deaf for the past three years for laundry services to be as follows:

1955-56	1956-57	1957-58
\$7,150	\$7,150	\$5,365

3 *Women's correctional supervisors II (Budget page 171, line 77)* ----- \$14,220

Of these three positions, one is requested for the receiving, segregation and hospital area to cover the 2 p.m. to 10 p.m. shift.

**Institution for Women—Corona—Continued**

In the 1956-57 Budget, two additional positions in this classification were authorized to cover this area.

No information has been submitted by the agency to indicate an increased number of incidents or an increase in related problems nor has there been any indication that the enhanced coverage allowed in the 1956-57 Budget has diminished the problems inherent in that type area.

The second of these positions is requested to provide better supervision of inmate movement in the yard. Again, no information has been submitted which would justify additional yard supervision. There has been only a 3 percent increase in population over that budgeted for 1956-57. Fourteen new custodial positions were authorized in 1956-57. It would appear that this substantial increase in personnel would permit closer custody control of the entire institution, including observation of yard inmate movement.

The third position requested is to provide relief for the other two women's correctional supervisors II in this group.

We recommend deletion of the requested three positions reducing salaries and wages \$14,220.

3 Women's correctional supervisors I (Budget page 171,  
line 78) ----- \$12,582

Of these three positions, one is requested for increased night patrol and emergency coverage on the 10 p.m. to 6 a.m. shift.

For the duties and areas covered in this request on this shift, there are presently assigned two supervisory custodial officers and two correctional officers.

There has been no data submitted by the institution showing any increase in the number or type of "incidents" which would make necessary any further increase in the present relatively high level of custodial service at this institution. The agency is requesting three additional correctional officer positions in the 1957-58 Budget. Among the duties set forth in the budget justification for these positions is "assistance to female custodial officers in handling disturbed inmates."

The second of these three positions is requested to provide supervision of inmate maintenance crews working outside the fenced enclosure on a one-shift, five-day week.

There are two women's correctional supervisors I plus a supervising groundsman presently assigned to this area. In addition, there is a second correctional officer post provided in the 1957-58 Budget on a two-shift, seven-day-a-week basis. The existing post is on a three-shift, seven-day basis. The posts cover the front and rear gates as well as patrolling the fence. The above would appear to be adequate custodial coverage for this function.

The third women's correctional supervisor I is requested as relief for the above two requested.

We recommend deletion of the requested three positions, reducing salaries and wages \$12,582.

5 Graduate nurses (effective January 1, 1958) half year  
(Budget page 172, line 9) ----- \$10,230

**Institution for Women—Corona—Continued**

These five positions are requested to provide 24-hour 7-day-a-week coverage for the new 20-bed tuberculosis wing being added to the hospital.

*We recommend deletion of the five graduate nurse positions, reducing salaries and wages by \$10,230.*

Full coverage by a registered nurse on a 24-hour basis for a 20-bed ward is not the staffing pattern customarily followed by specialized tuberculosis sanatoria. In one such institution observed, four separated 20-bed wards were covered by a single registered nurse from a central station with one hospital attendant on duty in each ward during day and evening shifts and one attendant for all four wards on the 11 p.m. to 7 a.m. shift. The agency states that there are present eight tuberculosis patients to be moved into the new tuberculosis ward on completion.

A proposed new position of instructor in vocational nursing is budgeted in the 1957-58 Governor's Budget. In the justification for this position the agency set forth that "a very high percentage of our inmates is interested in nursing \* \* \*. We now have approximately 30 inmates assigned to the hospital \* \* \*. There is a new tuberculosis ward planned for 20 beds \* \* \*. With these additions there would be between 40 and 50 inmates desiring training for vocational nursing \* \* \*. The required practical experience can be given in the institution hospital and clinic." With the presently established custodial and registered nurse coverage together with the instructor in vocational nursing, these student inmates, acting as ward attendants, would have adequate supervision while gaining the practical experience required by law in order that they can qualify to be registered by the state board as vocational nurses upon their release from the institution.

The full-year cost of these five requested registered nurse positions, including retirement costs, would ultimately be \$25,596.

We also wish to point out that recruiting registered nurses for any program where the need is not absolute puts a burden on the already critical shortage of registered nurses throughout the country.

**Operating Expenses**

Operating expenses are scheduled at \$361,758 for 1957-58. This is an increase of \$20,745, or 6.1 percent, over the amount of \$341,013 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	1956-57		1957-58		Per capita cost		Increase	
	Amount	Per cent	Amount	Per cent	1956-57	1957-58	Amount	Per cent
Administration	\$10,480		\$10,790	4.0	\$17	\$17	--	--
Support and subsistence	175,765		186,625	6.2	290	291	1	0.3
Care and welfare	99,358		100,318	0.9	164	157	-7	-4.2
Maintenance and operation of plant	55,410		64,025	15.5	91	100	9	9.9
<b>Totals</b>	<b>\$341,013</b>		<b>\$361,758</b>	<b>6.1</b>	<b>\$562</b>	<b>\$565</b>	<b>\$3</b>	<b>0.5</b>

Institution for Women—Corona—Continued

The per capita cost for operating expenses is scheduled at \$565 for 1957-58. This is an increase of \$3, or 0.5 percent, over the amount of \$562 estimated for expenditure in 1956-57.

Equipment

Equipment expenditures are scheduled at \$25,563 for 1957-58. This is an increase of \$7,775 over the amount of \$17,788 estimated for expenditure in 1956-57.

Out of the total of \$25,563 for equipment, the sum of \$6,891 is for replacement items and the further sum of \$18,672 is for additional equipment.

The budget as originally submitted by this facility requested \$42,264 for equipment. Modification of this amount after review to \$25,563, a reduction of \$16,701, or 39.5 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

With over one-third of the original equipment request being deleted in the preliminary budget process, the situation carries the implication that too many requests for equipment which are not well founded are processed through at the institutional level. This situation merits careful consideration by management.

Department of Corrections

ADULT AUTHORITY

ITEM 55 of the Budget Bill

Budget page 174  
Budget line No. 22

FOR SUPPORT OF ADULT AUTHORITY FROM THE GENERAL FUND

Amount requested .....	\$1,734,952
Estimated to be expended in 1956-57 Fiscal Year .....	1,561,746
Increase (11.1 percent) .....	\$173,206

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages .....	\$141,158	\$52,982	\$88,176	178 54
Operating expense .....	35,628	9,728	25,900	178 55
Equipment .....	—2,355	—5,755	3,400	178 56
Less increased reimbursements .....	—1,225	—1,225	—	178 61
Total increase .....	\$173,206	\$55,730	\$117,476	178 63

RECOMMENDATIONS

Amount budgeted .....	\$1,734,952
Legislative Auditor's recommendation .....	1,726,984
Reduction .....	\$7,968

The Adult Authority consists of six members who operate as the sentence fixing and paroling agency for the state correctional system with respect to adult male offenders.

## Adult Authority—Continued

## ANALYSIS

The recommended reduction of \$7,968 consists of the following amounts in the categories indicated.

<i>Salaries and wages</i>		<i>Budget</i>		
	<i>Amount</i>	<i>Page</i>	<i>Line</i>	
Administration				
1 Parole officer III.....	\$6,360	175	70	
Division of Adult Paroles				
0.5 Intermediate stenographer-clerk .....	1,608	176	65	
<hr/>				
1.5 positions, reducing salaries and wages by.....	\$7,968			

After the deletion of the above positions, the agency will still be benefited to the extent of 16 new positions involving an added cost of \$81,816 in salaries and wages.

<i>Fiscal year</i>	<i>Per Capita Costs</i>		<i>Increase over prior year</i>	
	<i>Average number of parolees supervised</i>	<i>Per capita cost</i>	<i>Amount</i>	<i>Percent</i>
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.....	3,988	135	5	3.8
1952-53.....	4,418	139	4	3.0
1953-54.....	4,878	144	5	3.6
1954-55.....	5,333	145	1	0.6
1955-56.....	5,969	158	13	9.0
1956-57 *.....	6,641	177	19	12.0
1957-58 †.....	6,910	192	15	8.5

\* Estimate as shown in 1957-58 Budget.

† Budget request.

The total expenditures for support of this agency are scheduled to increase \$184,606, or 11.1 percent.

Population under parole supervision is anticipated to average 6,910 under regular supervision and 700 under the intensive parole unit, a total of 7,610, an increase of 390 or 5.4 percent.

This results in the per capita cost for regular supervision going from \$177 to \$192, an increase of \$15, or 8.5 percent.

The increase in per capita cost is due in part to the elimination of parole officer overtime and the reorganizing of the parole officer function requiring 11 new parole officer positions. Other requested new positions also contribute to this increase in per capita costs.

## Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$1,375,249. This represents an increase of \$141,158, or 11.4 percent over the total of \$1,234,091 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

Salary increases on 221.1 established positions.....	\$58,874
A total of 17.5 proposed new positions costing.....	89,784
Estimated salary savings, increase.....	-7,500

Total increase in salaries and wages..... \$141,158

Adult Authority—Continued

A total of 221.1 positions are presently authorized. The agency is requesting an additional 17.5 proposed new positions. This represents an increase of 7.9 percent in staff, as compared to a 5.4 percent increase in average population under parole supervision.

On the basis of the proposed budget, the agency is requesting one additional position for each 22.3 additional parolees under supervision.

If this ratio of staffing were to be applied to the entire function, it would result in a total of 341.2 authorized positions.

This is 120.1 or 54.3 percent more positions than the agency now has. Thus it is apparent that an extension of the present proposal would provide for a substantial enrichment in the present level of service.

The following table reflects the total level of service extended for this function:

Total Level of Service—Employee Hours Available per Parolee

Fiscal year	Total positions	Average number		Increase over prior year	
		parolees supervised	Level of service	Amount	Percent
1947-48	89.7	3,070	52	-12	-18.8
1948-49	101.8	3,253	56	4	7.7
1949-50	101.3	3,341	54	-2	-36.0
1950-51	106.1	3,523	54	--	--
1951-52	118.1	3,988	53	-1	-1.9
1952-53	124.4	4,418	50	-3	-5.7
1953-54 †	166.1	5,078	58	8	13.8
1954-55	171.5	5,581	56	-2	-3.4
1955-56	182.1	6,251	52	-4	-7.1
1956-57 *	221.1	7,220	54	2	3.9
1957-58 †	238.6	7,610	56	2	3.7

† Special intensive parole unit included in this and each subsequent year.

\* Estimated as shown in 1957-58 Budget.

† Budget request.

Under the proposed budget request for 1957-58 the level of service will average 56 hours per parolee.

This is two hours, or 3.7 percent, above the level now scheduled for 1956-57.

It is six hours, or 12 percent, above a former operating level of service of 50 hours, utilized in 1952-53.

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

Functions and positions	Amount	Budget	
		Page	Line
Administration			
1 Executive officer	\$12,600	175	69
* 1 Parole officer III	6,360	175	70
1 Intermediate stenographer-clerk	3,456	175	71
Division of Adult Paroles			
1.1 Parole officer I	54,780	176	63
2 Senior stenographer-clerk	7,992	176	64
* 0.5 Intermediate clerk (halftime)	1,608	176	65
Parole Outpatient Clinic			
1 Student professional assistant	2,988	178	19
<b>17.5 Totals</b>	<b>\$89,784</b>		

\* Recommended for deletion.

## Adult Authority—Continued

*Parole officer III (Budget page 175, line 70)*----- \$6,360

This position is requested to supervise a new field investigative unit. This unit would conduct investigations of social conditions involved in the parole plans of inmates, investigations to resolve conflicting information concerning an inmate's case, and executive clemency investigations. Further, the unit would be made up of the proposed position and two existing parole specialist positions.

Since the type of investigation desired is directly related to parole status in our opinion it should be handled by the parole officers as a part of the total parole function. It is to be noted that part of the duties set out for parole officers are the making of investigations dealing with proposed releases, presentence investigations, and other type investigations. Therefore, we feel that the investigations contemplated for the new investigation unit can and should be handled by the parole officer staff. We can see no justification for splitting into two units what is essentially one function.

A major drawback to the proposed investigative unit would be the extensive amount of travel involved. The proposal is to have three investigators making investigations over the entire State. If the unit was set up on a regional basis, travel would be less excessive than if the whole unit operated out of one office. The regional type of operation would, on the other hand, have the undesirable feature of having the supervisor in one locale with his staff based in still two other localities.

Utilizing the regular parole officer for these investigations would reduce the amount of travel required inasmuch as the investigations would be made during the routine travel necessitated by his usual duties of parolee supervision.

We believe it would be more economical from the standpoint of travel time and expense saved, and more effective as to the supervision of personnel to have the investigations handled within the framework of the already existing parole operation.

The agency has requested the addition of 11 new parole officer positions in the budget year. This will raise the number of parole officers to 126. The purpose of this increase in staff is to eliminate overtime and permit reorganization of the parole officer team makeup. The duties of special parole investigations will not place an unreasonable burden on the parole officer staff. This is due to the fact that only one new position was requested to handle these investigations along with two current employees. Thus the total work load of 120 hours per week divided among the 96 grade I and II parole officers is the equivalent of only 1.25 hours per week, per man.

*We recommend that the two parole specialists positions be placed within the framework of the Division of Adult Paroles. We further recommend that the investigations desired by the Adult Authority be conducted by the Division of Adult Paroles utilizing the existing parole officer positions and that the investigative duties thus imposed be made a part of the work load formula. Thus, increases in the investigative function would be reflected in the formula for the purpose of establishing the need for additional parole officers.*

Adult Authority—Continued

The information obtained by the parole officer in many of these investigations would be of use to him in the supervision of the parolee.

We therefore recommend deletion of the requested position of parole officer III, reducing salaries and wages \$6,360.

Intermediate clerk (half time) (Budget page 176, line 65)----- \$1,608

This clerical position for the central office of the Division of Adult Paroles has been requested due to increased work load. The Adult Authority has also requested one new intermediate stenographer-clerk position (Budget page 175, line 71) for the purpose of handling the clerical duties for the proposed new executive officer and parole officer III positions. We have recommended against approval of the parole officer III position and assuming that this latter position is deleted from the budget then a full stenographer-clerk position would not be needed to handle the increased work generated by the proposed executive officer position. Some additional stenographer-clerk time will be needed for the executive officer.

We therefore recommend approval of the stenographer-clerk position on a full-time basis and disapproval of the half-time clerical position reducing salaries and wages \$1,608. The new position will be expected to handle the increased work occasioned by the proposed executive officer position and the duties which would have been performed by this half-time clerical position.

Incidence of Suspensions to Parolee Months Under Supervision  
California Parolees in California

Calendar year	Total parolee * man-months of supervision	Total number of suspensions	Percent
1948 -----	32,629	1,029	3.15
1949 -----	33,400	1,014	3.04
1950 -----	35,175	997	2.83
1951 -----	38,472	1,074	2.79
1952 -----	42,797	1,028	2.40
1953 -----	49,087	1,247	2.54
1954 -----	57,154	1,383	2.42
1955 -----	61,950	1,332	2.15
1956 -----	71,508	1,415	1.98
Total -----	422,172	10,519	2.49
Average -----	46,908	1,169	

\* Total of average case load for each month of the calendar year.

The above table reflects a continuation of the desirable downward trend in the percentage rate of parole suspensions in relation to the total parolee man-months of supervision being expended.

The importance of this downward trend is the savings in capital outlay and support expenditures due to the reduction in the rate of build-up of institutional populations. This is dramatically pointed up by comparing the 1948 percentage figure to the total parolee man-months of supervision expended in 1956. If the percentage rate of calendar year 1956 had been the same as 1948 the number of parole suspensions would have been 2,252, instead of the actual 1,415 suspen-

## Adult Authority—Continued

sions. Thus the Department of Corrections would have been faced with the problem of housing and supporting 2,252 inmates instead of 1,415 inmates.

In addition to the savings above set forth, there is also to be considered the value to society and the parolee of the progress reflected in the above table.

Calendar year	Total parole violators returned	With new commitment		Without new commitment		
		Number	Percent	Number	Percent	
1948	943	337	36	606	64	
1949	1,043	337	32	706	68	
1950	867	378	44	489	56	
1951	869	350	40	519	60	
1952	863	390	45	473	55	
1953	946	449	47	497	53	
1954	1,227	665	54	562	46	
1955	1,047	505	48	542	52	
1956	1,147	633	55	514	45	
Total	8,952	4,044		4,908		
	Average	995	449	45	545	55

The above table reflects in 1956 a return to the favorable condition which prevailed in 1954, when for the first time in seven years the percentage of parolees returned for technical reasons was less than that for parolees returned with new commitments. Since one predominant purpose of the parole function is to aid the parolee to adjust to society and lead a life free of crime, the parole supervision, if effective, should result in fewer returns for technical violations percentagewise than for the commission of new offenses.

It is to be noted that the total number of parole violators returned increased from 1,047 in 1955 to 1,147 in 1956, an increase of 100 returnees or 9.6 percent. The average parole population increased 918 parolees or 17.2 percent from the 1954-55 parole population of 5,333 to 6,251 parolees for 1955-56. We think it is noteworthy that while the parole population increased 17.2 percent, the number of violators returned increased only 9.6 percent.

It is recognized that strict comparability cannot be made of the above figures due to the differences in fiscal and calendar years. However, a strict projection, assuming the fact that most parole violations occur within the first six months after release will almost automatically compensate for the time differences involved.

Continuous effort to improve the parole function should reduce the percentage of returnees in relation to the total parole population under supervision.

## Operating Expenses

Operating expenses are scheduled at \$313,890 for 1957-58. This is an increase of \$35,628, or 12.8 percent, over the amount of \$278,262 estimated to be expended in the 1956-57 Fiscal Year.

Adult Authority—Continued

The request and per capita cost by function for operating expenses is indicated below:

Function	1956-57	1957-58	Increase		Per capita cost		Increase	
			Amount	Per cent	1956-57	1957-58	Amount	Per cent
Administration	\$22,930	\$28,120	\$5,190	22.6	\$3.18	\$3.70	\$0.52	16.4
Division of adult paroles	197,802	219,355	21,553	10.9	27.40	28.82	1.42	5.2
Special intensive parole unit	50,585	59,465	8,880	17.6	7.01	7.81	.80	11.4
Parole outpatient clinic	6,945	6,950	5	0.07	.96	.91	-.05	-5.2
Totals	\$278,262	\$313,890	\$35,628	12.8	\$38.55	\$41.24	\$2.69	7.0

The per capita cost for operating expenses is scheduled at \$41.24 for 1957-58. This is an increase of \$2.69, or 7 percent, over the amount of \$38.55 estimated for expenditure in 1956-57.

Comparison of Repayments of Cash Advances to Parolees

Fiscal year	Cash assistance to parolees and discharged persons	Repayment of advances	
		Amount	Percent
1947-48	\$4,942	\$1,800	36.4
1948-49	7,802	1,785	22.9
1949-50	14,371	1,840	28.0
1950-51	10,574	2,227	21.0
1951-52	15,426	2,484	16.1
1952-53	17,330	2,819	16.7
1953-54*	36,032	7,392	20.5
1954-55	27,759	8,224	29.6
1955-56	23,437	5,744	24.5
Accumulated totals to date	\$157,673	\$34,315	21.8
1956-57	26,015	6,375	24.5
1957-58	27,140	6,650	24.5

\* Special intensive parole unit started. Advances and repayments for this group included for this and subsequent years.

The above table reflects the repayments of monetary advances made to parolees and dischargees. It is to be noted that in the case of all parolees and dischargees the percentage of recovery in 1955-56 was 24.5 percent, a decrease of 4.1 percent below the recovery rate of 29.6 percent in 1954-55. This same 24.5 percent recovery rate has been estimated and proposed for Fiscal Years 1956-57 and 1957-58. This percentage is a decrease of 11.9 percentage points under the 1947-48 recovery experience of 36.4 percent. This downward trend experienced in 1955-56 should be carefully examined by management. With an augmented parole staff, and during a period of high economic activity, the performance should be very materially improved.

The advances made to parolees and dischargees should be looked upon as a bona fide loan rather than as a gift or relief payment. As a loan the advance represents an obligation owed by the parolee or dischargee to the State. Failure to meet this obligation manifests incomplete social readjustment.

## Adult Authority—Continued

Since we are in a period of substantial employment and favorable economic conditions, it is reasonable to expect that the percentage of recovery should continue to rise. It may never be reasonably possible to recover 100 percent of the advances made, but the agency should make every reasonable effort to recover as much of the outlay as possible.

In those cases where a parolee or dischargee is returned to the institution for further confinement, and where, at the time of such return, he still has an outstanding obligation for cash advances, made while on parole or discharge status, then the amount of this unpaid obligation should be set up as a receivable item.

This in turn should be followed by the institution of incarceration for repayment on a reasonable basis out of any earnings of the inmate from employment in institutional or correctional industries, or from other funds received by the inmate and reflected by credits to his inmate trust account.

The following table shows the same information for the Special Intensive Parole Unit, since its inception in 1953-54:

<i>Fiscal year</i>	<i>Cash assistance to parolees and discharged prisoners</i>	<i>Repayment of advances</i>	
		<i>Amount</i>	<i>Percent</i>
1953-54.....	\$9,488	\$2,513	26.5
1954-55.....	8,825	3,029	34.3
1955-56.....	7,577	2,719	35.9
1956-57*.....	16,805	6,035	35.9
1957-58*.....	19,460	6,985	35.9

\* Estimates.

We wish to point out that the percentage recovery experience of SIPU which is reflected in the above table is much more satisfactory. Further, the percentage of recovery has followed an upward trend from 26.5 percent in 1953-54 to 35.9 percent in 1955-56. This is as it should be and the upward trend should continue, so that the maximum possible recovery can be made.

The recovery experience of the regular parole group reflects that perhaps sufficient attention is not being given to this effort. We point out that in 1955-56 the women's parole function recovered an amount equal to 89.8 percent of the advances made during that year. Further, that for the seven-year period from 1949-50 to 1955-56, inclusive, the women's parole function had recovered 54.5 percent of the advances made during the entire seven-year period. By comparison, the male parole function for the period from 1947-48 to 1955-56 has recovered only 21.8 percent of the advances made. If the male parole function had been as effective as the women's in this regard, an additional \$51,000 would have been repaid.

Adult Authority—Continued

Comparison of Miles Traveled by Parole Staff per Case

Fiscal year	Average number of parolees supervised—	Total miles traveled	Annual average	Change over prior year	
	average case load *		number of miles per case	Amount	Percent
1953-54	4,878	964,535	198	---	---
1954-55	5,333	1,092,548	205	7	3.5
1955-56	5,990	1,175,456	196	-9	-4.6
1956-57†	6,552	1,254,000	191	-5	-2.6
1957-58†	6,800	1,385,000	204	13	6.8

\* Exclusive of special intensive parole unit.  
 † Estimated 1957-58 Governor's Budget.

The above table reflects that the average parole officer is estimated to travel 13 more miles per case in 1957-58 than in 1956-57. This will result in the agency utilizing 88,400 more miles in 1957-58 than if the 1956-57 average number of miles per case figure was adhered to.

The numerical increase in cases alone should not require more average mileage per case although the total mileage utilized may increase. In fact the converse should be true; that is, that as the total number of cases and the density of the geographical distribution thereof increases, the average travel required per case should as a result generally decrease.

This fact is established by the prior agency experience reflected in the above table in regards to the 1955-56 and 1956-57 Fiscal Years. In the two years 1955-56 and 1956-57 the over-all case load was increasing and the average miles traveled per case were decreasing. Further substantiation of this can be found in a comparison of the average miles per case in relation to the total cases for 1955-56 Fiscal Year as estimated in the 1955-56 Governor's Budget and the actual figures from the 1957-58 Governor's Budget. In the 1955-56 Governor's Budget, the agency anticipated a 1955-56 case load of 5,946 cases and to service same would require an anticipated 1,257,300 miles of travel. This would have resulted in an average of 212 miles per case. By contrast, the 1957-58 Governor's Budget reflects that the 1955-56 actual case load was 5,990 parolees and the actual average number miles traveled per case was 196. Thus, although the actual case load increased 44 cases or 0.7 percent over the 5,946 cases originally estimated, the actual average miles per case traveled decreased 16 miles or 7.6 percent below the 212 average miles per case originally estimated.

The above estimated and actual figures for 1955-56 would indicate that the agency has been operating on the premise that as the case load increased then the average miles traveled per case should also increase. We believe this premise to be budgetarily and practically unsound.

On the basis of good operating procedures and the agency's own prior experience, it appears that there is some overbudgeting of operating expense for automobile mileage.

A careful continuous review of this item during the 1957-58 fiscal period should be productive of savings in relation to the amount now budgeted.

Adult Authority—Continued

Equipment

Equipment expenditures are scheduled at \$59,488 for 1957-58. This is a decrease of \$2,355 under the amount of \$61,803 estimated for expenditure in 1956-57.

Out of the total of \$59,488 for equipment, the sum of \$29,591 is for replacement items and the further sum of \$29,857 is for additional equipment.

The budget as originally submitted by this facility requested \$74,798 for equipment. Modification of this amount after review to \$59,488, a reduction of \$15,310, or 20.5 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

Department of Corrections

BOARD OF TRUSTEES—INSTITUTION FOR WOMEN

ITEM 56 of the Budget Bill

Budget page 179

Budget line No. 8

FOR SUPPORT OF BOARD OF TRUSTEES—INSTITUTION FOR WOMEN FROM THE GENERAL FUND

Amount requested .....	\$149,908
Estimated to be expended in 1956-57 Fiscal Year .....	139,072
<b>Increase (7.8 percent) .....</b>	<b>\$10,836</b>

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages .....	\$9,000	\$9,000	--	179 75
Operating expense .....	2,815	2,815	--	180 18
Equipment .....	—919	—919	--	180 28
Less increased reimbursements .....	—60	—60	--	180 33
<b>Total increase .....</b>	<b>\$10,836</b>	<b>\$10,836</b>	<b>--</b>	<b>180 35</b>

RECOMMENDATIONS

Amount budgeted .....	\$149,908
Legislative Auditor's recommendation .....	143,608
<b>Reduction .....</b>	<b>\$6,300</b>

This agency operates as a parole and sentence fixing board for female prisoners. It also has jurisdiction over the female parole function. The board likewise acts in an advisory capacity to the Director of Corrections in the management of the women's penal institution.

ANALYSIS

The recommended reduction of \$6,300 consists of the following amounts in the categories indicated:

	Amount	Budget Page Line	
<i>Salaries and wages</i>			
Per diem—one day per month for each of five board members at \$25, proposed new allowance .....	\$1,500	179	67
Per diem—partial reduction in existing allowance .....	4,800	179	54
<b>Reduction in salaries and wages .....</b>	<b>\$6,300</b>		

Board of Trustees—Institution for Women—Continued

We recommend that the requested additional funds be deleted. We further recommend that the Board of Trustees operate as two separate panels of two members each with the chairman meeting with both panels as a third member.

With each panel meeting five days, the requested 10 monthly meeting days will be achieved. This method of procedure will produce substantial savings in the cost of this operation. The board has requested \$13,800 to cover per diem cost of the five members meeting nine days per month in 1957-58, and an additional \$1,500 for per diem for the additional monthly meeting day. Thus the total annual per diem cost for the 10 monthly meetings will be \$15,300.

Adoption of the proposed splitting of the board into two panels would greatly reduce the per diem costs. The proposal would result in four members meeting five days a month for a monthly per diem cost of \$500 and an annual cost of \$6,000. The one member meeting 10 days per month or 120 meeting days annually at \$25 per diem each meeting equals \$3,000. Thus, under this proposal per diem costs would be reduced from \$15,300 to \$9,000 per annum resulting in a savings of \$6,300 or 41.2 percent. The board would thus be getting the effect of the 10 monthly meetings at a material reduction in cost.

In addition to the savings in per diem costs, operating expenses could be revised downward an amount commensurate with some reduction in travel requirements.

The Adult Authority performs substantially the same functions for the male penal population as the Board of Trustees performs for the female population. The Adult Authority has from time to time operated on the principle of the whole board being split into panels with satisfactory results. The proposal as above set out contemplates that the chairman will participate in the meetings of both panels. This is deemed desirable as the chairman can tend to bring uniformity of action to both panels. This uniformity of action can be further implemented by rotation of the members constituting the two separate panels.

Comparison of Status of Women Parole Violators Returned

Fiscal year	Average number parolees	Returned as violators		With new commitments		Without new commitments	
		Number	Percent	Number	Percent	Number	Percent
1948-49	144	28	19.4	5	17.9	23	82.1
1949-50	168	39	23.2	7	17.9	32	82.1
1950-51	202	34	16.8	7	20.6	27	79.4
1951-52	221	27	12.2	12	44.4	15	55.6
1952-53	290	47	16.2	12	25.5	35	74.5
1953-54	366	54	14.8	13	24.1	41	75.9
1954-55	406	79	19.5	21	26.6	58	73.4
1955-56	451	75	16.6	20	26.7	55	73.3
		383		97	25.3	286	74.7

The above table reflects that approximately three times as many parolees are being returned for technical violations as compared to the number with new commitments. The accepted theory of parole supervision is that of giving guidance to parolees to aid them in re-adjusting to society and becoming law-abiding citizens.

**Board of Trustees—Institution for Women—Continued**

With 73.3 percent of the parolee violators in 1955-56 being returned for technical reasons only, it would appear that either the quality of parole supervision is deficient or that some of the administrative rules established for the conduct of the parolee during the period of parole supervision are perhaps unrealistic. A careful review and appraisal of these administrative conditions from time to time should be made.

In contradistinction, it is to be noted that the male parole function for the period from 1948 to 1955 had an over-all average of only 56 percent of the parole violators returned on the basis of technical violations. The average for a similar eight-year period for technical violations for the women's parole function was 74.7 percent, or half again as great. We believe this substantial disparity can be improved.

The large number of parolees being returned for technical violations alone substantially exceeds the increase in the average population at the women's penal institution. For example, in Fiscal Year 1955-56 the average inmate population increased 33 inmates or 6.2 percent over the 533 average inmate population in 1954-55. During the same period in 1955-56, a total of 55 parolees were returned for technical violations.

Thus, the returns from parole for technical violations only, were the equivalent of 166 percent of the increase in average daily population of the womens' penal institution.

**Operating Expenses**

Operating expenses are scheduled at \$45,127 for 1957-58. This is an increase of \$2,815, or 6.6 percent, over the amount of \$42,312 estimated to be expended in the 1956-57 Fiscal Year.

The major increase in this category is primarily due to the increased travel expenditures for new parole officer positions.

**Comparison of Repayment to Cash Advances**

<i>Fiscal year</i>	<i>Cash assistance</i>	<i>Repayment</i>	<i>Percentage of advances repaid</i>
1949-50	\$600	\$273	45.5
1950-51	635	260	40.9
1951-52	802	349	43.5
1952-53	659	264	40.1
1953-54	896	554	61.8
1954-55	951	557	58.5
1955-56	699	628	89.8
Accumulated totals	\$5,242	\$2,855	54.5
1956-57*	810	725	89.5
1957-58*	880	785	89.2

\* Estimated in 1957-58 Governor's Budget.

This table reflects that a significant and favorable increase took place in the repayment of cash advances made in 1955-56. Recoveries amounted to 89.8 percent of the total amount loaned during that period. This increased the accumulated recovery for the seven-year period from 49 percent to 54.5 percent. Continuing attention to this matter should bring the repayments still further in line with the actual expenditure.

## Board of Trustees—Institution for Women—Continued

The true worth of this program is not the monetary recovery to the State, but the ability to assist the parolee in times of real need coupled with the importance of having the parolees and discharges realize their obligations to the State and others. The meeting of such obligations is indicative of more satisfactory social adjustment.

Comparison of Miles Traveled by Parole Staff per Case

Fiscal year	Average number of parolees supervised	Total miles traveled	Average annual number of miles per case	Change over prior year	
				Amount	Percent
1951-52	221	58,232	263	—	—
1952-53	290	57,664	199	-64	-24.3
1953-54	366	70,555	193	-6	-3.0
1954-55	406	108,214	267	74	38.3
1955-56	451	118,837	263	-4	-1.5
1956-57*	521	153,200	294	31	11.8
1957-58*	565	162,400	287	-7	-2.4

\* Estimated in 1957-58 Governor's Budget.

The above table for 1955-56 at 263 miles reflects a decrease of four miles in the average number of miles traveled per case when compared to the 1954-55 figure of 267.

While the 1955-56 figure is 70 miles or 31 percent above the lowest average of 193 miles per case experienced in 1953-54, it nevertheless reflects an improvement over the revised 1955-56 Budget figure of 288 as developed in our analysis last year.

With the heavier geographic concentration of parolees, and its attendant effect of reducing mileage requirements coupled with more efficient planning of parolee contacts to eliminate unnecessary travel, there should be a further substantial reduction in the average miles traveled per case.

Reduction of travel time is not only desirable from the standpoint of monetary savings, but allows more time to be devoted to individual supervision.

With the same average frequency of contact as was experienced in 1953-54 when on the average only 193 miles per case was traveled annually, it should be possible to reduce the travel figure as presently projected for 1957-58.

Applying the 1953-54 mileage figure to the 1957-58 case load would result in 53,355 fewer miles of travel. The time thus saved undoubtedly could be utilized to greater advantage in personal contacts.

## Equipment

Equipment expenditures are scheduled at \$4,311 for 1957-58. This is a decrease of \$919 under the amount of \$5,230 estimated for expenditure in 1956-57.

Out of the total of \$4,311 for equipment, the sum of \$100 is for replacement items and the further sum of \$4,211 is for additional equipment.

The proposed expenditure appears in line with requirements.

DEPARTMENT OF THE YOUTH AUTHORITY

The Legislature created this department in 1941 with the expressed intent of protecting society more effectively by substituting for retributive punishment, methods of training and treatment directed toward the correction and rehabilitation of young persons found guilty of public offenses.

The Youth Authority Board, appointed by the Governor, and the Department of the Youth Authority jointly have the responsibility for state juvenile correctional custody and rehabilitation.

The department provides and operates four correctional schools for boys, two correctional schools for girls, three forestry camps for boys and two reception center clinics.

GENERAL SUMMARY

The total requested appropriation for support of this department in 1957-58 is \$11,817,771. This is \$1,403,030 or 13.5 percent more than is now estimated for the 1956-57 Fiscal Year and \$1,950,080 or 19.8 percent more than was requested for the 1956-57 Fiscal Year when the budget for that year was presented.

Total ward population in schools and facilities is estimated in the budget to average 2,661 wards in 1957-58 Fiscal Year. This is an increase of 111 or 4.4 percent over the 2,550 average daily population now estimated for 1956-57. The estimate for 1956-57 was 2,430 when that budget was presented.

In the following table we have calculated the per capita expenditure based on total consolidated expenditures and average institutional population.

Fiscal year	Total expenditures	Total average population	Consolidated per capita costs	Increase over prior year	
				Amount	Percent
1948-49	\$3,902,059	1,620	\$2,409	---	---
1949-50	3,977,794	1,704	2,334	-\$75	-3.1
1950-51	4,153,740	1,780	2,334	---	---
1951-52	4,616,388	1,812	2,548	214	9.2
1952-53	5,452,338	1,845	2,955	407	16
1953-54	6,453,911	1,783	3,620	665	22.5
1954-55	8,049,370	2,110	3,815	195	5.4
1955-56	9,056,619	2,385	3,797	-18	-.5
1956-57 *	10,414,741	2,550	4,084	287	7.6
1957-58 †	11,817,771	2,661	4,441	357	8.7

\* Estimate as shown in 1957-58 Budget.

† Budget request.

The foregoing table on consolidated per capita costs reflects the pattern of annual increases in seven of the past nine years. Total average ward population for 1957-58 is estimated to be 2,661, an increase of 111 or 4.4 percent, whereas per capita expenditure for 1957-58 is estimated to be \$4,441. This is an increase of \$357 or 8.7 percent over the \$4,084 now estimated for 1956-57.

It should be noted that estimated per capita expenditures for 1957-58 have increased \$2,032 or 84.3 percent over the per capita expenditures in 1948-49 Fiscal Year.

## General Summary—Continued

We believe that substantial improvements have taken place in the quality of the program during the past 14 years. However, in our opinion, the ultimate test of progress toward achievement of objectives can only be determined by an appraisal on a continuing basis of what the program does in the final analysis to the ward.

We have recommended that program evaluation should be a continuing staff service for any agency such as the Youth Authority, and that evaluations resulting from the service should be a major factor in the direction of the agency.

In prior year's analyses we have pointed out that, despite constantly increasing per capita costs, the staff service devoted to program evaluation compared with the over-all staffing of the department is insignificant. The Legislature, which appropriates the funds for the scope and direction of the program should have the benefit of a detailed appraisal of the results achieved by the agency. We believe it is essential that careful consideration be given by the agency to developing criteria that will provide factual data to measure realistically on an annual basis its programs toward the objective of successful rehabilitation of delinquent youth.

We recommend that trends should be established on factors including, but not necessarily limited to the following:

1. Total monthly commitments having prior Youth Authority commitments.
2. Item 1 broken down numerically and by percentage to show:
  - A. Institution of last release, grouped by institution of last release.
  - B. Fiscal year of last release, grouped by fiscal year of last release.
3. Items 2A and 2B separately broken down numerically and by percentage to show:
  - A. Number of years and months of "free" time on the outside prior to current recommitment, grouped in stated time intervals of one month, three months, six months, nine months, one year and then in additional six-month periods as required.
4. Item 3A broken down numerically and by percentage to show the "free" time in months immediately prior to the last recommitment as:
  - A. On parole.
  - B. After release from parole.
  - C. After direct discharge.
5. Rate of recommitments in terms of a percentage of total releases by fiscal year of last release.
6. Item 5 broken down by institution of last release.
7. Numerical and percentage breakdown of recommitments who have had prior Youth Authority experience in terms of
  - A. One prior
  - B. Two priors
  - C. Three or more priors

## General Summary—Continued

8. Items 7A, 7B, and 7C separately broken down numerically and by percentage by prior institution from which last released, grouped by institution of release.
9. Items 7A, 7B, and 7C separately broken down numerically and by percentage to show fiscal year of last release, grouped by fiscal year of last release.
10. Items 7A, 7B, and 7C separately broken down numerically and by percentage to show:
  - A. Number of years and months of "free" time on the outside prior to current recommitment, grouped in stated time intervals as suggested in Item 3A above.
11. Item 10A broken down numerically and by percentage to show the "free" time in months as indicated in Item 4 above.
12. Items 10A and 11 separately broken down numerically and by percentage by fiscal year of last release.
13. The Bureau of Criminal Statistics should record the number of prior Youth Authority commitments on all first commitments to the California adult penal institutions.

The foregoing items constitute primarily basic data from which could be established trend interpretations coupled with other available information to indicate whether the Youth Authority program in effect up to any given fiscal period of release was generally any more effective than that in any other stated period covered. It follows, of course, that each of these items is susceptible of further analysis by category of initial and last crime, age, race groups, educational attainment standard, and other factors currently considered. We believe that the proper analysis of such a device as herein exemplified would provide management with a total measurement of progress or the lack of it, without which it lacks the material basis upon which to more clearly delineate progress.

We have not attempted to explore all of the facets of the problem in this presentation but submit the suggestions and recommendations merely as a focal point to be considered in initiating the development of criteria considered essential to properly appraise the Youth Authority program.

*We recommend that the Department of the Youth Authority and the Department of Finance in cooperation with the Bureau of Criminal Statistics of the Department of Justice, develop the format, mechanics and procedures, as necessary, to start the collection of pertinent data including, but not limited to, the factors set out above, all of such factors to be related primarily to a continuing measurement of the total relative effectiveness of the rehabilitative results of the California Youth Authority program in order that submission of such reports to the Legislature shall commence in Fiscal 1957-58.*

*We further recommend that the aforementioned agencies collaborate at this time to submit to the present Legislature a proposed 1957-58 Budget revision setting forth the necessary augmentations of staff, operating expenses and equipment required to implement existing facil-*

General Summary—Continued

ities to produce the requested reports. This is in the belief that if the level of service is to be increased in any respect it should now be increased in an area that has promise of measuring the progress, or lack of it, achieved by the Youth Authority program in rehabilitating delinquent youth as a result of those increased services which have been allowed in prior years.

To demonstrate the necessity for a continuing evaluation, we point out in the table below the increases in the total level of service that have been accorded this program since 1947-48, when the 40-hour week became effective.

**Total Over-all Level of Service—Employees Hours Available per Ward**

Fiscal year	Total employees *	Population	Level of service	Increase	
				Amount	Percent
1948-49	798.9	1,620	875.8	---	---
1957-58	1,460.1	2,661	974.5	98.7	11.3

\* Exclusive of Bureau of Paroles.

Under the proposed budget request for 1957-58 the over-all level of service will average 974.5 hours per ward. This is 98.7 hours, or 11.3 percent, above the average level of service provided each ward in 1948-49.

**Incident Reports**

One facet of any general change in the behavior pattern of the various ward populations at each of the Youth Authority facilities can be reflected in the frequency and gravity of incidents which occur from time to time in the daily operation of these institutions and camps.

The agency does not have in operation any standardized form or method for the daily reporting to central office of all incidents occurring at each facility for that day.

We believe this to be definite deficiency both in operations from a management standpoint as well as from an evaluation standpoint.

*We recommend that the agency establish a series of definitions covering the various kinds of incidents and grade such definitions in progression by severity of the offense.*

*We further recommend that all incidents at all facilities be made the subject of a monthly report showing by facility, the total number of incidents broken down in the various degrees of severity as established by the definitions referred to above, and that such reports be made available monthly to the Department of Finance and the Legislative Auditor.*

**Post Assignment Schedules**

We note that the agency post assignments schedules do not provide for a post assignment number for each post as was the practice heretofore.

Without numbering each post and maintaining post numbers as originally set up, it becomes impossible to review staff changes from year to year.

This is a distinct disadvantage both from a management standpoint and particularly from a budget review and analysis standpoint.

General Summary—Continued

We were under the impression that this situation had been corrected after it was called to the agency's attention, during prior hearings before legislative committees. However, the 1957-58 Budget submissions indicate a reversion to the former practice.

We request that all future post assignment schedules conform to the previously established requirement that all posts be numbered, and that where post numbers are redesignated or where nomenclature of posts buildings or areas are changed the changed schedules show by name the previously established names for the buildings; areas, or posts.

Salaries and Wages

The total departmental request embodies 205.5 proposed new positions at an added salary and wage cost of \$730,766. This represents an increase in staff of 14.1 percent. We have previously pointed out the total increase in average daily ward population is only 111 wards or 4.4 percent over the estimate for 1956-57.

Additional facilities scheduled for occupancy during the 1957-58 Fiscal Year and their capacities are as follows:

Northern California Reception Center and Clinic	
50-bed dormitory, 20-bed segregation unit.....	70
Fricot Ranch School for Boys	
20-bed segregation unit.....	20
Paso Robles School for Boys	
Two 50-bed dormitories.....	100
Los Guilucos School for Girls	
21-bed dormitory will be reactivated.....	21
Total added capacity.....	211

The department proposes to initiate a new "special treatment" program for wards committed to the Youth Authority who are so mentally abnormal that they are not suited for the regular correctional school program.

We wish to point out that the present law provides:

"No ward of the juvenile court shall be committed to the Youth Authority unless the judge of the court is fully satisfied that the mental and physical condition and qualifications of the ward are such as to render it probable that he will be benefited by the reformatory educational discipline provided by the Youth Authority." (W. and I. Code, Section 743.)

To support their contention that the Youth Authority is accepting special problem cases and retaining jurisdiction over them because of the unavailability of other more suitable facilities for their care and treatment, the department conducted a survey of special problem cases committed to the Youth Authority in 1955.

In order to reflect both new admissions and returns from parole, approximately 40 percent samples were taken of each of these two types of admissions. The sample of cases included 865 new court commitments and 304 returns from parole received at the Youth Authority reception centers.

General Summary—Continued

Cases were evaluated against a system of definitions of problem case characteristics by Youth Authority clinical psychologists as follows:

- A. Severe psychoneurotic.
- B. Borderline psychotic or prepsychotic, not suited to the present Youth Authority program, but not presently acceptable for commitment to Department of Mental Hygiene.
- C. The more extreme personality pattern disturbances—schizoid, paranoid or when the symptoms are serious enough to preclude profiting from the Youth Authority program.
- D. Convulsive disorders, with personality, adjustment, or intellectual decrements sufficient to require treatment in a hospital setting.

A total of 486 cases, or 17 percent of total admissions to the Youth Authority in 1955, were classified as special problem cases needing hospital type treatment, including 306, or 14.1 percent, of new commitments and 180, or 25.9 percent, of the returns from parole.

Special Problem Case Classification

Case type	Total		New commitments		Returns from parole	
	No.	Percent	No.	Percent	No.	Percent
Borderline psychiatric	336	11.7	241	11.1	95	13.7
Mentally retarded	49	1.7	28	1.3	21	3.0
Psychopathic or defective delinquent	68	2.4	13	0.6	55	7.9
Sexual deviate	20	0.7	13	0.6	7	1.0
Other special problem	13	0.5	11	0.5	2	0.3
<b>Total special problem</b>	<b>486</b>	<b>17.0</b>	<b>306</b>	<b>14.1</b>	<b>180</b>	<b>25.9</b>
<b>Other admissions</b>	<b>2,384</b>	<b>83.0</b>	<b>1,872</b>	<b>85.9</b>	<b>512</b>	<b>74.1</b>
<b>Total 1955 admissions</b>	<b>2,870</b>	<b>100.0</b>	<b>2,178</b>	<b>100.0</b>	<b>692</b>	<b>100.0</b>

In 1955 the department referred 68 cases to the Department of Mental Hygiene for observation. Predicated on the diagnostic recommendation 29 wards, or 42.6 percent, of the cases referred for observation, were returned to court by the Youth Authority for recommitment to the Department of Mental Hygiene.

It is apparent that present commitment procedures, to some degree, create an area of interdepartmental conflict to determine the proper disposition of a case.

The Assembly Interim Committee on Social Welfare studied the problem of the emotionally disturbed juvenile delinquent, and held a public hearing at Atascadero State Hospital on June 22, 1956. On the basis of information presented to the committee they recommended that:

“The California Youth Authority make provision in the 1957-58 Budget for the psychiatrists and other special staff essential to the development of treatment units at several of the institutions now caring for delinquent boys and girls.”

## General Summary

## Youth Authority

### General Summary—Continued

The proposed program was developed by the department to comply with the foregoing committee recommendation and is designed to provide intensive treatment for those wards who are classified as special problem cases. However, it is contemplated that wards diagnosed as psychotic or psychopathic delinquents will continue to be referred to the Department of Mental Hygiene for treatment in a mental hospital.

It is estimated that 550 special problem cases will be accepted by the Youth Authority in 1957-58, and the average length of stay in the special treatment program will be approximately 18 months. Predicated on an average length of stay of 18 months for these cases, the Youth Authority will eventually have an estimated average population of 800 "special problem" cases.

The department is cognizant of the many organizational and staffing problems confronting them in implementing this new program. Therefore they propose to add this staff on a gradual basis, beginning with central office staff, with the program to be added to one institution at a time every six months thereafter.

The proposed positions requested in the 1957-58 Budget are as follows:

Departmental Administration		
1 Special treatment program supervisor	-----	\$13,800
1 Administrative assistant I	-----	5,496
1 Intermediate stenographer-clerk	-----	3,456
		<hr/>
		\$22,752
Preston School of Industry (effective January 1, 1958)		
1 Supervisor of treatment unit*	-----	\$5,152
1 Psychiatrist II	-----	5,430
3 Clinical psychologist II	-----	9,540
6 Case workers	-----	15,696
3 Group workers	-----	7,470
1 Senior typist-clerk	-----	2,632
6 Intermediate typist-clerk	-----	10,116
		<hr/>
		\$56,036
Los Guilucos School for Girls (effective June 1, 1958)		
1 Supervisor of treatment unit*	-----	\$1,932
1 Psychiatrist II	-----	905
2 Clinical psychologist II	-----	1,060
5 Case workers	-----	2,180
3 Group workers	-----	1,245
1 Senior typist-clerk	-----	975
5 Intermediate typist-clerk	-----	1,405
		<hr/>
Salaries and wages	-----	\$9,702
Operating expenses and equipment	-----	32,650
		<hr/>
Total estimated cost 1957-58	-----	\$121,140

\* Effective two months earlier.

From the foregoing it is apparent that the initial cost for the proposed special treatment program at Preston and Los Guilucos will approximate \$121,140. However, the estimated annual cost for a full year's operation will be \$272,597.

General Summary—Continued

The over-all staff proposed by the department to implement this program in all Youth Authority institutions is as follows:

	<i>Estimated cost on going concern basis</i>
Administrative staff	
1 Psychiatrist II -----	\$12,600
1 Administrative assistant I -----	5,496
1 Intermediate typist-clerk -----	3,456
Institutional staff	
7.5 Psychiatrist II -----	103,500
8 Supervisor of treatment -----	75,072
15 Clinical psychologist II -----	115,920
30 Case workers -----	190,800
16 Group workers -----	96,960
6 Senior typist-clerk -----	28,440
31 Intermediate typist-clerk -----	126,852
Salaries and wages -----	\$759,096
Operating expense -----	41,750
Equipment -----	84,365
116.5 positions	Total estimated cost ----- \$885,211

The estimated cost of \$885,211 for the proposed staff on a going concern basis is predicated on the department estimate of 550 special problem ward admissions in 1957-58 or an eventual case load of 800. It is estimated that the 550 wards will require an average of 18 months treatment, an increase of 9.1 months over the present average length of stay of 8.9 months.

On the basis of present estimates of annual admissions, unless the department drastically curtails new admissions to the Youth Authority program to offset the increase in the average length of stay of special problem cases, the agency may require an additional appropriation in a subsequent budget of approximately \$6,000,000 to provide facilities for the estimated average daily population of 2,661 in 1957-58.

This proposed new program is the first attempt, by any state agency, to undertake treatment of special problem juvenile cases on a large scale.

We concur with the agency's statement that *"This proposal should be regarded as a pioneer undertaking which is partly experimental."* The program initially would appear to have a distinct potentiality of making an effective contribution to the over-all rehabilitation program of the Youth Authority.

However, as a new program with no established body of knowledge or practice to turn to in the development of a program of this type, we recommend that the program should be initially restricted to one institution as a controlled experiment.

*We recommend approval of the proposed positions for this program at the Preston School for Boys and departmental administration and disapproval of the positions requested for the Los Guilucos School. Our specific recommendations for deletion of the positions are contained in the appropriate institutional budget.*

General Summary—Continued

We also recommend that the department develop a research program to test the effectiveness of this type of treatment and provide the Legislature with a preliminary report and analysis of any trend data developed by the institution in January, 1959.

Program Augmentations

There are a few operational areas common to most of the Youth Authority institutions wherein the agency is requesting additional positions affecting the same program in more than one institution.

The following table reflects these programs and the total additional position requests that are involved:

Staffing Requests Common to More Than One Facility

Purpose or program	Proposed new positions	Salary and wage cost
Classification and counseling-----	11.5	\$54,114
Teacher vacation relief-----	9	47,705
Teacher (temporary help)-----	--	7,085
Dental program-----	5	37,308
Totals-----	25.5	\$146,212

The general program staffing requests will be discussed in the above indicated order.

Classification and Counseling Function

When the agency initiated the classification and counseling function in 1953, its expressed purpose was to achieve appropriate individualized treatment of wards by means of staff counseling and case work with wards, to help aggressive or disturbed wards to make an acceptable adjustment to the program.

This office recommended approval of the positions requested at the time, as it was felt that any function which would enhance a ward's chances of success in the program was worthy of a trial.

Concurrent with the development of this program of individual counseling, the Northern and Southern Reception Center Clinics were opened to receive, study, classify and recommend the treatment program for all wards and returned parolees entering the Youth Authority.

The agency reports that present staffing (one counselor per 125 wards average daily population) provides 8.0 hours of counselor time per ward during the present 8.9 months over-all average length of stay in a Youth Authority school. The proposed staffing ratio (one counselor per 100 wards average daily population) would provide 11.6 hours per ward during his 8.9 month average length of stay. We have received no report from the agency by which we can evaluate the current effect of the present counseling program. We desire to emphasize again, as we have in the past, that the agency has not produced satisfactory facts and figures to show what results are being achieved by the present program.

## General Summary—Continued

*We recommend disapproval of the request for added classification and counseling services at this time, reducing salaries and wages in the amount of \$54,114.*

*Our specific recommendations for deletion of the positions are contained in the appropriate institutional budget.*

## Teacher Vacation Relief

This proposed program will provide 15 days vacation relief and 5 days relief for holidays normally worked in Youth Authority schools for all teacher positions except music teachers. One of the primary objectives of the educational program in the institutions, is to raise the educational grade level of each ward to approximate as near as possible his chronological grade placement. We are in full accord with a sound program of education insofar as it serves to accomplish the objectives of the Youth Authority. However, no information has been presented by the department that would provide a measurement of the results obtained from the present program. We believe the agency should develop a continuing analysis of its educational program, and provide the Legislature with an annual report of the educational progress of all wards that have had the benefit of a full time educational program.

The report should include but not be restricted to provide at least the following data:

1. The last grade level attended in public school before referral to the Youth Authority.
2. The level of academic achievement as related to chronological age when ward was accepted by the Youth Authority.
3. The intelligence rating at time of acceptance.
4. The level of academic achievement as related to chronological age upon his release from the school.
5. The intelligence rating at the time of release.

The foregoing questions are not all of the indices of success or failure for the program which should be explored, but merely indicate some of the areas where testing might reveal useful trends for the guidance of both management and the Legislature.

*We recommend approval of the nine educational positions requested for vacation relief. We also recommend that in subsequent years the agency should provide the Legislature with a report on the educational program as outlined above.*

## Dental Program

The agency conducted a study of this program to determine the dental deficiencies of wards processed by the Reception Center Clinics in 1955. The study revealed that:

1. Treatment was refused by 8.6 percent of the wards.
2. Each ward has on the average, 5.2 carious teeth.
3. Based upon experience at the two clinics, 51.5 percent of teeth have a single cavity, while 48.5 percent have two or more.
4. The average rate of fillings per dentist is 2,784 per year.

## General Summary

## Youth Authority

### General Summary—Continued

However, the present staff is only completing 60 percent of the necessary dental work, including only 47 percent of the cavities being filled. The institutional budgets currently reflect an expenditure for dental services to meet work load requirements in the amount of \$32,305.

The estimated expenditures for 1957-58 to provide dental services at the various facilities exclusive of the reception centers are as follows:

Paso Robles School for Boys		
0.3 Dentist -----		\$3,108
Preston School for Boys		
1 Dentist -----		11,400
1 Dental assistant -----		3,294
Los Guilucos School for Girls		
0.5 Dentist -----		5,700
Ventura School for Girls		
0.3 Dentist -----		3,108
Fred C. Nelles School for Boys		
0.5 Dentist -----		5,700
3.6 Total -----		\$32,305

The agency has stated in their justification that the proposed positions would provide the dental staff to complete all necessary dental work on the wards while they are processed at the two reception centers.

At present, the reception centers are staffed as follows for dental services:

<i>Institution</i>	<i>Established positions</i>		<i>Total</i>	<i>Cost</i>
	<i>Dentist</i>	<i>Dental assistant</i>		
Northern reception center -----	2	1	3	\$25,959
Southern reception center -----	3	2	5	40,974
Totals -----	5	3	8	\$66,933

The proposed new dental positions are as follows:

<i>Institution</i>	<i>Proposed new positions</i>		<i>Total</i>	<i>Cost</i>
	<i>Dentist</i>	<i>Dental assistant</i>		
Northern reception center -----	1	1	2	\$13,482
Southern reception center -----	2	1	3	23,826
Totals -----	3	2	5	\$37,308

Thus, for 1957-58 the total cost of the dental program would be \$136,546, an increase of \$37,308 or 27.3 percent.

If the requested new positions at the reception centers are to meet 100 percent of the wards' requirements during the processing time, this should substantially reduce the requirements for dental services at the individual institutions and a budgetary reduction should be effected during 1957-58 for this latter type of service.

We recommend approval of the requested five additional dental positions.

DEPARTMENT OF YOUTH AUTHORITY

ITEM 57 of the Budget Bill

Budget page 186  
Budget line No. 18

FOR SUPPORT OF DEPARTMENTAL ADMINISTRATION FROM THE  
GENERAL FUND

Amount requested .....	\$2,325,893
Estimated to be expended in 1956-57 Fiscal Year.....	1,844,934
<b>Increase (26.1 percent) .....</b>	<b>\$480,959</b>

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages.....	\$287,597	\$102,317	\$185,280	192 68
Operating expense.....	91,930	91,930	--	192 69
Equipment .....	101,652	13,995	87,657	192 70
Less increased reimbursements..	—220	—220	--	192 75
<b>Total increase .....</b>	<b>\$480,959</b>	<b>\$208,022</b>	<b>\$272,937</b>	<b>192 77</b>

RECOMMENDATIONS

Amount budgeted .....	\$2,325,893
Legislative Auditor's recommendation.....	2,273,212
<b>Reduction .....</b>	<b>\$52,681</b>

Departmental Administration, with offices located in Sacramento, provides over-all administration service and direction to the entire Department of the Youth Authority. It is composed of the Youth Authority Board of five members, and three divisions—the Division of Administration, the Division of Field Services, and the Division of Diagnosis and Treatment.

The Division of Administration provides staff accounting service to all facilities and operational accounting to two institutions, three forestry camps, the Youth Authority Board and departmental administration. It supervises and coordinates budget preparation and presentation and all interagency fiscal control and staff service functions for the department.

The Division of Field Services is functionally organized into two bureaus. The Bureau of Probation and Delinquency Prevention Services provides consultation on problems of delinquency prevention to local communities, assists local probation officers and juvenile bureaus to coordinate policies and procedures, administers the County Juvenile Camp subvention program and supervises the administration of the Interstate Compact on Juveniles and the Interstate Probation Compact applicable to juveniles.

The Bureau of Paroles provides parole supervision for wards of the Youth Authority released on parole.

The Division of Diagnosis and Treatment supervises and is responsible for the operation, training and treatment program at the various facilities, forestry camps and for the interfacility transportation of wards.

## Departmental Administration—Continued

## ANALYSIS

The recommended reduction of \$52,681 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>		<i>Budget</i>		
	<i>Amount</i>	<i>Page</i>	<i>Line</i>	
Division of Administration				
Executive				
1 senior stenographer-clerk -----	\$3,996	189	39	
Accounting				
1 Accounting officer II -----	5,496	189	48	
1 Intermediate stenographer-clerk -----	3,456	189	49	
Division of Field Services				
Bureau of Probation and Delinquency				
Prevention Services				
1 Field representative -----	7,025	190	69	
Bureau of Paroles				
6 Parole officer I -----	29,336	191	68	
1 Intermediate stenographer-clerk -----	3,372	191	72	
<hr/>				
11 positions, reducing salaries and wages by -----	\$52,681			

After the deletion of the above positions, the agency will still be benefited to the extent of 48 new positions involving an added cost of \$187,229 in salaries and wages.

<i>Fiscal year</i>	<i>Per Capita Costs</i>		<i>Per capita cost</i>	<i>Increase over prior year</i>	
	<i>Institution population</i>	<i>administrative costs †</i>		<i>Amount</i>	<i>Percent</i>
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 -----	1,812	503,115	278	12	4.5
1952-53 -----	1,845	549,178	298	20	7.2
1953-54 -----	1,783	576,168	323	25	8.4
1954-55 -----	2,110	744,144	353	30	9.3
1955-56 -----	2,385	760,515	319	-34	-9.6
1956-57* -----	2,550	860,783	338	19	6.0
1957-58† -----	2,661	979,687	368	30	8.9

\* Estimate as shown in 1957-58 Budget.

† Budget request.

‡ Exclusive of the Bureau of Paroles.

The total expenditures for support of this facility are scheduled to increase \$501,959, or 25.7 percent.

Institutional population served by departmental administration is anticipated to average 2,661 wards, an increase of 111, or 4.4 percent.

This results in the per capita cost for administrative services going from \$338 to \$368, an increase of \$30, or 8.9 percent.

## Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$1,687,587. This represents an increase of \$287,597, or 20.5 percent over the total of \$1,399,990 scheduled for expenditure in this category during 1956-57.

Departmental Administration—Continued

The following factors influence the change in salary and wage costs:

Salary increases on 255.5 established positions.....	\$62,087
A total of 59 proposed new positions costing.....	239,910
Estimated salary savings, increase.....	—14,400

Total increase in salaries and wages..... \$287,587

A total of 255.5 positions are presently authorized. The agency is requesting an additional 59 proposed new positions. This represents an increase of 23 percent in staff, as compared to a 4.4 percent increase in institutional population.

On the basis of the proposed budget, the agency is requesting one additional position for each 1.8 additional ward increase in institutional population.

If this ratio of staffing were to be applied to the entire department, it would result in a total of 1,478 authorized positions.

This is 1,222.5 or 479 percent more positions than the agency now has. Thus it is apparent that an extension of the present proposal would provide for a substantial enrichment in the present level of service.

The following table reflects the total level of service extended by departmental administration:

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees ‡	Population	Level of service	Increase over prior year	
				Amount	Percent
1947-48.....	75.6	1,580	83.8	—25.7	—23.5
1948-49.....	80.3	1,620	86.8	3.0	3.6
1949-50.....	86.2	1,704	88.6	1.8	2.1
1950-51.....	87.0	1,780	85.6	—3.0	—3.4
1951-52.....	87.6	1,812	85.9	0.3	0.4
1952-53.....	87.6	1,845	84.3	—1.6	—1.9
1953-54.....	85.0	1,783	84.7	0.4	0.5
1954-55.....	90.5	2,110	76.2	8.5	10.1
1955-56.....	96.7	2,385	72.0	—4.2	—3.0
1956-57*.....	101.7	2,550	70.8	1.2	—0.08
1957-58†.....	111.9	2,661	74.1	3.3	4.7

\* Estimated as shown in 1957-58 Budget.

† Budget request.

‡ Exclusive of Bureau of Paroles.

Under the proposed budget request for 1957-58 the level of service will average 74.1 hours per ward.

This is 3.3 hours, or 4.7 percent, above the level now scheduled for 1956-57.

The 59 proposed new positions are shown by function as follows:

Functions and positions	Amount	Page	Line
Division of Administration			
1 Deputy director.....	\$13,200	189	38
*1 Senior stenographer-clerk.....	3,996	189	39
Business Services			
1 Training officer I.....	6,672	189	41
1 Intermediate stenographer-clerk.....	3,456	189	42
Records Office			
0.5 Intermediate stenographer-clerk.....	1,686	189	45
0.5 Intermediate file clerk.....	1,608	189	46

Departmental Administration—Continued

Functions and positions	Amount	Budget	
		Page	Line
Accounting			
*1 Accounting officer II	5,496	189	48
*1 Intermediate stenographer-clerk	3,456	189	49
0.5 Junior-intermediate clerk	1,728	189	51
Personnel			
1 Intermediate typist-clerk	3,294	189	52
Division of Diagnosis and Treatment			
1 Special treatment program supervisor	13,800	190	28
1 Administrative assistant I	5,496	190	29
1 Intermediate stenographer-clerk	3,456	190	30
Division of Field Services			
Bureau of Paroles			
2 Parole officer III (one effective July 1, 1957, one effective November 1, 1957)	10,600	191	62
*27 Parole officer I (17 effective July 1, 1957; one August 1, 1957; one September 1, 1957; one October 1, 1957; one December 1, 1957; and one each month through June 1, 1958)	108,730	191	68
*5 Intermediate stenographer-clerk (two effective July 1, 1957; one October 1, 1957; one January 1, 1958; and one May 1, 1958)	11,731	191	72
Research Unit			
1 Research supervisor	6,360	191	74
1 Assistant research supervisor	5,772	191	75
1 Parole officer III (effective January 1, 1958)	3,180	191	77
1 Parole officer II (effective January 1, 1958)	2,616	191	79
5 Parole officers I (effective January 1, 1958)	12,450	192	10
4 Intermediate stenographer-clerks (two effective January 1, 1958)	10,284	192	12
0.5 Intermediate stenographer-clerk (half-time effective January 1, 1958)	843	192	15
59	Totals		\$239,910

\* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

Function	1956-57	1957-58	Increase		Per capita cost		Increase	
			Amount	Per-cent	1956-57	1957-58	Amount	Per-cent
Division of Administration *	\$348,461	\$393,322	\$44,861	12.9	\$136	\$148	\$12	8.9
Division of Field Services	800,806	1,018,380	217,574	27.2	392	382	-10	2.6
Division of Diagnosis and Treatment	141,810	165,084	23,274	16.4	55	62	7	12.7
Totals	\$1,291,077	\$1,576,786	\$285,709	22.1	\$583	\$592	\$9	1.5

\* Includes Youth Authority Board.

The per capita cost for salaries and wages is scheduled at \$592 for 1957-58. This is an increase of \$9.00, or 1.5 percent over the amount of \$583 estimated for expenditure in 1956-57.

1 Deputy director (Budget page 189, line 38) \$13,200

The request for this position is based on a survey (No. 839) of the department conducted by the Organization and Cost Control Division

## Departmental Administration—Continued

of the Department of Finance and on the recommendations contained therein.

*We recommend approval of this position.*

We also concur with the recommendation of the Department of Finance that the creation of this deputy director's position will necessitate a change of position title of the three incumbent deputy directors, without the loss, however, of status resulting from the proposed organization change.

This position would be the "number two man" in the departmental organization and would be on the direct formal line of authority between the director and the chiefs of the respective divisions.

We consider this to be highly desirable in view of the fact that the duties of the director require that he be away from departmental headquarters for a considerable portion of his time (108 days during 1955-56 Fiscal Year).

1 Accounting officer II (Budget page 189, line 48)..... \$5,496

*We recommend deletion of this position.*

The justifications for this additional position set forth by both the agency and the Department of Finance are:

"Increased work load—resulting from increases in number of institutions, institutional population—number of employees—55 percent Preparation of Annual Budget, 25 percent Review Annual Budgets."

There are currently authorized, two supervisory positions in the Accounting Division—one accounting officer III and one accounting officer II. As shown above, the proposed additional position of accounting officer, II, would devote 80 percent of his time to budget matters. These duties are currently being performed by the two presently authorized positions presumably through overtime work. The latest overtime figures submitted by the agency were those for the 1955-56 Budget. That figure was estimated at 350 hours or the equivalent of 0.2 of a position, hardly justifiable in itself for the addition of another full-time position. There are 17.5 subordinate employees in the 1956-57 Budget plus two supervisory positions, that of accounting officer III and accounting officer II. The proposed 1957-58 Budget increases the subordinate employees by 1.5 positions or an increase of 8.6 percent whereas the granting of the requested additional position of accounting officer II would increase top-level supervising positions by 50 percent.

As stated above, both the agency and the Department of Finance attempt to justify this additional position by reason of "increased work load—resulting from increases in number of institutions, institutional population—number of employees."

As we have stated in previous analyses, we do not believe that mere increases in ward population at institutions or dollar volume expenditures of themselves justify increases in supervisory positions.

## Departmental Administration—Continued

In this, we appear to be in accord with the agency. In their justification for this additional position, they state:

*“In considering this request (additional accounting officer II) we invite your comparison of the professional staffing of this office (accounting office) to that of the Department of Corrections. Whereas, each of the Department of Corrections’ institutions are considerably larger than ours, it cannot be argued that the volume of work load for the central office accounting staff varies in direct ratio with differences in size of the institution.”* (Emphasis added)

**Division of Administration****Executive**

1 Senior stenographer-clerk (Budget page 189, line 39) ----- \$3,996

**Business Services**

1 Intermediate stenographer-clerk (Budget page 189, line 42) .. 3,456

**Records Office**

0.5 Intermediate stenographer-clerk (Budget page 189, line 45) 1,686

0.5 Intermediate file-clerk (Budget page 189, line 46) ----- 1,608

**Accounting**

1 Intermediate stenographer-clerk (Budget page 189, line 49) 3,456

0.5 Junior intermediate clerk (Budget page 189, line 51) ---- 1,728

**Personnel**

1 Intermediate typist-clerk (Budget page 189, line 52) ----- 3,294

\$19,224

The above listed 5.5 new stenographic and clerical positions are proposed to be established in the sections of the Division of Administration as indicated. The justification for these positions as submitted by the agency, is for the most part based on increased work load.

It will be noted in the table set forth below, that these requested 5.5 positions represent a clerical and staff increase in departmental administration of 17.2 percent over the number of such positions authorized in the 1956-57 Governor's Budget as compared to a nominal 4.4 percent increase in total ward population over the estimate for 1956-57. There has been no increase in the number of facilities to be serviced by departmental administration. The various sections are not separate or isolated operations but collectively make up one unit. It is felt that through some intradepartmental secondary assignments of personnel and duties, requests for additional stenographic and secretarial positions could be reduced, since the present request for this type of assistance is excessive when compared to the overall change in ward population to be serviced.

Departmental Administration—Continued

Youth Authority

Departmental Administration Stenographic and Clerical Positions

<i>Title of position</i>	<i>Authorized positions 1956-57</i>	<i>Proposed positions 1957-58</i>	<i>Percent increase</i>
<b>Executive</b>			
Secretary-stenographer -----	1		
Senior stenographer-clerk -----	1		
Intermediate stenographer-clerk -----	1		
Senior stenographer-clerk -----		1	33.3
<b>Business Services</b>			
Senior stenographer-clerk -----	1		
Stock clerk -----	1		
Intermediate stenographer-clerk -----	1		
Intermediate clerk -----	1		
Junior clerk -----	1		
Intermediate stenographer-clerk -----		1	20.0
<b>Records Office</b>			
Senior stenographer-clerk -----	1		
Senior clerk -----	1		
Intermediate stenographer-clerk -----	1		
Intermediate typist-clerk -----	4		
Intermediate file clerk -----	1		
Junior intermediate clerk -----	15		
Intermediate stenographer-clerk -----		0.5	
Intermediate file clerk -----		0.5	10.5
<b>Accounting</b>			
Intermediate stenographer-clerk -----	1		
Intermediate account clerk -----	8		
Junior intermediate clerk -----	0.5		
Junior intermediate typist-clerk -----	1		
Intermediate stenographer-clerk -----		1	
Junior intermediate clerk -----		0.5	14.3
<b>Personnel</b>			
Supervising clerk -----	1		
Senior clerk -----	1		
Intermediate stenographer-clerk -----	1		
Intermediate typist-clerk -----	1		
Intermediate typist-clerk -----		1	25.0
<b>Total</b> -----	<b>32</b>	<b>5.5</b>	<b>17.2</b>
Total estimated average population all facilities 1956-57		2,550	
Total estimated average ward population all facilities 1957-58		2,661	
Increase -----		111	
Percent increase -----		4.4	

Executive

Senior stenographer-clerk (Budget page 189, line 39) ----- \$3,996

We recommend deletion of this position.

There are presently authorized three stenographic clerical positions in the Executive Division. The granting of this additional position would represent a personnel increase of 33½ percent.

The basis of the request for this additional position is to provide secretarial service for the proposed new position of deputy director which we are recommending be approved. This position of deputy director is requested in order to relieve the director of a "multitude of

## Departmental Administration—Continued

management details" and because it has been necessary for the director to be absent from headquarters about one-half of the last fiscal year. Thus, it should follow that at least 50 percent of the secretarial work of the new deputy director can be handled by the presently authorized secretary-stenographer position. The agency has made no showing that the existing staff of three stenographic-clerical positions which include one senior stenographer-clerk cannot adequately staff the executive office.

## Accounting

1 *Intermediate stenographer-clerk (Budget page 189, line 49)*— \$3,456

*We recommend deletion of this position.*

This position, along with the requested new position of accounting officer II, is requested on the basis of increased work load resulting from increases in numbers of institutions, institutional population and number of employees. In recommending the deletion of the accounting officer II position we quoted the agency's own statement that the volume of work load for the central office accounting staff did not vary in direct ratio with differences in size of the institution.

On the Form 613 position justification submitted by the agency for this position, it is stated that the duties for the position set forth thereon are now being performed. There is no showing by the agency that this has entailed any overtime. The agency is requesting and we are recommending the granting of an additional 0.5 position of junior intermediate clerk. On this same form it is estimated that 60 percent of the time will be expended in taking dictation and transcribing. There is no explanation as to why dictating equipment should not be utilized. As further justification, the agency states that the position would "handle the task of typing of procedures, manuals and in-service training materials." The agency has requested and we are recommending an additional position of training officer I together with an accompanying intermediate stenographer-clerk. We believe that this added service can handle all matters related to the in-service training program for the various divisions of departmental administration.

## Division of Field Services

2 *Field representatives (expire June 30, 1957)*

*(Budget page 190, line 69)*----- \$14,051

The agency requests that these two temporary positions be continued permanently. They were requested in the 1955-56 Budget on the basis of increased work load, due to increasing state population and increasing delinquency rates.

The Legislature approved the positions for one year and at the 1956 Budget Session continued the positions until June 30, 1957, contingent upon an evaluation of an agency report of the increased effectiveness of the whole program of this bureau resulting from the addition of these positions.

Departmental Administration—Continued

The agency's report summarizing the functions of the bureau, included a 10-week functional time study of field representatives activities. During the 10-week period, staff time distribution was as follows:

	<i>Percent</i>
Services to county probation departments.....	21.3
Services to community agencies .....	12.2
Services to improve general professional practices and standards of law enforcement personnel.....	20.3
Staff services to other Youth Authority activities .....	6.2
Arrangements for 1956 Governor's Conference on children and youth.....	12.3
Study commission on correctional facilities and services .....	4.9
Travel time .....	16.4
Vacation, sick leave or C. T. O. time.....	6.4
<b>Total time .....</b>	<b>100.0</b>

We do not believe that the work load of field representatives can be measured directly in terms of population growth of the State since they operate in assigned areas and deal directly with community, enforcement and custodial agencies in these areas.

Apparently the agency has developed no accurate means of measuring the success of this bureau's present approach to the juvenile delinquency problem. To the extent that delinquency rates might be such a measuring device, we suggest that the bureau select one area with a high incidence of juvenile delinquency and concentrate their activities in the area for a period of several years.

The results achieved would be one measurement by which the Legislators could evaluate the effects of the bureau's juvenile delinquency prevention program.

*Predicated on the agency assigning one field representative to handle the Adult and Juvenile Interstate Compact on Probationers and Parolees, we recommend approval of one field representative position and disapproval of one field representative position reducing salaries and wages in the amount of \$7,025.*

Bureau of Paroles

2 Parole officer III (effective on various dates) (Budget page 191, line 62).....	\$10,600
27 Parole officer II (effective on various dates) (Budget page 191, line 68).....	108,730
5 Intermediate stenographer-clerks (effective on various dates) (Budget page 191, line 72).....	11,731

These 34 positions requested by the agency are based on an estimated case load of 6,805 cases, June 30, 1957, with positions scheduled to become effective as case load develops. The proposed positions will reduce the over-all staffing ratio from 64 parolees per officer to 55 to 1, and provide sufficient field parole officers to reduce case loads 15 percent to eliminate overtime.

Three state-wide studies of parole officer's operations have been conducted by the agency since 1947. The overtime reported for the January, 1956, time study of parole officers II and I is 21.7 percent.

## Departmental Administration—Continued.

Expressed differently, the overtime average per parole officer is approximately 36 hours a month over and above the 40-hour week.

Predicated on an estimated case load of 6,805 cases June 30, 1957, at the present over-all staffing ratio of 64 to 1 the agency would require 11 additional parole officers and five stenographic positions.

Taking into consideration the reduction in parole officer case loads to compensate for the overtime factor of 21 percent, and providing typist positions on the basis of 237 parole cases per typist, *we recommend approval of two parole officer III, 21 parole officer II and four intermediate stenographer-clerk position, and disapproval of six parole officer I, and one intermediate stenographer-clerk position, reducing salaries and wages in the amount of \$32,708.*

In prior years' analyses of this budget we have pointed out that governmental programs should be evaluated in terms of progress toward achievement of objectives.

In the Youth Authority we think one basic index of progress in terms of improved rehabilitation of wards is the decrease in recidivism as measured by a decline in the parole failure rate.

The trend reflected in the following table does not support the agencies contention of progress in the handling of wards on parole.

Comparison of Parole Violators Returned to Youth Authority Facilities  
(California Supervision)

Fiscal year	With new commitment		Without new commitment		Total parole violators returned	Average monthly parole case load	Ratio of parolees to parole officer	Percent of parole violators to case load
	No.	Percent	No.	Percent				
1945-46	189	55	155	45	344	2,794	83	12.1
1946-47	183	49	187	51	370	3,611	83	10.2
1947-48	190	38	317	62	507	3,823	80	13.2
1948-49	165	33	328	67	493	3,929	69	12.5
1949-50	176	33	358	67	534	4,180	69	12.7
1950-51	204	36	360	64	564	4,452	69	12.6
1951-52	216	36	385	64	601	4,862	69	12.3
1952-53	252	32	530	68	782	5,305	74	14.7
1953-54*	329	33	670	67	999	5,669	63	17.6
1954-55	332	26	984	74	1,316	5,879	64	22.3
1955-56	385	26	1,130	74	1,515	6,513	65	23.2
Totals	2,621		5,404		8,025	51,017	788	
Averages	238	33	491	67	729	4,638	71	15.9

\* Northern California Reception Center activated May, 1954.

\* Southern California Reception Center activated July, 1954.

The above table shows that the actual number of parolees who have been returned to custody for failure on parole has increased from 14.7 in 1953 to 23.2 in 1956 and is out of all proportion as related to the decrease in the parole officers case load. The table shows a definite trend away from successful rehabilitation measured in terms of successful parole.

The entire relationship is exactly the reverse of what could be expected, if the methods employed by the agency had been achieving their objective. An analysis of reports on wards returned might furnish

Departmental Administration—Continued

a clue to whether departmental methods or board policies regarding parole conditions and their enforcement are responsible for the adverse trend.

The agency proposes to initiate a research project to evaluate the effectiveness of parole supervision as currently practiced or as it might be practiced under optimum conditions. They propose to develop a classification pattern and test it in specialized parole case loads as follows:

- 30 to 35 case load—Assign parolees who need and give promise of responding to intensive individual and group counseling.
- 45 to 50 —Assign parolees who will require average supervision.
- 60 to 70 —Assign parolees who require little help or who reject any type of counseling assistance.

They also propose to test the agency's conviction that in interest, aptitudes, and talents of the different parole officers can be found the basis of assignment of staff to specialized case loads that they are best equipped to handle.

Through a testing process, the agency hopes to arrive at reasonable norms for case load size and hence determine the over-all parole staff case load yardstick.

The agency requests 13.5 positions together with 21 positions now authorized to staff the estimated 900 parolee case load to be assigned to the research unit.

The agency proposes that the project will require a minimum of 2½ years, with the research personnel continuing for another six months to complete their analysis and report of the results.

The expenditures budgeted for this research project are as follows:

1	Research supervisor (Budget page 191, line 74) -----	\$6,360
1	Assistant research supervisor (Budget page 191, line 75) -----	5,772
1	Parole officer III (Budget page 191, line 77) (effective January 1, 1958) -----	3,180
1	Parole officer II (Budget page 191, line 79) (effective January 1, 1958) -----	2,616
5	Parole officer I (Budget page 192, line 10) (effective January 1, 1958) -----	12,450
4	Intermediate stenographer-clerk (Budget page 192, line 12) (effective January 1, 1958) -----	10,284
0.5	Intermediate stenographer-clerk (half time effective January 1, 1958) -----	843
	Salaries and wages -----	\$41,505
	Operating expense -----	4,490
	Equipment -----	3,357
	Total -----	\$49,352

## Departmental Administration—Continued

We believe there is justification for a comprehensive research program to determine the optimum case load conducive to achieving a lower rate of recidivism.

*We recommend approval of the positions requested for the research project contingent upon the agency submitting a preliminary report to the Legislature in January 1959.*

## Operating Expenses

Operating expenses are scheduled at \$490,785 for 1957-58. This is an increase of \$91,930, or 23.2 percent, over the amount of \$398,855 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	1956-57	1957-58	Increase		Per capita cost		Increase	
			Amount	Per-cent	1956-57	1957-58	Amount	Per-cent
Division of Administration *	\$69,865	\$75,020	\$5,155	7.4	\$27	\$28	\$1	3.7
Division of Field Services	302,335	386,795	84,460	27.9	119	152	33	27.7
Division of Diagnosis and Treatment	26,655	28,970	2,315	8.7	9	11	2	22.2
Totals -----	\$398,855	\$490,785	\$91,930	23.2	\$155	\$191	\$36	23.2

\* Includes Youth Authority Board.

The per capita cost for operating expenses is scheduled at \$191 for 1957-58. This is an increase of \$36, or 23.2 percent, over the amount of \$155 estimated for expenditure in 1956-57.

## Equipment

Equipment expenditures are scheduled at \$150,001 for 1957-58. This is an increase of \$101,652 over the amount of \$48,349 estimated for expenditure in 1956-57.

Out of the total of \$150,001 for equipment, the sum of \$30,550 is for replacement items and the further sum of \$119,451 is for additional equipment.

The budget as originally submitted by this facility requested \$163,797 for equipment. Modification of this amount after review to \$150,001, a reduction of \$13,796, or 8.4 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

**Department of Youth Authority  
CALIFORNIA YOUTH COMMITTEE**

ITEM 58 of the Budget Bill

Budget page 186  
Budget line No. 51

**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 1956-57 Fiscal Year -----	4,000
Increase -----	None

**RECOMMENDATIONS**

Amount budgeted -----	\$4,000
Legislative Auditor's recommendation -----	4,000
Reduction -----	None

**ANALYSIS**

This committee meets periodically to review information and consider problems in the field of juvenile delinquency.

The conclusions and recommendations of this committee should be of value to the Youth Authority. *We recommend that the committee furnish the Legislature with a copy of the minutes for each meeting held by the committee.*

We recommend approval of this item as submitted.

**Department of Youth Authority**

**DEPORTATION OF NONRESIDENTS COMMITTED TO THE YOUTH AUTHORITY**

ITEM 59 of the Budget Bill

Budget page 186  
Budget line No. 60

**FOR DEPORTATION OF NONRESIDENTS COMMITTED TO THE YOUTH AUTHORITY FROM THE GENERAL FUND**

Amount requested -----	\$34,000
Estimated to be expended in 1956-57 Fiscal Year -----	32,000
Increase (6.3 percent) -----	\$2,000

**RECOMMENDATIONS**

Amount budgeted -----	\$34,000
Legislative Auditor's recommendation -----	34,000
Reduction -----	None

**ANALYSIS**

These funds are for the purpose of paying the expenses of returning wards committed to the Youth Authority to their state of origin.

The amount requested appears to be reasonable, as related to prior years' expenditures for this program.

We recommend approval of the item as submitted.

Department of Youth Authority

TRANSPORTATION OF PERSONS COMMITTED TO THE YOUTH AUTHORITY

ITEM 60 of the Budget Bill

Budget page 186  
Budget line No. 66

FOR TRANSPORTATION OF PERSONS COMMITTED TO THE YOUTH AUTHORITY FROM THE GENERAL FUND

Amount requested .....	\$62,500
Estimated to be expended in 1956-57 Fiscal Year .....	62,600
Decrease .....	<u>\$100</u>

RECOMMENDATIONS

Amount budgeted .....	\$62,500
Legislative Auditor's recommendation .....	62,500
Reduction .....	<u>None</u>

ANALYSIS

These funds are expended to defray the cost of transporting committed wards to the Youth Authority reception centers by law enforcement officials.

Predicated on 3,175 estimated admissions during the 1957-58 Fiscal Year, the average transportation cost per ward will be \$19.68.

We recommend approval of the budget as submitted.

Department of Youth Authority

YOUTH AUTHORITY WARDS PAROLED TO PRIVATE HOMES

ITEM 61 of the Budget Bill

Budget page 187  
Budget line No. 8

FOR MAINTENANCE OF PERSONS COMMITTED TO THE YOUTH AUTHORITY AND PAROLED TO THE CUSTODY OF PRIVATE HOMES, FROM THE GENERAL FUND

Amount requested .....	\$140,000
Estimated to be expended in 1956-57 Fiscal Year .....	101,000
Increase (38.6 percent) .....	<u>\$39,000</u>

RECOMMENDATIONS

Amount budgeted .....	\$140,000
Legislative Auditor's recommendation .....	140,000
Reduction .....	<u>None</u>

ANALYSIS

These funds are expended to care for Youth Authority wards who can be placed on parole in foster homes.

The maximum amount allowed under present law is \$67.50 per month except that the Department of Finance may approve a higher rate in exceptional cases.

The agency reports the average monthly cost per ward was \$63.03 in July, 1956.

We recommend approval of the budget as submitted.

**Department of Youth Authority  
NORTHERN CALIFORNIA RECEPTION CENTER AND CLINIC**

ITEM 62 of the Budget Bill

Budget page 194  
Budget line No. 15

**FOR SUPPORT OF NORTHERN CALIFORNIA RECEPTION CENTER  
AND CLINIC FROM THE GENERAL FUND**

Amount requested .....	\$911,233
Estimated to be expended in 1956-57 Fiscal Year .....	755,809
<b>Increase (20.6 percent) .....</b>	<b>\$155,424</b>

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages .....	\$98,921	\$66,689	\$32,232	198 48
Operating expense .....	44,350	44,350	---	198 49
Equipment .....	12,263	7,073	5,190	198 50
Less: increased reimbursements .....	-110	-110	---	198 58
<b>Total increase .....</b>	<b>\$155,424</b>	<b>\$118,002</b>	<b>\$37,422</b>	<b>198 63</b>

**RECOMMENDATIONS**

Amount budgeted .....	\$911,233
Legislative Auditor's recommendation .....	900,925
<b>Reduction .....</b>	<b>\$10,308</b>

The Northern California Reception Center and Clinic is located at Perkins, five miles east of Sacramento. This institution was opened in May, 1954, by the Youth Authority. Wards accepted by the Youth Authority are received here, their delinquency characteristics studied, a recommendation as to subsequent training and treatment made, and remedial medical, dental and initial psychiatric treatment provided if necessary.

The data and conclusions assembled at this center form the basis for subsequent consideration of the case by the Youth Authority Board.

The recommended reduction of \$10,308 is as follows:

	Amount	Budget	
		Page	Line
Salaries and wages			
3 Food service assistants .....	\$8,622	195	73
0.5 Groundsman (6 months) .....	1,686	198	14

3.5 positions, reducing salaries and wages by..... \$10,308

After the deletion of the above positions, the agency will still be benefited to the extent of 16.6 new positions involving an added cost of \$76,764 in salaries and wages.

Fiscal year	Inst. pop.	Per Capita Costs				Cost		Increase over	
		Per capita cost	Increase over prior year Amount	Percent	Number wards proc- essed	per ward proc- essed	Amount	Percent	
1953-54 .....	6	---	---	---	---	---	---	---	---
1954-55 .....	123	\$5,764	---	---	1,200	\$521	---	---	---
1955-56 .....	131	5,460	-\$304	-5.2	1,292	554	33	6.3	
1956-57* .....	130	6,157	697	12.8	1,353	592	38	6.9	
1957-58† .....	187	5,409	-748	-12.1	1,388	694	102	17.2	

\* Estimate as shown in 1957-58 Budget.

† Budget request.

## Northern California Reception Center and Clinic—Continued

The total expenditures for support of this facility are scheduled to increase \$162,424, or 20.3 percent.

Population at the institution is anticipated to average 178 wards, an increase of 48, or 36.9 percent.

This results in the per capita cost going from \$6,157 to \$5,409, a decrease of \$748, or 12.1 percent.

## Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$707,005. This represents an increase of \$98,921, or 16.3 percent over the total of \$608,084 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

Salary increases on 116 established positions .....	\$19,349
A total of 20.1 proposed new positions costing .....	87,072
Estimated salary savings, increase .....	—7,500

Total increase in salaries and wages .....	\$98,921
--	----------

A total of 116 positions are presently authorized. The agency is requesting an additional 20.1 proposed new positions. This represents an increase of 17.3 percent in staff, as compared to a 36.9 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 2.46 additional ward increase in institutional population.

If we relate the increase in staff to the actual work load to be accomplished, i.e. the number of wards processed, we find that the 17.3 percent increase in staff will only increase the total number of wards processed from 1,353 to 1,388, an increase of 35 or 2.6 percent.

This results from the fact that the average length of stay per ward will be lengthened from 5 weeks to 6.7 weeks, an increase of 1.7 weeks or 34 percent.

From the standpoint of the increase in the number of wards processed, an extension of the ratio of increased staff to the former factor would result in a total of 792 authorized positions.

This is 676 or 582.7 percent more positions than the agency now has. Thus it is apparent that an extension of the present proposal would provide for a substantial enrichment in the present level of service.

It is to be hoped that the additional processing time will be productive of improved institutional and parole experience on the part of the wards to the end that their delinquency factor is reduced.

Unfortunately the agency is not in a position at present to produce tangible statistical proof of the results of such added factors of improved services as have accrued to its total program over the years.

The following table reflects the total level of service extended at this facility:

Northern California Reception Center and Clinic—Continued

We understand this is done at other Youth Authority institutions with no adverse incidents reported on wards performing this function.

We recommend deletion of this position, reducing salaries and wages in the amount of \$1,686.

Operating Expenses

Operating expenses are scheduled at \$195,604 for 1957-58. This is an increase of \$44,350, or 29.3 percent, over the amount of \$151,254 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Operating Expense	1956-57	1957-58	Increase	
			Amount	Percent
Administration .....	\$17,365	\$20,190	\$2,825	16.2
Support and subsistence .....	72,484	92,594	20,110	27.7
Care and welfare .....	33,515	45,755	12,240	36.5
Maintenance and operation of plant .....	27,890	37,065	9,175	32.9
<b>Totals .....</b>	<b>\$151,254</b>	<b>\$195,604</b>	<b>\$44,350</b>	<b>29.3</b>
<b>Per Capita Cost</b>				
Administration .....	\$133	\$113	—\$20	—15
Support and subsistence .....	557	520	—37	—6.6
Care and welfare .....	257	257	—	—
Maintenance and operation of plant .....	214	208	—6	—2.8
<b>Totals .....</b>	<b>\$1,161</b>	<b>\$1,098</b>	<b>—\$63</b>	<b>—5.4</b>
<b>Per Ward Processed Cost</b>				
Administration .....	\$12	\$14	\$2	16.7
Support and subsistence .....	53	66	13	24.5
Care and welfare .....	24	32	8	33.3
Maintenance and operation of plant .....	20	26	6	30.0
<b>Totals .....</b>	<b>\$109</b>	<b>\$138</b>	<b>\$29</b>	<b>26.6</b>

The per capita cost for operating expenses is scheduled at \$1,098 for 1957-58. This is a decrease of \$63, or 5.4 percent, under the amount of \$1,161 estimated for expenditure in 1956-57. The per ward processed cost for operating expenses is scheduled to increase \$29 or 26.6 percent.

Equipment

Equipment expenditures are scheduled at \$14,399 for 1957-58. This is an increase of \$12,263 over the amount of \$2,136 estimated for expenditure in 1956-57.

Out of the total of \$14,399 for equipment, the sum of \$9,209 is for replacement items and the further sum of \$5,190 is for additional equipment.

The budget as originally submitted by this facility requested \$38,867 for equipment. Modification of this amount after review to \$14,399, a reduction of \$24,468, or 62.7 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

The substantial disparity between the original request and the amount budgeted after review, suggests that a more careful screening at the institutional level is in order, coupled with more factual justifications based on need and not merely desirability.

Department of Youth Authority

SOUTHERN CALIFORNIA RECEPTION CENTER AND CLINIC

ITEM 63 of the Budget Bill

Budget page 199

Budget line No. 16

FOR SUPPORT OF SOUTHERN CALIFORNIA RECEPTION CENTER AND CLINIC FROM THE GENERAL FUND

Amount requested .....	\$1,249,678
Estimated to be expended in 1956-57 Fiscal Year.....	1,150,136
Increase (8.7 percent) .....	\$99,542

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages .....	\$77,898	\$30,721	\$47,172	203 22
Operating expense .....	12,095	12,095	--	203 23
Equipment .....	9,659	2,879	6,780	203 24
Less increased reimbursements....	-105	-105	--	203 32
Total increase .....	\$99,542	\$45,590	\$53,952	203 34

RECOMMENDATIONS

Amount budgeted .....	\$1,249,678
Legislative Auditor's recommendation.....	1,246,222
Reduction .....	\$3,456

The Southern California Reception Center and Clinic is located at Norwalk near Los Angeles. Wards from Southern California accepted by the Youth Authority are received here, their delinquency characteristics studied, a recommendation as to the type of treatment made, and remedial medical and dental and psychiatric treatment are provided if necessary.

The recommended reduction of \$3,456 consists of the following:

Salaries and wages	Amount	Budget	
		Page	Line
1 Groundsman .....	\$3,456	202	69

After the deletion of the above position, the agency will still be benefited to the extent of seven new positions involving an added cost of \$43,716 in salaries and wages.

Per Capita Costs

Fiscal year	Inst. pop.	Per capita cost	Increase over prior year		Wards Processed	Cost per ward	Increase over prior year	
			Amount	Percent			Amount	Percent
1954-55 .....	171	\$4,504	--	--	1,083	\$711	--	--
1955-56 .....	287	3,575	-\$929	-20.6	2,211	466	-\$245	-34.5
1956-57 .....	318	3,823	248	6.9	2,242	542	76	16.3
1957-58 .....	318	4,155	332	8.7	2,408	549	7	1.3

\* Estimate as shown in 1957-58 Budget.  
† Budget request.

The total expenditures for support of this facility are scheduled to increase \$105,342, or 8.7 percent.

Population at the institution is anticipated to average 318 wards, the same as in the current year.

Southern California Reception Center and Clinic—Continued

This results in the per capita cost going from \$3,823 to \$4,155, an increase of \$332, or 8.7 percent.

The cost per ward processed is scheduled to increase \$7 or 1.3 percent above the 1956-57 figure of \$542.

Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$966,133. This represents an increase of \$77,893, or 8.8 percent over the total of \$888,240 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

Salary increases on 177.1 established positions	\$36,921
A total of eight proposed new positions costing	47,172
Estimated salary savings, increase	—6,200
<b>Total increase in salaries and wages</b>	<b>\$77,893</b>

A total of 177.1 positions are presently authorized. The agency is requesting an additional eight proposed new positions. This represents an increase of 4.5 percent in staff, with no increase in population at this facility.

The present level of staffing is one position for each 2.3 wards. The level of staffing resulting from the requested increase in positions will be one position for each 1.7 wards.

The following table reflects the total level of service extended at this facility:

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Average population	Level of service	Increase over prior year		Wards processed	Level of service	Increase over prior year	
				Amount	Percent			Amount	Percent
1954-55	137.1	171	1,424	—	—	1,083	224.8	—	—
1955-56	163.7	287	1,013	—411	—28.8	2,211	131	—93.8	—41.8
1956-57*	177.1	318	989	—24	—2.4	2,242	140	9	6.8
1957-58†	185.1	318	1,033	44	4.4	2,408	136	—4	—2.9

\* Estimated as shown in 1957-58 Budget.

† Budget request.

Under the proposed budget request for 1957-58 the level of service will average 1,033 hours per ward on an average population basis.

This is 44 hours, or 4.2 percent, above the level now scheduled for 1956-57.

On a ward processed basis, the level of service will decline four hours or 2.9 percent below that which prevailed during 1956-57.

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

Functions and positions	Amount	Budget	
		Page	Line
Care and welfare			
2 Senior psychiatric social workers	\$10,464	201	80
2 Senior dentists	20,688	201	81
1 Dental assistant	3,138	201	82
Custodial and personal care			
1 Group supervisor	4,194	202	7

## Southern California Reception Center and Clinic—Continued

Functions and positions	Amount	Budget	
		Page	Line
Education, recreation and religion			
1 Youth Authority teacher (vacation and sabbatical leave relief) -----	5,232	202	9
Maintenance and operation of plant—maintenance of grounds			
*1 Groundsman -----	3,456	202	69
8 Totals -----	\$47,172		

\* Recommended for deletion.

## Functional and Per Capita Distribution of Salaries and Wages

	1956-57	1957-58	Increase	
			Amount	Percent
Salaries and wages				
Administration -----	\$65,566	\$66,808	\$1,242	1.9
Support and subsistence -----	53,038	54,960	1,922	3.6
Care and welfare -----	731,797	763,146	31,349	4.3
Maintenance and operation of plant -----	46,039	50,703	4,664	10.1
Totals -----	\$896,440	\$935,617	\$39,177	4.4
Per capita cost				
Administration -----	\$206	\$210	\$4	1.9
Support and subsistence -----	166	172	6	3.6
Care and welfare -----	2,301	2,301	--	--
Maintenance and operation of plant -----	144	159	15	10.4
Totals -----	\$2,817	\$2,842	\$25	0.9
Per ward processed cost				
Administration -----	\$29	\$27	-\$2	-6.9
Support and subsistence -----	28	26	-2	-7.1
Care and welfare -----	326	316	-10	-3.1
Maintenance and operation of plant -----	20	25	5	25.0
Totals -----	\$403	\$394	-\$9	-2.2

The per capita cost for salaries and wages is scheduled at \$2,842 for 1957-58. This is an increase of \$25, or 0.9 percent, over the amount of \$2,817 estimated for expenditure in 1956-57.

The 1957-58 per ward processed cost for salaries and wages is scheduled at \$394, a decline of \$9 or 2.2 percent below the level for 1956-57.

1 Groundsman (Budget page 202, line 69) ----- \$3,456

This position request by the agency is comparable to that at the Northern Reception Center discussed heretofore in the analysis of that institution's budget. However, the landscaped area at this facility of 17 acres requires larger work crews.

The agency's justification states, that the gardener with a crew of six wards will take care of ground cover outside of the security area, and with custodial supervision wards have and should continue to care for the landscaped portion inside the security area.

Southern California Reception Center and Clinic—Continued

Our discussion of the request for a similar position at the Northern Center is equally pertinent to this request.

We recommend deletion of this position, reducing salaries and wages in the amount of \$3,456.

Operating Expenses

Operating expenses are scheduled at \$280,155 for 1957-58. This is an increase of \$12,095, or 4.5 percent, over the amount of \$268,060 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Functional and Per Capita Distribution of Operating Expenses

Function	1956-57	1957-58	Increase	
			Amount	Percent
Operating expense				
Administration	\$21,760	\$23,095	\$1,335	6.1
Support and subsistence	150,820	153,480	2,660	1.6
Care and welfare	55,875	63,075	7,200	12.9
Maintenance and operation of plant	39,665	40,505	900	2.3
Totals	\$268,060	\$280,155	\$12,095	4.5
Per capita cost				
Administration	\$68	\$72	\$4	5.9
Support and subsistence	471	482	11	2.3
Care and welfare	175	198	23	13.1
Maintenance and operation of plant	124	127	3	2.4
Totals	\$838	\$879	\$41	4.9
Per ward processed cost				
Administration	\$9	\$9	--	--
Support and subsistence	60	63	3	5.0
Care and welfare	24	26	2	8.3
Maintenance and operation of plant	17	17	--	--
Totals	\$110	\$115	\$5	4.5

The per capita cost for operating expenses is scheduled at \$879 for 1957-58. This is an increase of \$41, or 4.9 percent, over the amount of \$838 estimated for expenditure in 1956-57.

The per ward processed cost for operating expenses is scheduled to increase from \$110 to \$115, a gain of \$5 or 4.5 percent.

Equipment

Equipment expenditures are scheduled at \$11,885 for 1957-58. This is an increase of \$9,659 over the amount of \$2,226 estimated for expenditure in 1956-57.

Out of the total of \$11,885 for equipment, the sum of \$5,105 is for replacement items and the further sum of \$6,780 is for additional equipment.

This results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

**Department of Youth Authority  
FORESTRY CAMPS FOR BOYS**

ITEM 64 of the Budget Bill

Budget page 204  
Budget line No. 23

**FOR SUPPORT OF FORESTRY CAMPS FOR BOYS FROM THE  
GENERAL FUND**

Amount requested .....	\$356,929
Estimated to be expended in 1955-56 Fiscal Year.....	341,984
<hr/>	
Increase (4.4 percent) .....	\$14,945

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages.....	\$11,119	\$3,487	\$7,632	208 26
Operating expense .....	-2,202	-2,202	--	208 27
Equipment .....	5,169	5,169	--	208 28
Add decreased reimbursements from Division of Forestry.....	859	859	--	208 37
<hr/>				
Total increase .....	\$14,945	\$7,313	\$7,632	208 39

**RECOMMENDATIONS**

Amount budgeted .....	\$356,929
Legislative Auditor's recommendation.....	352,735
<hr/>	
Reduction .....	\$4,194

Forestry camps are operated at three locations, Pine Grove, Ben Lomond and Mount Bullion for older male wards in the 17 to 21 age bracket. It is the "honor type" of ward that qualifies for camp assignment and as such requires a minimum of supervision. The Youth Authority has a contractual agreement with the Department of Natural Resources, Division of Forestry and the camp program is largely work in connection with that agency's projects.

**ANALYSIS**

Estimated expenditures for support of the Youth Authority Forestry Camps for the budget year are \$356,929. This is \$14,945 or 4.3 percent more than the \$341,984 now estimated to be expended during the current year 1956-57.

The estimate of population for all camps for the budget year of 265 wards coincides with the estimate of population for the current year.

Per capita cost is estimated at \$2,259, an increase of \$53 or 2.4 percent above the estimate of \$2,206 for the current year. Salary and wages on 64.6 authorized positions are scheduled to increase \$6,687 or 2.2 percent as a result of merit salary increases. This is partially offset by an estimated increase in salary savings of \$3,200.

Operating expenses are estimated to decrease \$2,202 which is due primarily to a reduction in special repairs and maintenance projects.

Equipment expenses are estimated to increase \$5,169 or 75.2 percent. This is due to replacement of automotive equipment in the amount of \$2,350 at the Mt. Bullion Camp, a water tank for \$1,000 and radio equipment at \$3,000 at the Pine Grove Camp. The installation of the

**Forestry Camps for Boys—Continued**

mobile radio equipment should provide more adequate contact coverage with personnel on searches and should reduce the time factor on escapes.

The agency has requested increasing the half-time clerical positions at Pine Grove and Ben Lomond to full-time clerical positions and one additional group supervisor at Ben Lomond to increase custodial supervision during the evening hours.

Providing full-time clerical positions at these two camps will relieve one group supervisor at each camp of approximately 20 hours of clerical duties per week thus making it possible to have two group supervisors available during the evening hours to supervise recreational activities and maintain custody in the camps. This represents a 33 percent increase in the level of custodial supervision and should materially reduce the escape factor at these camps.

*We recommend disapproval of the agency's request for one additional group supervisor at the Ben Lomond Camp (Budget page 207, line 40), reducing salaries and wages in the amount of \$4,194.*

It should be noted that the Ben Lomond camp population is the smallest of the three camps being operated.

If there is an unusual incidence of escapes at this camp, it may well be a management problem, since the present staffing complements at all the camps are now comparable.

Operating expenses and equipment requests are generally in line as budgeted and we recommend approval of the budget with the exception of the aforementioned new position.

**Department of Youth Authority  
FRICOT RANCH SCHOOL FOR BOYS**

ITEM 65 of the Budget Bill

Budget page 209  
Budget line No. 7

**FOR SUPPORT OF FRICOT RANCH SCHOOL FOR BOYS FROM THE  
GENERAL FUND**

Amount requested .....	\$544,348
Estimated to be expended in 1956-57 Fiscal Year .....	473,370
<b>Increase (15 percent) .....</b>	<b>\$70,978</b>

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages .....	\$68,733	\$33,890	\$34,843	213 9
Operating expense .....	3,980	3,980	—	213 10
Equipment .....	-1,735	-3,464	1,729	213 11
<b>Total increase .....</b>	<b>\$70,978</b>	<b>\$34,406</b>	<b>\$36,572</b>	<b>213 24</b>

**RECOMMENDATIONS**

Amount budgeted .....	\$544,348
Legislative Auditor's recommendation .....	537,430
<b>Reduction .....</b>	<b>\$6,918</b>

## Fricot Ranch School for Boys—Continued

Fricot Ranch School for Boys is the Youth Authority institution for the training and treatment of boys in the 8 to 13 age group.

This school was established by the department to provide a residential treatment center for the youngest and most immature wards assigned to the agency. Minimum custody standards are maintained with the emphasis being placed on education and welfare.

The recommended reduction of \$6,918 is as follows:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
1 Parole officer II _____	\$5,232	211	69
(0.5) Intermediate stenographer-clerk _____	1,686	211	71
<hr/>			
1.5 positions, reducing salaries and wages by _____	\$6,918		

After the deletion of the above positions, the agency will still be benefited to the extent of 8.6 new positions involving an added cost of \$27,925 in salaries and wages.

## Per Capita Costs

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
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	1,870	-83	-4.2
1952-53 _____	142	2,311	441	23.5
1953-54 _____	144	2,594	283	12.2
1954-55 _____	136	2,942	348	13.4
1955-56 _____	149	2,844	-98	3.3
1956-57 * _____	152	3,279	435	15.3
1957-58 † _____	160	3,589	310	9.5

\* Estimate as shown in 1957-58 Budget.

† Budget request.

The total expenditures for support of this facility are scheduled to increase \$75,778, or 15.2 percent.

Population at the institution is anticipated to average 160 wards, an increase of eight, or 5.3 percent.

This results in the per capita cost going from \$3,279 to \$3,589, an increase of \$310, or 9.5 percent.

## Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$408,699. This represents an increase of \$68,733, or 20.2 percent over the total of \$339,966 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and costs:

Salary increases on 71.7 established positions _____	\$39,590
A total of 10.1 proposed new positions costing _____	34,843
Estimated salary savings, increase _____	-5,700
<hr/>	
Total increase in salaries and wages _____	\$68,733

**Fricot Ranch School for Boys—Continued**

A total of 71.7 positions are presently authorized. The agency is requesting an additional 10.1 proposed new positions. This represents an increase of 14 percent in staff, as compared to a 5.3 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 0.84 additional ward increase in institutional population.

If this ratio of staffing were to be applied to the entire institution, it would result in a total of 190 authorized positions.

This is 118.3 or 164 percent more positions than the agency now has. Thus it is apparent that an extension of the present proposal would provide for a substantial enrichment in the present level of service.

**Total Level of Service—Employee Hours Available per Ward**

Fiscal year	Total employees	Average population	Level of service	Increase over prior year	
				Amount	Percent
1947-48	35.0	92	676	—\$25	—3.6
1948-49	36.2	98	656	—20	—3.0
1949-50	38.9	91	759	103	15.7
1950-51	40.4	105	683	—76	—10.0
1951-52	45.8	140	581	—102	—14.9
1952-53	54.7	142	684	103	17.7
1953-54	56.7	144	699	15	2.2
1954-55	58.1	136	746	47	6.7
1955-56	59.5	149	709	—37	—5.0
1956-57 *	64.7	152	756	47	6.6
1957-58 †	81.2	160	901	145	19.2

\* Estimated as shown in 1957-58 Budget.

† Budget request.

Under the proposed budget request for 1957-58 the level of service will average 901 hours per ward.

This is 145 hours, or 19.2 percent, above the level now scheduled for 1956-57.

It is 320 hours, or 55.1 percent, above a former operating level of service of 581 hours, utilized in 1951-52.

The 10.1 proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
Support and subsistence			
Feeding:			
3 Assistant cooks	\$9,414	210	58
2 Food service assistants	5,688	210	59
0.6 Overtime (feeding personnel)	1,923	210	60
Care and welfare			
Education and recreation:			
2 Youth Authority teachers (one effective July 1, 1957, and one effective June 1, 1958)	5,668	211	66
1 Music teacher	5,232	211	67
Classification and counseling unit			
*1 Parole officer II	5,232	211	69
*0.5 Intermediate stenographer-clerk	1,686	211	71
<b>10.1 Totals</b>	<b>\$34,843</b>		

\* Recommended for deletion.

## Fricot Ranch School for Boys—Continued

## Functional and Per Capita Distribution of Salaries and Wages

Function	1956-57	1957-58	Increase		Per capita cost		Increase	
			Amount	Per-cent	1956-57	1957-58	Amount	Per-cent
Administration	\$33,524	\$34,178	\$654	2.0	\$220	\$213	—\$7	3.2
Support and subsistence	32,006	48,935	16,929	52.9	210	305	95	45.2
Care and welfare	232,133	269,468	37,335	16.1	1,527	1,684	157	10.3
Maintenance and operation of plant	44,703	44,650	—53	—0.1	294	279	—15	5.1
Totals	\$342,366	\$397,231	\$54,865	16.0	\$2,251	\$2,481	\$230	10.2

The per capita cost for salaries and wages is scheduled at \$397,231 for 1957-58. This is an increase of \$54,865, or 16 percent over the amount of \$342,366 estimated for expenditure in 1956-57.

3 Assistant cooks (Budget page 210, line 58)----- \$9,414  
 2 Food service assistants (Budget page 210, line 59)----- 5,688

These positions are requested to replace the wards assigned to the culinary operation on half-day work assignments and enable them to attend school on a full-time basis. A study conducted by the agency indicates that the 23 boys assigned to the culinary unit for a period of four months or longer averaged 1.27 months of academic achievement per month as measured by the California Achievement Test. A comparable group of 23 boys assigned to all day school during the same period, and with no significant difference in their intelligence ratings averaged 3.26 months of academic achievement per month.

We concur in the agencies' contention that all wards of the age group served at this school should be provided with maximum educational opportunities and participate in a full-time academic curriculum. However, we wish to point out that the agency's education and rehabilitation program must be evaluated as measured by the wards successful reassimilation into the normal public school program subsequent to his release from the institution.

Therefore, we recommend approval of the culinary positions requested, subject to the agency providing the Legislature with a preliminary report in March, 1958, so that an appraisal can be made as to how all wards who have had the benefit of a full-time educational program at Fricot adjust to the public school environment after release. The report should cover all wards currently in the program, both on a full-time and part-time school basis.

The report should include but not be restricted to provide at least the following data:

1. The last grade level attended in public school before referral to the Youth Authority.
2. The level of academic achievement as related to chronological age when the ward was accepted by the Youth Authority.
3. The intelligence rating at time of acceptance.
4. The level of academic achievement as related to chronological age upon his release from the Fricot school.

Fricot Ranch School for Boys—Continued

5. The intelligence rating at the time of release.

6. The grade to which he was reassigned in public school. This should be rechecked at six-month and one-year intervals to determine if the ward is maintaining his educational advancement.

From the standpoint of adequate management control these kinds of data should be supplied to the central office of the Youth Authority from each of the facilities for program evaluation purposes.

Likewise this is a sample of the kinds of data that should be published on at least an annual basis to inform the public and the Legislature of results or the lack thereof in the educational facets of the Youth Authority program.

1 Parole officer II (Budget page 211, line 69)-----	\$5,232
(0.5) Intermediate stenographer-clerk (Budget page 211, line 71) -----	1,686

These positions are 2 of 11.5 similar positions requested for six Youth Authority facilities. They are discussed as complement positions in the departmental summary of this analysis.

We recommend deletion of the parole officer II position and the 0.5 intermediate stenographer-clerk position, reducing salaries and wages in the amount of \$6,918.

Operating Expenses

Operating expenses are scheduled at \$139,535 for 1957-58. This is an increase of \$3,980, or 2.9 percent, over the amount of \$135,555 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	1956-57	1957-58	Increase		Per capita cost		Increase	
			Amount	Per cent	1956-57	1957-58	Amount	Per cent
Administration	\$8,165	\$9,220	\$1,055	12.9	\$53	\$57	\$4	7.5
Support and subsistence	74,385	75,545	1,160	1.6	489	472	-17	-3.5
Care and welfare	13,495	15,575	2,080	15.4	88	97	9	10.2
Maintenance and operation of plant	39,510	39,195	-\$315	-0.9	259	244	-15	-5.8
Totals	\$135,555	\$139,535	\$3,980	2.9	\$889	\$870	-\$19	-2.1

The per capita cost for operating expenses is scheduled at \$870 for 1957-58. This is a decrease of \$19, or 2.1 percent, under the amount of \$889 estimated for expenditure in 1956-57.

Equipment

Equipment expenditures are scheduled at \$9,114 for 1957-58. This is a decrease of \$1,735 under the amount of \$10,849 estimated for expenditure in 1956-57.

Out of the total of \$9,114 for equipment, the sum of \$2,946 is for replacement items and the further sum of \$6,168 is for additional equipment.

The budget as submitted by this facility results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

**Department of Youth Authority**  
**FRED C. NELLES SCHOOL FOR BOYS**

ITEM 66 of the Budget Bill

Budget page 214  
Budget line No. 8

**FOR SUPPORT OF FRED C. NELLES SCHOOL FOR BOYS FROM THE  
GENERAL FUND**

Amount requested .....	\$967,697
Estimated to be expended in 1956-57 Fiscal Year .....	931,439
Increase (3.9 percent) .....	\$36,258

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages .....	\$29,955	\$10,298	\$19,657	218 42
Operating expense .....	5,855	5,855	---	218 43
Equipment .....	1,003	221	782	218 44
Less increased reimbursements ..	-555	-555	---	218 53
Total increase .....	\$36,258	\$15,819	\$20,439	218 58

**RECOMMENDATIONS**

Amount budgeted .....	\$967,697
Legislative Auditor's recommendation .....	962,465
Reduction .....	\$5,232

The Fred C. Nelles School for Boys is located at Whittier, California. It is the Youth Authority training and treatment facility for boys under 16.

The school maintains minimum custody standards. Present overcrowding at this institution will be virtually eliminated on completion of the new 30-boy admission unit-control center building in May, 1957.

**ANALYSIS**

The recommended reduction of \$5,232 consists of the following item in the category indicated:

	Amount	Budget	
		Page	Line
Salaries and wages			
1 Parole officer II .....	\$5,232	216	79

After the deletion of the above position, the agency will still be benefited to the extent of 2.3 new positions and the reclassification of a group supervisor replacing a housekeeper involving an added cost of \$14,425 in salaries and wages.

Fiscal year	Per Capita Costs		Increase over prior year	
	Institution population	Per capita cost	Amount	Percent
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	2,294	137	6.4
1952-53 .....	308	2,640	346	15.1
1953-54 .....	289	2,988	348	13.2
1954-55 .....	280	3,060	72	2.4
1955-56 .....	308	2,950	-110	-3.6
1956-57* .....	300	3,300	350	11.9
1957-58† .....	300	3,424	124	3.8

\* Estimate as shown in 1957-58 Budget.

† Budget request.

Fred C. Nelles School for Boys—Continued

The total expenditures for support of this facility are scheduled to increase \$37,458, or 3.8 percent.

Population at the institution is anticipated to average 300 wards, which coincides with the estimated population for the current year.

This results in the per capita cost going from \$3,300 to \$3,424, an increase of \$124, or 3.8 percent.

It should be noted that the 1957-58 population estimate of 300 wards is actually six wards less than the 306 figure upon which this facility was budgeted in the 1956-57 Governor's Budget.

Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$787,345. This represents an increase of \$29,955, or 3.9 percent over the total of \$757,390 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

Salary increases on 144 established positions.....	\$15,798
A total of 3.3 proposed new positions costing.....	19,657
Estimated salary savings, increase.....	—5,500

Total increase in salaries and wages.....	\$29,955
---	----------

A total of 144 positions are presently authorized. The agency is requesting an additional 3.3 proposed new positions. This represents an increase of 2.3 percent in staff, as compared to no increase in population at this facility.

Thus it is apparent that an extension of the present proposal would provide for a substantial enrichment in the present level of service.

The following table reflects the total level of service extended at this facility:

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Average population	Level of service	Increase over prior year	
				Amount	Percent
1947-48.....	126.9	311	725	—115	—13.7
1948-49.....	133.6	306	775	50	6.9
1949-50.....	135.7	308	782	7	0.9
1950-51.....	135.5	307	784	2	0.3
1951-52.....	135.0	310	773	—11	—1.4
1952-53.....	142.2	308	820	47	6.1
1953-54.....	140.8	289	865	45	5.5
1954-55.....	142.2	280	902	37	4.3
1955-56.....	139	308	801	—101	—11.2
1956-57*.....	144	300	852	51	6.4
1957-58†.....	147.3	300	872	20	2.3

\* Estimated as shown in 1957-58 Budget.  
 † Budget request.

Under the proposed budget request for 1957-58 the level of service will average 872 hours per ward.

This is 20 hours, or 2.3 percent, above the level now scheduled for 1956-57.

It is 147 hours, or 20.3 percent, above a former operating level of service of 725 hours, utilized in 1947-48.

Fred C. Nelles School for Boys—Continued

The 3.3 proposed new positions and one position reclassification are shown by function as follows:

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Care and welfare			
Custodial and personal care			
Group supervisor (replaces one housekeeper)	\$1,056	216	71
Education and religion			
1 Supervisor of academic institution	6,672	216	74
1 Youth Authority teacher (vacation relief)	5,232	216	75
0.3 Temporary help (teacher vacation relief)	1,465	--	--
Classification and counseling unit:			
* 1 Parole officer II	5,232	216	79
<b>3.3</b>	<b>Totals</b>		
			\$19,657

\* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

<i>Function</i>	<i>Increase</i>				<i>Per capita cost</i>		<i>Increase</i>	
	<i>1956-57</i>	<i>1957-58</i>	<i>Amount</i>	<i>Per cent</i>	<i>1956-57</i>	<i>1957-58</i>	<i>Amount</i>	<i>Per cent</i>
Administration	\$76,473	\$77,519	\$1,046	1.4	\$254	\$258	\$4	1.6
Support and subsistence	69,642	70,627	985	1.4	232	235	3	1.3
Care and welfare	507,302	534,927	27,625	5.4	1,691	1,783	92	5.4
Maintenance and operation of plant	94,013	94,312	299	.3	313	314	1	.3
Farming and processing	9,960	9,960	---	--	33	33	--	--
<b>Totals</b>	<b>\$757,390</b>	<b>\$787,345</b>	<b>\$29,955</b>	<b>4.0</b>	<b>\$2,523</b>	<b>\$2,623</b>	<b>\$100</b>	<b>4.0</b>

The per capita cost for salaries and wages is scheduled at \$2,623 for 1957-58. This is an increase of \$100, or 4.0 percent over the amount of \$2,523 estimated for expenditure in 1956-57.

1 Parole officer II (Budget page 216, line 79) ----- \$5,232

This position is requested as part of a group of nine such positions requested for six youth authority schools. It is discussed as a complement position in the departmental summary portion of this analysis.

We recommend deletion of the parole officer II position, reducing salaries and wages in the amount of \$5,232.

Operating Expenses

Operating expenses are scheduled at \$197,223 for 1957-58. This is an increase of \$5,855, or 3.1 percent, over the amount of \$191,368 estimated to be expended in the 1956-57 Fiscal Year.

Fred C. Nelles School for Boys—Continued

The request and per capita cost by function for operating expenses is indicated below:

Function	1956-57		1957-58		Per capita cost		Increase	
	Amount	Per cent	Amount	Per cent	1956-57	1957-58	Amount	Per cent
Administration	\$11,890		\$12,115	1.9	\$39	\$40	\$1	2.6
Support and subsistence	107,025		108,990	1.8	356	363	7	2.0
Care and welfare	13,150		13,850	5.3	43	43	--	--
Maintenance and operation of plant	50,558		52,823	4.5	168	176	8	4.8
Farming and processing	8,745		9,445	8.0	29	31	2	6.9
<b>Totals</b>	<b>\$191,368</b>		<b>\$197,223</b>	<b>3.1</b>	<b>\$635</b>	<b>\$653</b>	<b>\$18</b>	<b>2.8</b>

The per capita cost for operating expenses is scheduled at \$653 for 1957-58. This is an increase of \$18, or 2.8 percent, over the amount of \$635 estimated for expenditure in 1956-57.

Equipment

Equipment expenditures are scheduled at \$13,244 for 1957-58. This is an increase of \$1,003 over the amount of \$12,241 estimated for expenditure in 1956-57.

Out of the total of \$13,244 for equipment, the sum of \$10,199 is for replacement items and the further sum of \$3,045 is for additional equipment.

The budget as originally submitted by this facility requested \$18,510 for equipment. Modification of this amount after review to \$13,244, a reduction of \$5,266, or 28.4 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

Farming and Processing—Production and Expenditures

	1954-55	1955-56	1956-57	1957-58
Local production consumed	\$10,692	\$8,950	\$8,950	\$8,950
Surplus products sales	2,131	5,287	5,260	5,260
<b>Total value of production</b>	<b>\$12,823</b>	<b>\$14,237</b>	<b>\$14,210</b>	<b>\$14,210</b>
Salaries and wages	\$8,592	\$9,024	\$9,960	\$9,960
Operating expenses	7,917	8,302	8,745	9,445
<b>Total operating costs</b>	<b>\$16,590</b>	<b>\$17,326</b>	<b>\$18,705</b>	<b>\$19,405</b>
Gross operating profit	-\$3,686	-\$3,089	-\$4,495	-\$5,195
Equipment costs	646	864	830	760
<b>Value of production in excess of expenditures</b>	<b>-\$4,332</b>	<b>-\$3,953</b>	<b>-\$5,325</b>	<b>-\$5,955</b>

The farming operation has failed to meet its operating cost for the past five years. The cumulative value of production from 1953-54 to 1957-58, inclusive, is estimated to be \$69,517. The net loss estimated for

**Fred C. Nelles School for Boys—Continued**

the current and budget year is \$11,280 and for the aforementioned five-year period is \$21,617 or 31 percent.

We cannot reconcile continuation of this farming operation at a loss when the value of farming production at two other Youth Authority schools exceeds their operating cost.

We reiterate our recommendation of last year that the Department of Finance and the agency undertake a comprehensive study of all aspects of this problem on the basis of their findings either recommend abandonment of the program or undertake measures to place it on a self-sustaining basis.

**Department of Youth Authority  
PASO ROBLES SCHOOL FOR BOYS**

ITEM 67 of the Budget Bill

Budget page 219  
Budget line No. 7

**FOR SUPPORT OF PASO ROBLES SCHOOL FOR BOYS FROM THE  
GENERAL FUND**

Amount requested .....	\$1,029,424
Estimated to be expended in 1956-57 Fiscal Year .....	885,522
<hr/>	
Increase (16.3 percent) .....	\$143,902

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages .....	\$115,742	\$65,918	\$49,824	224 44
Operating expense .....	18,345	18,345	-----	224 45
Equipment .....	9,565	5,145	4,420	224 46
Plus decreased reimbursements .....	250	250	-----	224 54
<hr/>		<hr/>		
Total increase .....	\$143,902	\$89,658	\$54,244	244 59

**RECOMMENDATIONS**

Amount budgeted .....	\$1,029,424
Legislative Auditor's recommendation .....	1,014,664
<hr/>	
Reduction .....	\$14,760

Paso Robles School for Boys is the Youth Authority institution for boys in the 15 to 17-age group. During the current and budget year two additional 50-bed dormitories, a 40-bed restricted-detention unit and classroom, dining room and commissary additions are scheduled for completion.

The program is primarily educational with emphasis being placed on vocational training. While the age groupings at this school and the Fred C. Nelles School for Boys overlap, this institution is generally regarded as the school for more mature individuals.

Paso Robles School for Boys—Continued

ANALYSIS

The recommended reduction of \$14,760 consists of the following amounts in the categories indicated.

Salaries and wages	Amount	Budget	
		Page	Line
Executive			
1 Intermediate stenographer-clerk -----	\$3,456	220	38
Classification and counseling			
2 Parole officer II (effective 1/1/58) -----	7,848	222	64
1 Intermediate stenographer-clerk -----	3,456	222	65
<hr/>			
4 positions, reducing salaries and wages by--	\$14,760		

After the deletion of the above positions, the agency will still be benefited to the extent of 34.3 new positions involving an added cost of \$73,704 in salaries and wages.

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1948-49 -----	97	\$2,312	—\$144	—5.9
1949-50 -----	127	2,004	—308	—13.3
1950-51 -----	137	1,996	—8	—0.4
1951-52 -----	137	2,247	251	12.6
1952-53 -----	136	2,565	318	14.2
1953-54 -----	152	3,082	517	20.2
1954-55 -----	295	2,469	—613	—19.9
1955-56 -----	320	2,611	142	5.8
1956-57 * -----	330	2,833	222	8.5
1957-58 † -----	355	3,061	228	8.1

\* Estimate as shown in 1957-58 Budget.

† Budget request.

The total expenditures for support of this facility are scheduled to increase \$152,102, or 16.3 percent.

Population at the institution is anticipated to average 355 wards, an increase of 25, or 7.6 percent.

This results in the per capita cost going from \$2,833 to \$3,061, an increase of \$228, or 8.1 percent.

The increase in per capita costs are primarily due to proposed new positions, equipment for new positions, and merit salary increases.

Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$784,860. This represents an increase of \$115,742, or 17.3 percent over the total of \$669,118 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

Salary increases on 129.8 established positions -----	\$27,378
A total of 38.5 proposed new positions costing -----	98,464
Estimated salary savings, increase -----	—10,100

Total increase in salaries and wages ----- \$115,742

A total of 129.8 positions are presently authorized. The agency is requesting an additional 38.5 proposed new positions. This represents

## Paso Robles School for Boys—Continued

an increase of 29.7 percent in staff, as compared to a 7.6 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each .64 additional ward increase in institutional population.

If this ratio of staffing were to be applied to the entire institution, it would result in a total of 554.6 authorized positions.

This is 424.8 or 328 percent more positions than the agency now has. Thus it is apparent that an extension of the present proposal would provide for a substantial enrichment in the present level of service.

The following table reflects the total level of service extended at this facility:

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Average population	Level of service	Increase over prior year	
				Amount	Percent
1947-48	18.8	46	726	--	--
1948-49	42.1	97	771	\$45	6.2
1949-50	49.5	127	692	-79	-10.2
1950-51	53.7	137	696	4	0.6
1951-52	53.3	137	691	-5	-0.7
1952-53	56	136	731	40	5.8
1953-54	77.4	152	904	173	23.7
1954-55	114.5	295	689	-215	-23.8
1955-56	123.5	320	685	-4	0.6
1956-57*	129.8	330	699	14	2.0
1957-58†	168.3	355	842	143	20.5

\* Estimated as shown in 1957-58 Budget.

† Budget request.

Under the proposed budget request for 1957-58 the level of service will average 842 hours per ward.

This is 143 hours, or 20.5 percent, above the level now scheduled for 1956-57.

It is 157 hours, or 22.9 percent, above a former operating level of service of 685 hours, utilized in 1955-56.

The 38.5 proposed new positions are shown by function as follows:

Functions and positions	Amount	Page	Line
Administration			
Executive			
*1 Intermediate stenographer-clerk	\$3,456	220	38
General office			
1 Intermediate typist-clerk (effective January 1, 1958)	1,608	220	41
Business and accounting			
1 Accounting technician II (effective October 1, 1957)	2,973	220	43
0.5 Intermediate typist-clerk (effective October 1, 1957)	1,206	220	45
Support and subsistence			
Feeding			
1 Cook (effective January 1, 1958)	1,860	221	23
Laundry			
1 Laundryman (effective January 1, 1958)	1,608	221	25

Paso Robles School for Boys—Continued

Functions and positions

Functions and positions	Amount	Budget	
		Page	Line
Care and welfare			
Custodial and personal care			
2 Senior group supervisors (1 effective January 1, 1958, and 1 effective February 1, 1958)	4,136	222	43
17 Group supervisors (1 restricted-detention unit) (11 effective January 1, 1958, and 5 effective February 1, 1958)	33,077	222	47
Education and religion			
1 Supervisor of academic instruction	6,672	222	50
3 Youth Authority teachers (effective January 1, 1958)	7,848	222	52
2 Youth Authority teachers (vacation and sabbatical leave relief—1 effective October 1, 1958)	9,156	222	56
3 Instructors in industrial arts (effective January 1, 1958)	7,848	222	58
1 Recreation and physical education teacher (effective April 1, 1958)	1,308	222	61
Classification and Counseling Unit			
*2 Parole officer II (1 effective January 1, 1958)	7,848	222	64
*1 Intermediate stenographer-clerk	3,456	222	65
Maintenance and operation of plant			
Light, heat and power			
1 Stationary fireman	4,404	223	47
<b>38.5 Totals</b>	<b>\$98,464</b>		

\* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

Function	1956-57	1957-58	Increase		Per capita cost		Increase	
			Amount	Per cent	1956-57	1957-58	Amount	Per cent
Administration	\$76,078	\$85,980	\$9,902	13.0	\$230	\$242	\$12	5.2
Support and subsistence	47,283	51,900	4,617	9.8	143	146	3	2.1
Care and welfare	469,573	569,136	99,563	21.2	1,422	1,603	181	12.7
Maintenance and operation of plant	73,694	75,354	1,660	2.3	223	212	-11	4.9
Farming and processing	2,490	2,490	--	--	7	7	--	--
<b>Totals</b>	<b>\$669,118</b>	<b>\$784,860</b>	<b>\$115,742</b>	<b>17.3</b>	<b>\$2,025</b>	<b>\$2,210</b>	<b>\$185</b>	<b>9.1</b>

The per capita cost for salaries and wages is scheduled at \$2,210 for 1957-58. This is an increase of \$185, or 9.1 percent over the amount of \$2,025 estimated for expenditure in 1956-57.

The following table reflects the comparative levels of service for the business and accounting offices of the six Youth Authority institutions.

## Paso Robles School for Boys—Continued

Office Staffing in Youth Authority Institutions  
(Excluding Executive Office)

Facility	Average daily population		Number general office positions	Level of service	Proposed new positions	Total positions	Level of service	Increase	
	1956-57	1957-58						Amount	Percent
Fricot Ranch School.....	152	160	4.4	51	---	4.4	49	-2	-4
Fred C. Nelles School.....	300	300	10	59	---	10	59	---	---
Paso Robles School.....	330	355	11	59	3.5	14.5	72	22	37.3
Preston School.....	660	680	17	46	---	17	46	---	---
Los Guillucos School for Girls.....	220	230	11	89	1	12	93	4	4.5
Ventura School for Girls.....	175	175	8.5	86	---	8.5	86	---	---

The Paso Robles School for Boys proposed positions for 1957-58 shows an increase in level of service for office staff of 13 hours per ward or 22 percent over the same function in the 1956-57 Budget. This is 20 hours or 38.5 percent higher than the average of the other three boys' schools in the agency. If the present staffing pattern is maintained, the level of service would still be seven hours per ward or 13.5 percent higher than the 1956-57 average for the other three boys' schools.

1 *Intermediate stenographer-clerk (Budget page 220, line 38) — \$3,456.*

*We recommend deletion of this position, reducing salaries and wages in the amount of \$3,456.*

The request for this position is based on an increase of 35 percent in population with a resultant increase in clerical and stenographic work load for the service of the assistant superintendent. We point out that the 35 percent population increase quoted by the agency is based on the estimated institution population at the end of the 1957-58 Budget Year. The daily average population is estimated at 355, an increase of 25 or 7.6 percent over the estimated daily average population of 330 for 1956-57.

The agency stated that the work for the assistant superintendent has been done "by various clerks resulting in a great deal of uncoordinated effort." There has been no agency request for budgeted overtime pay. It would appear, then, that the problem is administrative. We call attention to a request for one new position of intermediate typist-clerk for the general office (Budget page 220, line 41). Part of the justification for this position is to perform duties proposed for the subject intermediate stenographer-clerk. *We are recommending that the intermediate typist-clerk position be allowed.*

We call attention in the above table to the extreme discrepancy between the levels of service at the institutions for girls and at those maintained for boys. We do not feel that there are any material differences in the business administration functions, whether the wards be boys' or girls', that would justify these marked differences in the level of services. We recommend that the agency and the Department of Finance review the operation of the business services at the two girls' schools to determine the extent of and reasons for any excess staffing that may exist.

Paso Robles School for Boys—Continued

2 Parole officer II (effective January 1, 1958)

(Budget page 22, line 64)----- \$7,348

1 Intermediate stenographer-clerk (Budget page 22, line 65)--- 3,456

The above positions are 3 of 11.5 similar positions requested for six Youth Authority schools. They are discussed as complement positions in the departmental summary of this analysis.

We recommend deletion of the two parole officer II and the intermediate stenographer-clerk positions, reducing salaries and wages in the amount of \$11,304.

Operating Expenses

Operating expenses are scheduled at \$233,115 for 1957-58. This is an increase of \$18,345, or 8.5 percent, over the amount of \$214,770 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	1956-57	1957-58	Increase		Per capita cost		Increase	
			Amount	Per-cent	1956-57	1957-58	Amount	Per-cent
Administration	\$12,920	\$15,600	\$2,680	20.7	\$39	\$43	\$4	10.3
Support and subsistence	117,250	126,710	9,460	8.1	355	357	2	0.6
Care and welfare	28,650	33,825	5,175	18.1	86	95	9	10.5
Maintenance and operation of plant	49,200	49,930	730	1.5	149	140	-9	-6.0
Farming and processing	6,750	7,050	300	4.4	20	19	-1	-5.0
Totals	\$214,770	\$233,115	\$18,345	8.5	\$649	\$654	\$5	0.8

The per capita cost for operating expenses is scheduled at \$654 for 1957-58. This is an increase of \$5, or .8 percent, over the amount of \$649 estimated for expenditure in 1956-57.

Equipment

Equipment expenditures are scheduled at \$17,649 for 1957-58. This is an increase of \$9,565 over the amount of \$8,084 estimated for expenditure in 1956-57.

Out of the total of \$17,649 for equipment, the sum of \$13,229 is for replacement items and the further sum of \$4,420 is for additional equipment.

The budget as originally submitted by this facility requested \$21,932 for equipment. Modification of this amount after review to \$17,649, a reduction of \$4,283, or 19.5 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

Paso Robles School for Boys—Continued

Farming and Processing—Production and Expenditures

	1954-55	1955-56	1956-57	1957-58
Local production consumed.....	\$9,841	\$11,261	\$12,000	\$13,100
Surplus products sales .....	126	2,162	750	500
<b>Total value of production.....</b>	<b>\$9,967</b>	<b>\$13,423</b>	<b>\$12,750</b>	<b>\$13,600</b>
Salaries and wages.....	\$2,114	\$2,313	\$2,490	\$2,490
Operating expenses .....	6,908	6,310	6,750	7,050
<b>Total operating costs .....</b>	<b>\$9,022</b>	<b>\$8,623</b>	<b>\$9,240</b>	<b>\$9,540</b>
Gross operating profit.....	\$945	\$4,800	\$3,510	\$4,060
Equipment costs .....	1,303	1,737	3,890	2,172
<b>Value of production in excess of expenditures.....</b>	<b>—\$358</b>	<b>\$3,063</b>	<b>—\$380</b>	<b>\$1,888</b>

Department of Youth Authority  
PRESTON SCHOOL OF INDUSTRY

ITEM 68 of the Budget Bill

Budget page 225  
Budget line No. 7

FOR SUPPORT OF PRESTON SCHOOL OF INDUSTRY FROM THE GENERAL FUND

Amount requested .....	\$1,962,914
Estimated to be expended in 1956-57 Fiscal Year.....	1,795,416
<b>Increase (9.3 percent).....</b>	<b>\$167,498</b>

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages.....	\$128,396	\$43,762	\$84,634	231 53
Operating expense .....	25,975	25,975	—	231 54
Equipment .....	23,137	10,644	12,493	231 55
Less increased reimbursements...	—10,010	—10,010	—	231 66
<b>Total increase .....</b>	<b>\$167,498</b>	<b>\$70,371</b>	<b>\$97,127</b>	<b>231 69</b>

RECOMMENDATIONS

Amount budgeted .....	\$1,962,914
Legislative Auditor's recommendation.....	1,946,090
<b>Reduction .....</b>	<b>\$16,824</b>

Preston is the oldest and largest training school in the Youth Authority and is located near Ione in Amador County. With a large population in excess of 600 wards in the 15 to 21 age group, it is designed to give the greatest degree of custodial security with a high wire fence, a guarded gate, and a horseback perimeter patrol.

During the current year a vocational trades building, an addition to the academic school, and a new control and guidance center are being completed.

Preston School of Industry—Continued  
ANALYSIS

The recommended reduction of \$16,824 consists of the following amounts in the category indicated.

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
1 Parole officer III-----	\$6,360	228	67
2 Parole officer II-----	10,464	228	68
3 positions, reducing salaries and wages by-----		\$16,824	

After the deletion of the above positions, the agency will still be benefited to the extent of 29.3 new positions involving an added cost of \$92,974 in salaries and wages.

Per Capita Costs

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
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	2,134	201	10.4
1952-53-----	661	2,369	235	11.0
1953-54-----	655	2,511	142	6.0
1954-55-----	571	2,719	208	8.3
1955-56-----	617	2,743	24	0.9
1956-57*-----	660	2,888	146	5.3
1957-58†-----	680	3,063	175	6.1

\* Estimate as shown in 1957-58 Budget.

† Budget request.

The total expenditures for support of this facility are scheduled to increase \$176,398, or 9.3 percent.

Population at the institution is anticipated to average 680 wards, an increase of 20, or 3.0 percent.

This results in the per capita cost going from \$2,888 to \$3,063, an increase of \$175, or 6.1 percent.

Of major importance in the increase in per capita cost at this school is the instituting of the special treatment program. The cost of this program in 1957-58 is estimated to be \$71,579. It is to be noted that this cost includes \$12,493 for equipment. The remainder is for salaries and wages and operating expenses to carry out this program for the last six months of the fiscal year with the exception of two positions which will start in November, 1957.

Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$1,550,623. This represents an increase of \$128,396, or 9.0 percent over the total of \$1,422,227 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

Salary increases on 275.3 established positions-----	\$41,398
A total of 32.3 proposed new positions costing-----	109,798
Estimated salary savings, increase-----	—22,800
Total increase in salaries and wages-----	\$128,396

**Preston School of Industry—Continued**

A total of 275.3 positions are presently authorized. The agency is requesting an additional 32.3 proposed new positions. This represents an increase of 11.6 percent in staff, as compared to a 3.0 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each .62 additional ward increase in institutional population.

If this ratio of staffing were to be applied to the entire institution, it would result in a total of 1096.7 authorized positions.

This is 821.4 or 300 percent more positions than the agency now has. Thus it is apparent that an extension of the present proposal would provide for a substantial enrichment in the present level of service.

The following table reflects the total level of service extended at this facility:

**Total Level of Service—Employee Hours Available per Ward**

Fiscal year	Total employees	Average population	Level of service	Increase over prior year	
				Amount	Percent
1947-48	242.8	643	671	—\$180	—21.1
1948-49	258.0	601	762	91	13.6
1949-50	250.6	618	720	—42	—5.5
1950-51	247.2	655	670	—50	—6.9
1951-52	248.0	650	678	8	1.2
1952-53	259.8	661	698	20	2.9
1953-54	263.2	655	714	16	2.3
1954-55	248	571	771	57	8.0
1955-56	252.9	617	725	—46	—6.0
1956-57 *	276.3	660	742	17	2.3
1957-58 †	307.6	680	803	61	8.2

\* Estimated as shown in 1957-58 Budget.

† Budget request.

Under the proposed budget request for 1957-58 the level of service will average 803 hours per ward.

This is 61 hours, or 8.2 percent, above the level now scheduled for 1956-57.

It is 133 hours, or 19.9 percent, above a former operating level of service of 670 hours, utilized in 1950-51.

The 32.3 proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
Care and Welfare			
Custodial and personal care			
6 Group supervisors	\$25,164	228	60
Education and religion			
1 Youth Authority teacher (teacher vacation relief)	5,232	228	62
1 Instructor in general shop (teacher vacation relief)	5,232	228	63
(0.3) Temporary help (teacher vacation relief)	1,310	228	65
Classification and counseling unit			
* 1 Parole officer III	6,360	228	67
* 2 Parole officer II	10,464	228	68

Preston School of Industry—Continued

<i>Functions and positions</i>	<i>Amount</i>	<i>Page</i>	<i>Budget Line</i>
<b>Care and Welfare—Continued</b>			
<b>Special treatment programs</b>			
1 Psychiatrist II (effective January 1, 1958)---	5,430	228	71
1 Supervisor of treatment unit (effective Nov. 1, 1957) -----	5,152	228	73
3 Clinical psychologists II (effective Jan. 1, 1958) -----	9,540	229	8
6 Caseworkers (effective January 1, 1958)-----	15,696	229	10
3 Group workers (effective January 1, 1958) --	7,470	229	12
1 Senior typist-clerk (effective November 1, 1957) -----	2,632	229	14
6 Intermediate typist-clerks (effective January 1, 1958) -----	10,116	229	16
<b>32.3 Total -----</b>	<b>\$109,798</b>		

\* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

<i>Function</i>	<i>1956-57</i>	<i>1957-58</i>	<i>Increase</i>		<i>Per capita cost</i>		<i>Increase</i>	
			<i>Amount</i>	<i>Per-cent</i>	<i>1956-57</i>	<i>1957-58</i>	<i>Amount</i>	<i>Per-cent</i>
Administration	\$98,975	\$99,009	\$34	0.03	\$150	\$146	-\$4	2.7
Support and subsistence	113,660	115,549	1,889	1.7	172	170	-2	-1.2
Care and welfare	1,011,885	1,138,381	126,496	12.5	1,533	1,674	141	9.2
Maintenance and operation of plant	149,257	149,168	-89	-0.05	226	219	-7	-3.1
Farming and processing	48,450	48,516	66	0.1	73	71	-2	-2.7
<b>Totals</b>	<b>\$1,422,227</b>	<b>\$1,550,628</b>	<b>\$128,396</b>	<b>9.0</b>	<b>\$2,154</b>	<b>\$2,280</b>	<b>\$126</b>	<b>5.9</b>

The per capita cost for salaries and wages is scheduled at \$2,280 for 1957-58. This is an increase of \$126, or 5.9 percent over the amount of \$2,154 estimated for expenditure in 1956-57.

6 Group supervisors (Budget page 228, line 60) ----- \$25,164

These positions are requested to provide double coverage on one shift in the late afternoon and evening hours for four dormitories. This will provide complete four-post coverage on all Preston Company dormitories which have a bed capacity of 40 or more wards. We recommend approval of these positions.

The agency submitted an analysis of major and minor incidents that occurred in the Preston Companies during a one-year period of time, from August, 1955, to August, 1956. The report reflects a substantial reduction in major and minor incidents in the companies with four-post coverage, that is two supervisors assigned to a company during the so-called free time from 4 p.m. to 10 p.m.

The companies with three-post coverage had a total of 193 major incidents (attacks on staff, escapes, and group attacks, etc.) and 512 minor incidents, whereas the companies with four-post coverage only had 58 or a 70 percent reduction in major incidents and 469 minor incidents for the same period.

## Preston School of Industry—Continued

1 Parole officer III (Budget page 228, line 67)	\$6,360
2 Parole officer II (Budget page 228, line 68)	10,464

These requested positions are part of a total of 11.5 such positions requested for six Youth Authority schools. They are discussed as complement positions in the departmental summary portion of this analysis.

We recommend deletion of the parole officer III and two parole officer II positions, reducing salaries and wages in the amount of \$16,824.

## Special treatment program

1 Psychiatrist II (effective January 1, 1958) (Budget page 228, line 71)	\$5,430
1 Supervisor of treatment unit (effective November 1, 1957) (Budget page 228, line 73)	5,152
3 Clinical psychologists II (effective January 1, 1958) (Budget page 229, line 8)	9,540
6 Caseworkers (effective January 1, 1958) (Budget page 229, line 10)	15,696
3 Group workers (effective January 1, 1958) (Budget page 229, line 12)	7,470
1 Senior typist-clerk (effective November 1, 1957) (Budget page 229, line 14)	2,632
6 Intermediate typist-clerks (effective January 1, 1958) (Budget page 229, line 16)	10,116
21 Total	\$56,036

These positions are requested to initiate the intensive treatment program at two Youth Authority schools. These requested positions are discussed as complement positions in the Departmental Summary portion of this analysis.

We recommend approval of these positions.

## Operating Expenses

Operating expenses are scheduled at \$441,725 for 1957-58. This is an increase of \$25,975, or 6.3 percent, over the amount of \$415,750 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	1956-57		1957-58		Per capita cost		Increase	
	Amount	Per cent	Amount	Per cent	1956-57	1957-58	Amount	Per cent
Administration	\$20,930		\$24,745	18.2	\$31	\$36	\$5	16.1
Support and subsistence	182,705		188,915	3.4	276	277	1	4
Care and welfare	31,365		33,305	6.2	47	48	1	2.1
Maintenance and operation of plant	134,625		143,045	6.3	203	210	7	3.4
Farming and processing	46,125		51,715	12.1	69	76	7	10.1
Totals	\$415,750		\$441,725	6.3	\$626	\$647	\$21	3.4

**Preston School of Industry—Continued**

The per capita cost for operating expenses is scheduled at \$647 for 1957-58. This is an increase of \$21, or 3.4 percent, over the amount of \$626 estimated for expenditure in 1956-57.

**Equipment**

Equipment expenditures are scheduled at \$66,947 for 1957-58. This is an increase of \$23,137 or 52.8 percent over the amount of \$43,810 estimated for expenditure in 1956-57.

Out of the total of \$66,947 for equipment, the sum of \$39,666 is for replacement items and the further sum of \$27,281 is for additional equipment.

The budget as originally submitted by this facility requested \$72,337 for equipment. Modification of this amount after review to \$66,947, a reduction of \$5,390, or 7.5 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

**Farming and Processing—Production and Expenditures**

	1954-55	1955-56	1956-57	1957-58
Local production consumed.....	\$78,905	\$74,387	\$78,100	\$82,000
Surplus products sales.....	28,995	36,442	29,000	31,500
<b>Total value of production.....</b>	<b>\$107,900</b>	<b>\$110,829</b>	<b>\$107,100</b>	<b>\$113,500</b>
Salaries and wages.....	\$43,027	\$45,286	\$48,450	\$48,516
Operating expenses.....	51,684	51,815	46,125	51,715
<b>Total operating costs.....</b>	<b>\$94,711</b>	<b>\$97,101</b>	<b>\$94,575</b>	<b>\$100,231</b>
Gross operating profit.....	\$13,189	\$13,728	\$12,525	\$13,269
Equipment costs.....	5,375	6,165	7,717	9,810
<b>Value of production in excess of expenditures.....</b>	<b>\$7,814</b>	<b>\$7,563</b>	<b>\$4,808</b>	<b>\$3,459</b>

The continual decline in the differential value of production, in excess of expenditures, would appear to merit management attention.

**Department of Youth Authority  
LOS GUILUCOS SCHOOL FOR GIRLS**

ITEM 69 of the Budget Bill

Budget page 232  
Budget line No. 7

**FOR SUPPORT OF LOS GUILUCOS SCHOOL FOR GIRLS FROM THE  
GENERAL FUND**

Amount requested.....	\$828,474
Estimated to be expended in 1956-57 Fiscal Year.....	708,990
<b>Increase (16.8 percent).....</b>	<b>\$119,484</b>

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages.....	\$79,818	\$48,242	\$31,576	236 55
Operating expense.....	13,730	13,730	---	236 56
Equipment.....	25,936	12,855	13,081	236 57
<b>Total increase.....</b>	<b>\$119,484</b>	<b>\$74,827</b>	<b>\$44,657</b>	<b>236 65</b>

## Los Guilucos School for Girls—Continued

## RECOMMENDATIONS

Amount budgeted	\$828,474
Legislative Auditor's recommendation	800,293
Reduction	<u>\$28,181</u>

This Youth Authority institution is a training school for younger girls between the ages of 10 and 17.

The girls are domiciled in dormitories with individual rooms provided for each girl in the new facilities.

The program is primarily educational with emphasis on home economics together with arts and crafts.

## ANALYSIS

The recommended reduction of \$28,181 consists of the following amounts in the categories indicated:

Salaries and wages	Amount	Budget	
		Page	Line
Care and Welfare			
Classification and Counseling Unit:			
1 Parole officer II	\$5,232	235	32
0.5 Intermediate stenographer-clerk (half time)	1,686	235	34
Special Treatment Program:			
1 Psychiatrist II (effective June 1, 1958)	905	235	37
1 Supervisor of treatment unit (effective April 1, 1958)	1,932	235	39
2 Clinical psychologist (effective June 1, 1958)	1,060	235	41
5 Case workers (effective June 1, 1958)	2,180	235	43
3 Group workers (effective June 1, 1958)	1,245	235	45
1 Senior typist-clerk (effective April 1, 1958)	975	235	47
5 Intermediate typist-clerk (effective June 1, 1958)	1,405	235	49

19.5 positions, reducing salaries and wages by— \$16,620

After the deletion of the above positions, the agency will still be benefited to the extent of 12.4 new positions involving an added cost of \$57,448 in salaries and wages.

Equipment	Amount	Budget	
		Page	Line
Special treatment program—additional	\$11,561	235	74
Reduction in equipment	<u>\$11,561</u>		

Total recommended reduction— \$28,181

Fiscal year	Per Capita Costs		Increase over prior year	
	Institution population	Per capita cost	Amount	Percent
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	116	2,396	271	12.7
1952-53	135	3,205	809	33.8
1953-54	107	4,279	1,074	33.5
1954-55	120	4,302	23	0.5
1955-56	174	3,467	—835	—19.4
1956-57*	220	3,408	—59	—1.7
1957-58†	230	3,799	391	11.4

\* Estimate as shown in 1957-58 Budget.

† Budget request.

Los Guilcos School for Girls—Continued

The total expenditures for support of this facility are scheduled to increase \$123,884, or 16.5 percent.

Population at the institution is anticipated to average 230 wards, an increase of 10, or 4.5 percent.

This results in the per capita cost going from \$3,408 to \$3,799, an increase of \$391, or 11.4 percent.

The increase in per capita cost is primarily due to added salary and wage costs of \$74,068 for new positions coupled with a further \$14,650 added cost for salary increases on currently authorized positions. These two latter factors account for 61 percent of the increase in the per capita cost.

Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$69,078. This represents an increase of \$79,818, or 14.8 percent over the total of \$539,260 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

Salary increases on 109.2 established positions.....	\$14,650
A total of 31.9 proposed new positions costing.....	74,068
Estimated salary savings, increase.....	-8,900
Total increase in salaries and wages.....	\$79,818

A total of 109.2 positions are presently authorized. The agency is requesting an additional 31.9 proposed new positions. This represents an increase of 29.2 percent in staff, as compared to a 4.5 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 0.31 additional ward increase in institutional population.

If this ratio of staffing were to be applied to the entire institution, it would result in a total of 741.9 authorized positions.

This is 632.7 or 579 percent more positions than the agency now has. Thus it is apparent that an extension of the present proposal would provide for a substantial enrichment in the present level of service.

The following table reflects the total level of service extended at this facility:

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Average population	Level of service	Increase over prior year	
				Amount	Percent
1947-48.....	43.6	104	745	-110	-12.9
1948-49.....	43.9	113	690	-55	-7.4
1949-50.....	45.7	121	671	-19	-2.8
1950-51.....	45.7	117	694	23	3.4
1951-52.....	50.9	116	779	85	12.2
1952-53.....	75.5	135	993	214	27.5
1953-54.....	79.7	107	1,323	330	33.2
1954-55.....	87.8	120	1,299	-24	-1.8
1955-56.....	91.8	174	928	-371	-28.6
1956-57*.....	109.2	220	882	-46	-4.9
1957-58†.....	141.1	230	1,090	208	23.6

\* Estimated as shown in 1957-58 Budget.

† Budget request.

**Item 69**

**Youth Authority**

**Los Guilucos School for Girls—Continued**

Under the proposed budget request for 1957-58 the level of service will average 1,090 hours per ward.

This is 208 hours, or 23.6 percent, above the level now scheduled for 1956-57.

It is 419 hours, or 62.5 percent, above a former operating level of service of 671 hours, utilized in 1949-50.

The 31.9 proposed new positions are shown by function as follows:

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Administration			
Executive			
1 Intermediate stenographer-clerk -----	\$3,456	233	51
General office			
1 Intermediate typist-clerk -----	3,294	233	53
0.2 Overtime (receptionist-switchboard) ----	710	233	55
Support and subsistence			
Clothing			
1 Group supervisor -----	4,194	234	16
Care and welfare			
Custodial and personal care			
1 Senior group supervisor -----	4,512	235	20
3 Group supervisors -----	12,582	235	21
Education and religion			
1 Supervisor of academic instruction-----	6,672	235	23
2 Youth Authority teachers-----	10,464	235	24
1 Youth Authority teacher (vacation relief) _	5,232	235	26
0.2 Temporary help (teacher vacation relief) _	1,100	235	28
1 Recreation and physical education teacher _	5,232	235	30
Classification and counseling unit			
*1 Parole officer II -----	5,232	235	32
*0.5 Intermediate stenographer-clerk (half-time) -----	1,686	235	34
Special treatment program			
*1 Psychiatrist II (effective June 1, 1958) ----	905	235	37
*1 Supervisor of treatment unit (effective April 1, 1958) -----	1,932	235	39
*2 Clinical psychologist (effective June 1, 1958) -----	1,060	235	41
*5 Case workers (effective June 1, 1958) -----	2,180	235	43
*3 Group workers (effective June 1, 1958) ----	1,245	235	45
*1 Senior typist-clerk (effective April 1, 1958)	975	235	47
*5 Intermediate typist-clerk (effective June 1, 1958) -----	1,405	235	49
31.9	Totals-----	\$74,068	

\* Recommended for deletion.

**Functional and Per Capita Distribution of Salaries and Wages**

<i>Function</i>	<i>1956-57</i>		<i>1957-58</i>		<i>Per capita cost</i>		<i>Increase</i>	
	<i>Amount</i>	<i>Per cent</i>	<i>Amount</i>	<i>Per cent</i>	<i>1956-57</i>	<i>1957-58</i>	<i>Amount</i>	<i>Per cent</i>
Administration	\$69,055		\$77,348	12	\$313	\$336	\$23	7.3
Support and subsistence	32,366		37,398	15.5	147	162	15	10.2
Care and welfare	387,887		456,983	17.8	1,763	1,986	223	12.6
Maintenance and operation of plant	49,952		47,349	-5.2	227	205	-22	-9.7
Totals	\$539,260		\$619,078	14.8	\$2,450	\$2,689	\$239	9.8

## Los Guilucos School for Girls—Continued

5 Case workers (effective June 1, 1958) (Budget page 235, line 43)-----	2,180
3 Group workers (effective June 1, 1958) (Budget page 235, line 45)-----	1,245
1 Senior typist-clerk (effective June 1, 1958) (Budget page 235, line 47)-----	975
5 Intermediate typist-clerk (effective June 1, 1958) (Budget page 235, line 49)-----	1,405
<hr/> 18 Total -----	<hr/> \$9,702

These positions are requested by the agency as part of a group of 39 such positions to initiate a special treatment program at two Youth Authority schools. They are discussed as complement positions in the departmental summary portion of this analysis.

We recommend deletion of the 18 positions requested for the special treatment program, reducing salaries and wages in the amount of \$9,702.

## Operating Expenses

Operating expenses are scheduled at \$184,575 for 1957-58. This is an increase of \$13,730, or 8.0 percent, over the amount of \$170,845 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function			Increase		Per capita cost		Increase	
	1956-57	1957-58	Amount	Per cent	1956-57	1957-58	Amount	Per cent
Administration -	\$11,985	\$15,105	\$3,120	26.0	\$54	\$65	\$11	20.4
Support and subsistence ----	95,055	104,710	9,655	10.2	432	455	23	5.3
Care and welfare -----	21,740	23,955	2,215	10.2	98	104	6	6.1
Maintenance and operation of plant -----	42,065	40,805	-1,260	-3.0	191	177	-14	-7.3
Totals -----	\$170,845	\$184,575	\$13,730	8.0	\$775	\$801	\$26	3.4

The per capita cost for operating expenses is scheduled at \$801 for 1957-58. This is an increase of \$26, or 3.4 percent, over the amount of \$775 estimated for expenditure in 1956-57.

## Equipment

Equipment expenditures are scheduled at \$30,766 for 1957-58. This is an increase of \$25,936 over the amount of \$4,830 estimated for expenditure in 1956-57.

Out of the total of \$30,766 for equipment, the sum of \$9,260 is for replacement items and the further sum of \$21,506 is for additional equipment.

Los Guillucos School for Girls—Continued

The budget as originally submitted by this facility requested \$37,008 for equipment. Modification of this amount after review to \$30,766, a reduction of \$6,242, or 16.9 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time, except for the specific item mentioned below.

*Special treatment program—additional (Budget page 235, line 74) ----- \$11,561*

*In line with our recommendation to delete the positions requested for the special treatment program, we recommend deletion of this item for equipment.*

**Department of Youth Authority  
VENTURA SCHOOL FOR GIRLS**

ITEM 70 of the Budget Bill

Budget page 237  
Budget line No. 7

**FOR SUPPORT OF VENTURA SCHOOL FOR GIRLS FROM THE  
GENERAL FUND**

Amount requested -----	\$759,681
Estimated to be expended in 1956-57 Fiscal Year -----	734,091
<hr/>	
Increase (3.5 percent) -----	\$25,590

**Summary of Increase**

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages -----	\$18,051	—\$3,620	\$21,671	241 9
Operating expense -----	3,790	3,790	—	241 10
Equipment -----	3,749	3,749	—	241 11
<hr/>		<hr/>		
Total increase -----	\$25,590	\$3,919	\$21,671	241 12

**RECOMMENDATIONS**

Amount budgeted -----	\$759,681
Legislative Auditor's recommendation -----	752,763
<hr/>	
Reduction -----	\$6,918

The Ventura School for Girls is the Youth Authority institution for girls in the 15-21-year-old age bracket. The educational program emphasizes vocational training to prepare the girls for employment when they are paroled. The girls are domiciled in seven cottage type dormitories which are equipped with their own food preparation and serving facilities rather than a central facility for this purpose which is utilized at other Youth Authority institutions. Construction of a new institution is in the planning stage and working plans for the new building program will be initiated when funds are allocated for this purpose.

Ventura School for Girls—Continued  
ANALYSIS

The recommended reduction of \$6,918 consists of the following amounts in the category indicated.

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
1 Parole officer II -----	\$5,232	239	73
0.5 Intermediate stenographer-clerk -----	1,686	239	75
1.5 positions, reducing salaries and wages by ----		\$6,918	

After the deletion of the above positions, the agency will still be benefited to the extent of one new position involving an added cost of \$5,232 in salaries and wages.

Per Capita Costs

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1947-48 -----	164	\$2,406	\$642	36.4
1948-49 -----	164	2,685	279	11.6
1949-50 -----	166	2,686	1	0.03
1950-51 -----	181	2,587	-99	-3.7
1951-52 -----	179	2,855	268	10.3
1952-53 -----	174	3,254	399	14.0
1953-54 -----	172	3,746	492	15.1
1954-55 -----	164	3,996	250	6.6
1955-56 -----	174	4,151	155	3.9
1956-57 * -----	175	4,455	304	7.3
1957-58 † -----	175	4,609	154	3.5

\* Estimate as shown in 1957-58 Budget.  
† Budget request.

The total expenditures for support of this facility are scheduled to increase \$27,040, or 3.5 percent.

Population at the institution is anticipated to average 175 wards, which is the same number estimated for the current year.

This results in the per capita cost going from \$4,455 to \$4,609, an increase of \$154, or 3.5 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1957-58 is \$607,548. This represents an increase of \$18,051, or 3.1 percent over the total of \$589,497 scheduled for expenditure in this category during 1956-57.

The following factors influence the change in salary and wage costs:

Salary increases on 112.9 established positions -----	\$11,201
A total of 2.5 proposed new positions costing -----	12,150
Estimated salary savings, increase -----	-5,300
Total increase in salaries and wages -----	\$18,051

A total of 112.9 positions are presently authorized. The agency is requesting an additional 2.5 proposed new positions. This represents an increase of 2.2 percent in staff, with no increase in population at this facility.

The following table reflects the total level of service extended at this facility:

## Ventura School for Girls—Continued

## Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Population	Level of service	Increase over prior year	
				Amount	Percent
1947-48	85.3	164	924	19	2.1
1948-49	90.7	164	982	58	6.3
1949-50	94.7	166	1,013	31	3.1
1950-51	94.5	181	927	-86	-8.5
1951-52	95.3	179	946	19	2.0
1952-53	97.5	174	995	49	5.2
1953-54	102	172	1,053	58	5.8
1954-55	105.3	164	1,140	87	8.3
1955-56	108.3	174	1,102	-38	-3.3
1956-57*	112.7	175	1,144	42	3.8
1957-58†	115.4	175	1,171	27	2.4

\* Estimated as shown in 1957-58 Budget.

† Budget request.

Under the proposed budget request for 1957-58 the level of service will average 1,171 hours per ward.

This is 27 hours, or 2.4 percent, above the level now scheduled for 1956-57.

It is 247 hours, or 26.7 percent, above a former operating level of service of 924 hours, utilized in 1947-48.

The 2.5 proposed new positions are shown by function as follows:

Functions and positions	Amount	Page	Budget Line
Care and welfare			
Education and religion			
1 Youth Authority teacher (vacation and sabbatical leave relief)	\$5,232	239	71
Classification and Counseling Unit			
*1 Parole officer II	5,232	239	73
*0.5 Intermediate stenographer-clerk	1,636	239	75
2.5 Total	\$12,150		

\* Recommended for deletion.

## Functional and Per Capita Distribution of Salaries and Wages

Function	1956-57		1957-58		Per capita cost		Increase	
	Amount	Per cent	Amount	Per cent	1956-57	1957-58	Amount	Per cent
Administration	\$70,508		\$70,867	0.5	\$402	\$404	\$2	0.5
Support and subsistence	69,413		69,671	0.4	396	308	2	0.5
Care and welfare	400,883		418,108	4.3	2,290	2,389	99	4.3
Maintenance and operation of plant	48,693		48,902	0.4	278	279	1	0.4
Totals	\$589,497		\$607,548	3.1	\$3,366	\$3,470	\$104	3.1

The per capita cost for salaries and wages is scheduled at \$3,470 for 1957-58. This is an increase of \$104, or 3.1 percent over the amount of \$3,366 estimated for expenditure in 1956-57.

1 Vocational counselor (Budget page 239, line 62)..... \$5,726  
 1 Intermediate typist-clerk (Budget page 239, line 64)..... 3,795

Ventura School for Girls—Continued

The agency has requested continuation of these two limited-term positions for one year to complete the Vocational Study Project. The purpose of this study is to demonstrate the effectiveness of the services of a vocational counselor at this school. In a meeting with representatives of the Department of Finance and Youth Authority it was agreed that for the purpose of this study referral of new cases to the study will be discontinued when there are 180 cases in the experimental and control group.

The agency, in answer to our inquiry, reported that 176 cases were assigned to the study group and 178 cases to the control group as of December 17, 1956. Of that number 90 cases in the control group and 94 or 52 percent in the study group have been released on parole. The agency anticipated reaching the 180 cases about the first of the current year and have agreed to submit a preliminary report with respect to the progress and trends of the study to this office in February, 1957.

*We recommend the continuance of these positions for one year, subject to the submission of the progress report in February, 1957.*

1 Parole officer II (Budget page 239, line 73)----- \$5,232  
 0.5 Intermediate stenographer-clerk (Budget page 239, line 75) 1,686

These positions are two of 11.5 similar positions requested for six Youth Authority schools. They are discussed as complement positions in the departmental summary of this analysis.

*We recommend deletion of the parole officer II position and the 0.5 intermediate stenographer-clerk position, reducing salary and wages in the amount of \$6,918.*

Operating Expenses

Operating expenses are scheduled at \$144,425 for 1957-58. This is an increase of \$3,790, or 2.7 percent, over the amount of \$140,635 estimated to be expended in the 1956-57 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function			Increase		Per capita cost		Increase	
	1956-57	1957-58	Amount	Per cent	1956-57	1957-58	Amount	Per cent
Administration	\$11,260	\$13,495	\$2,235	19.8	\$64	\$77	\$13	20.3
Support and subsistence	79,960	80,700	740	0.9	456	461	5	1.1
Care and welfare	23,025	22,460	-565	-2.5	131	128	-3	-2.2
Maintenance and operation of plant	26,390	27,770	1,380	5.2	150	158	8	5.3
Totals	\$140,635	\$144,425	\$3,790	2.7	\$801	\$824	\$23	2.9

The per capita cost for operating expenses is scheduled at \$824 for 1957-58. This is an increase of \$23, or 2.9 percent, over the amount of \$801 estimated for expenditure in 1956-57.

There appears to be an error in the budget item of increase in operating expenses, \$3,790 (Budget page 241, line 10). It is noted that in the general analysis (Budget page 237, line 43) the increase in

Ventura School for Girls—Continued

operating expenses is indicated to be \$3,775. The Department of Finance should clarify this difference.

Equipment

Equipment expenditures are scheduled at \$16,098 for 1957-58. This is an increase of \$3,749 over the amount of \$12,349 estimated for expenditure in 1956-57.

Out of the total of \$16,098 for equipment, the sum of \$3,102 is for replacement items and the further sum of \$12,996 is for additional equipment.

The budget as originally submitted by this facility requested \$19,699 for equipment. Modification of this amount after review to \$16,098, a reduction of \$3,601, or 18.2 percent, results in a level of expenditure for the purpose that appears ample to meet agency requirements at this time.

Department of Education

GENERAL ACTIVITIES

ITEM 71 of the Budget Bill

Budget page 243  
Budget line No. 6

FOR SUPPORT OF GENERAL ACTIVITIES FROM THE GENERAL FUND

Amount requested .....	\$3,122,135
Estimated to be expended in 1956-57 Fiscal Year .....	2,899,958
Increase (7.7 percent) .....	\$222,177

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages .....	\$117,832	\$96,942	\$20,890	262 9
Operating expense .....	100,507	90,483	10,024	262 10
Equipment .....	5,577	4,531	1,046	262 11
Less increased reimbursements .....	-1,550	-1,550	---	262 26
Less increased special fund support .....	-189	-189	---	242 55
Total increase .....	\$222,177	\$190,217	\$31,960	

RECOMMENDATIONS

Amount budgeted .....	\$3,122,135
Legislative Auditor's recommendation .....	3,113,543
Reduction .....	\$8,592

Recommended Reductions

Division of Special Schools and Services—Field Rehabilitative Services for Blind

	Amount	Budget Page	Line
2 field representatives for the blind .....	\$8,592	259	75