

**Poultry Improvement Commission—Continued**

In past years, the Poultry Project Testing Fund has received a major portion of its revenue by a transfer from the General Fund, but beginning in 1965-66 the Governor's Budget has discontinued General Fund support for the commission since it is felt that future activities of the commission will benefit primarily the poultry industry and therefore should be supported by it. For this reason, \$75,016 which the General Fund otherwise would contribute in 1965-66 to the commission's support budget is listed as "unidentified reductions." Presumably the commission will attempt to modify its current level of activities in order to operate within the amount budgeted.

**REVIEW OF AGENCY ACCOMPLISHMENTS**

The commission has conducted a number of tests relating to egg and meat production of chickens and turkeys, and it is currently engaged in gene-environment interaction studies to measure the egg-laying performance of different stocks under various commercial ranch conditions. In recent years, the commission has discontinued some testing programs at a savings of approximately \$25,000 annually in feed, salaries, and administrative costs. In 1963-64, personnel requirements were reduced from an authorized level of 14.8 positions to 11.8 positions.

**ANALYSIS AND RECOMMENDATIONS**

*Elimination of General Fund support for the Poultry Improvement Commission is in line with recommendations we have made in the past, and we therefore recommend approval of this item as budgeted.*

**Department of Youth and Adult Corrections Agency**

**YOUTH AND ADULT CORRECTIONS AGENCY ADMINISTRATOR**

ITEM 55 of the Budget Bill

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**FOR SUPPORT OF YOUTH AND ADULT CORRECTIONS AGENCY ADMINISTRATOR FROM THE GENERAL FUND**

Amount requested .....	\$78,162
Estimated to be expended in 1964-65 fiscal year .....	78,859
Decrease (0.9 percent) .....	\$697
<b>TOTAL RECOMMENDED REDUCTION .....</b>	<b>None</b>

**PROGRAM PLANS AND BUDGET**

The Legislature established the position of Agency Administrator by amending the statutes to create this agency in Chapter 2037 of the 1961 session.

The overall responsibility for the direction of the Department of Corrections and the Youth Authority and their respective paroling authorities is vested in the Agency Administrator. In conjunction with the directors of the two departments, the overall policies of the agencies are formulated and implemented with the approval of the administrator.

The 1965-66 budgets of the agencies involved do not present any new programs or marked increases in the present level of service provided at the various facilities operated by these departments.

**Department of Youth and Adult Corrections Agency—Continued**

In the latter part of 1963-64 and for the full year 1964-65, the Legislature authorized a temporary position of a consultant in criminology for this office limited to June 30, 1965. In lieu of the aforementioned temporary position, the position of assistant to the administrator was abolished. However, with the termination of the consultant position in June 1965 the agency now requests the reinstatement of the assistant to the administrator position to provide liaison between the departments and this office and for other related duties which in part were handled by the consultant during his tenure with the administrator. This budget does not reflect the position of assistant to the administrator, prior to the employment of the consultant in criminology, as the position of assistant had not been filled in 1963-64.

We are in accord with the agency's request and believe full utilization of this position should eliminate the staff time of the respective agencies presently utilized in handling assignments for the administrator.

**ANALYSIS AND RECOMMENDATIONS**

The total amount requested for 1965-66 is \$73,162, a decrease of \$697 or 0.9 percent. This decrease can be attributed to the reduction in total salaries and wages with the termination of the consultant position.

*We recommend approval as budgeted.*

**DEPARTMENT OF CORRECTIONS****PROGRAM PLANS AND BUDGET**

In 1944, the Legislature enacted legislation to effectuate a reorganization of the state correctional system. This legislation created the Department of Corrections, the Adult Authority, the Board of Trustees and the Board of Corrections. Subsequently in 1961, the Legislature enacted legislation to establish the Youth and Adult Corrections Agency that also authorized the appointment of an administrator responsible for certain limited direction over this department and the Youth Authority, their related boards and the Narcotic Evaluation Authority.

The protection of society and the rehabilitation of the felon are the primary purposes of the Department of Corrections.

Our present penal system is conducted on the basic premise that, during the period of an offender's incarceration, he will be exposed to certain treatment programs designed to assist the inmate in his rehabilitation.

Programs designed for correction of offenders in California institutions include group counseling, psychotherapy, vocational and educational training, recreation and religious instruction. Program emphasis varies among facilities depending primarily on the age and custody status (maximum to minimum security) of the inmates confined at the facility.

The total requested appropriation for support of this department in 1965-66 is \$72,642,725. This is \$4,203,409 or 6.1 percent more than the amount now estimated to be expended in 1964-65.

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Corrections

Department of Corrections—Continued

Total inmate population is estimated to increase 1,215 inmates or 4.6 percent over the 26,470 inmates now estimated as the average daily inmate population for 1964-65. This will result in the per capita cost of \$2,585 in 1964-65 increasing to \$2,624 in 1965-66, an increase of 1.5 percent as reflected in the following table:

Department of Corrections—Consolidated per Capita Costs

Fiscal year	Total expenditures	Total average population	Consolidated per capita cost	Increase over prior year	
				Amount	Percent
1956-57	\$26,085,865	15,677	1,664	112	7.2
1957-58	29,278,885	17,012	1,721	-57	-3.4
1958-59	31,928,106	18,964	1,684	-37	-2.2
1959-60	34,708,340	19,496	1,780	96	5.7
1960-61	40,682,198	21,750	1,870	90	5.1
1961-62	46,268,576	23,696	1,953	83	4.4
1962-63	53,959,812	24,157	2,234	281	14.4
1963-64	61,110,427	26,177	2,334	100	4.5
1964-65 *	68,439,316	26,470	2,585	251	10.7
1965-66 †	72,642,725	27,685	2,624	39	1.5

\* Estimated as shown in 1965-66 budget.  
 † Budget request.

This department has established certain programs to carry out the objectives of the agency. These programs are administration, care and welfare, plant operations, camp operations, California Rehabilitation Center, parole and community services, term setting and paroling. In order to identify and project the number of positions and cost of each program and the respective subactivities under each program, we set forth this information in the following section of the analysis.

1. Administration

The overall responsibility for the operation of this department is vested in the director and his immediate staff. To implement his authority, the statutes established the Adult Authority of seven members and the Board of Trustees of five members appointed by the Governor to fix terms and to grant and revoke paroles for adult male and female felons under the present California Indeterminate Sentence Law. The Governor also appoints a Correctional Industries Commission of six members to review and recommend various work programs whereby inmate labor can be utilized in meaningful productive work. Correctional Industries presently conducts farming and dairy operations at various facilities throughout the state as well as industrial operations consisting of the manufacture of furniture, bedding, clothing and paper products, the preparation of tobacco products and laundry and dry cleaning services.

The agency is requesting an increased expenditure of \$46,713 in 1965-66 to carry on administrative functions in the following categories:

(a) Executive	Positions	Expenditure
Actual 1963-64	82.8	\$990,855
Authorized 1964-65	95.0	1,179,346
Proposed 1965-66	94.0	1,197,569

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**Department of Corrections—Continued**

The agency proposes to devote 94 man-years of time in 1965-66 for the managerial personnel located in the central office and at the various facilities throughout the state to carry out departmental policies and programs designed to protect society from the depredations of the inmate and to assist him in his rehabilitation.

<b>(b) Business Services</b>	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 -----	226.9	\$2,268,025
Authorized 1964-65 -----	223.0	2,351,834
Proposed 1965-66 -----	218.0	2,355,173

The agency proposes to devote 218 man-years of time in 1965-66 to carry on the department's budgeting, accounting, personnel management, food administration, overall maintenance of physical facilities, planning future construction and to provide the liaison between the department and the service agencies of the state, namely the Department of Finance and the Department of General Services.

The agency also serves as the clearinghouse for the director in handling all legislative inquiries regarding the operation of this department.

<b>(c) Research-Statistics</b>	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 -----	32.2	\$283,380
Authorized 1964-65 -----	32.0	308,290
Proposed 1965-66 -----	33.0	333,441

The agency proposes to devote 33 man-years in 1965-66 to carry on the activities of this program. The personnel has a continuing responsibility to provide institutional and paroling authorities with comprehensive data about inmates' characteristics and evaluations of their parole performance. This unit also initiates and implements evaluations of departmental treatment programs such as group counseling, narcotic use, control and treatment, and experimental and control parole studies. It is essential in the conduct of this operation to provide meaningful population statistics and projections to management and to the Legislature along with definitive reports on the results achieved by the various research projects undertaken by the department.

**2. Care and Welfare**

The first objective and major responsibility of this department is to keep the inmates committed to it securely under control. However, with the increasing emphasis on the rehabilitation of the individual felon, additional services have been provided to implement the overall program in the various institutions, conservation centers and camps to try to eliminate physical and mental deficiencies of the inmates that can be identified and treated. This improvement in the overall level of service has been authorized by the Legislature with the assurance that it will ultimately be reflected in a greater number of inmates being released to parole and subsequently discharged from the jurisdiction of the department.

In 1965-66, the department will utilize 3,843.7 man-years of staff time in its care and welfare operations.

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**Corrections**

**Department of Corrections—Continued**

The following portion of the analysis is devoted to the various institutional activities setting forth the number of positions and annual cost of each activity related to the care, training and treatment of the inmates.

<b>(a) Reception-Diagnosis</b>	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 -----	126.3	\$1,054,523
Authorized 1964-65 -----	138.5	1,246,922
Proposed 1965-66 -----	144.2	1,320,576

All commitments to the department are first received at one of four reception-guidance centers operated by the department. There is one center in southern California located on a site adjacent to the Institution for Men near Chino and one located adjacent to the Institution for Women near Corona. In northern California one center is located and operated as a unit that is an integral part of the California Medical Facility near Vacaville. The fourth reception center is conducted for older Youth Authority wards with felony convictions in a separate wing of the Deuel Vocational Institution near Tracy.

During the initial five weeks in the reception center, the inmate receives a complete medical and dental examination. A variety of tests are also administered, including IQ, educational achievement, vocational aptitude and personality tests. His social and criminal history is compiled and evaluated and on the basis of staff findings the inmate is then recommended for transfer to a facility with a program compatible to his custody status, his ability and intelligence.

<b>(b) Custody</b>	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 -----	2,416.2	\$16,681,021
Authorized 1964-65 -----	2,452.9	17,742,243
Proposed 1965-66 -----	2,429.2	18,003,547

The custodial personnel of the department has the primary responsibility for the control of inmates in all areas of the operation to assure the continued protection of the public. The present diversified correctional system with special and general types of training and treatment for different types of inmates poses a continuing problem for custodial administrators to utilize their staff to the best advantage in order to maintain control of the inmate population.

<b>(c) Feeding</b>	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 -----	98.9	\$6,416,445
Authorized 1964-65 -----	103.2	6,272,105
Proposed 1965-66 -----	102.7	6,243,677

The feeding of inmates is one of the most important functions in the department. The personnel involved are responsible for the coordination and direction of all ordering of supplies, equipment, food production, distribution and food service at all facilities operated by this department. In addition to the 102.7 man-years of civil service employees' time devoted to this operation, a substantial number of inmates at each facility participate in the preparation and food service program.

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**Department of Corrections—Continued**

(d) Clothing	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 .....	19.9	\$1,474,573
Authorized 1964-65 .....	18.9	1,552,540
Proposed 1965-66 .....	18.9	1,496,864

The clothing issue to each inmate is initiated when he is received at the reception center and is predicated on his initial needs while he is in the reception center. When the inmate is transferred to a facility, he receives his basic complement of clothing, underwear, shoes and all necessary accessories. The clothing ration is predicated on usage and the experience of the facility. No replacements are issued unless the inmate produces the worn-out item and any wanton destruction of apparel by an inmate is subject to review by the disciplinary committee of the facility. In addition to the clothing complement provided to all inmates when they are received, a complement of dress clothing, shoes and accessories is provided when inmates are released to parole or discharged.

(e) Medical	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 .....	198.2	\$2,444,149
Authorized 1964-65 .....	210.4	2,658,130
Proposed 1965-66 .....	205.5	2,649,385

The hospital facilities maintained at each institution are provided with all equipment and services necessary to handle virtually any medical or surgical problem that may occur. In the event the case presents unusual complications, unless it is an extreme emergency, the inmate patient is transferred to the San Quentin hospital due to the availability of medical and surgical specialists in the bay area.

(f) Dental	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 .....	39.4	\$684,344
Authorized 1964-65 .....	44.0	763,027
Proposed 1965-66 .....	44.0	776,002

The present dental program provides for every inmate to receive a complete examination during the period he is being processed through the reception center. The dental staff at the reception center clinics generally complete the remedial dentistry on an inmate while he is domiciled at the center. Dentures or partial bridges are also provided when needed. In fact, we observed one case where the entire upper and lower plates were built to conform to a jaw deformity. Subsequent dental maintenance is provided by the dental staff that has been authorized at each facility operated by the department.

(g) Classification-Casework	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 .....	318.1	\$2,348,678
Authorized 1964-65 .....	312.7	2,364,362
Proposed 1965-66 .....	288.0	2,260,357

A staff of correctional counselors is provided at each institution trained to deal intensively with inmates on their social and related problems and maintain the documentation and progress reports on each inmate case assigned to them on the basis of the presently authorized

## Department of Corrections—Continued

staffing formula. The record officer and his staff are included in this activity as they are responsible for all inmates' files and the maintenance of these records on a current basis. The inmates' records may be subject to review at any time by the classification or disciplinary committee of the facility. The classification counselor is also responsible for the preparation of summary reports on an inmate's performance to the Adult Authority when they have scheduled a case for review and decision as to the possibility of granting parole to an inmate.

(h) Education	Positions	Expenditure
Actual 1963-64	168.5	\$3,092,925
Academic	38.7	1,476,015
Vocational	129.8	1,616,910
Authorized 1964-65	171.6	3,258,056
Academic	40.5	1,569,669
Vocational	131.1	1,688,387
Proposed 1965-66	170.7	3,342,225
Academic	40.5	1,636,394
Vocational	130.2	1,705,831

A comprehensive educational and vocational training program has been developed by the department to provide inmates the opportunity to improve educational deficiencies and also to develop good work habits.

The vocational program encompasses a wide range of trades in which an inmate may receive training based on his educational background and aptitude for a particular trade.

The positions indicated in the above table are the complement of teacher and vocational instructors and full-time educational administrators presently authorized by the Legislature. In addition to this personnel, the inmate also receives one-the-job training in various trades by personnel employed to maintain the facilities operated by this department.

(i) Group Counseling	Positions	Expenditure
Actual 1963-64		
Total	703.1	\$388,540
Full time	13.1	120,027
Part time	690.0	296,421
Authorized 1964-65		
Total	704.1	416,448
Full time	14.1	129,339
Part time	690.0	287,109
Proposed 1965-66		
Total	760.1	452,112
Full time	15.1	138,375
Part time	745.0	313,737

This program is conducted at all facilities by trained counselors and personnel from various disciplines of the facility meeting with the inmates on an informal basis in groups of varying size to discuss problems of importance to the inmate. These discussions may be devoted to relationships in the group, family problems, problems of pilfering and informing or clarification of some department policies affecting inmates. The group counseling sessions are conducted for, at the minimum, one

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hour, one day per week to a high of four one-hour sessions per week. The foregoing table indicates the large number of departmental employees that participate as moderators during the group session and perform other functions for the remainder of the work week.

(j) Adjustment Centers	Positions	Expenditure
Actual 1963-64 -----	21.7	\$206,909
Authorized 1964-65 -----	22.6	219,563
Proposed 1965-66 -----	22.5	222,738

The adjustment centers were established at four institutions, Folsom, San Quentin, Deuel Vocational Institution and the Correctional Training Facility at Soledad, to provide a maximum custody unit with a professional staff of counselors to work and carry on the treatment program with the most troublesome and violence-prone inmates.

The staff indicated in the foregoing table represent the correctional counselor and related professional positions assigned to these units and does not include the custodial personnel who are assigned to these units.

(k) Psychiatric Service	Positions	Expenditure
Actual 1963-64 -----	17.2	\$225,449
Authorized 1964-65 -----	28.4	384,840
Proposed 1965-66 -----	29.2	424,164

Psychiatric service is provided to all facilities. However, the major psychiatric program is conducted at the Medical Facility near Vacaville.

This program was expanded in recent years to provide psychiatric service on an out-patient basis to parolees who in the judgment of the staff needed this treatment.

The professional staff is also required to provide all mandatory and requested psychiatric evaluations to the Adult Authority to assist them in reaching a decision on specific cases.

(l) Religion	Positions	Expenditure
Actual 1963-64 -----	24.8	\$260,792
Authorized 1964-65 -----	24.9	272,139
Proposed 1965-66 -----	25.0	273,190

All facilities operated by the department are staffed with chaplains who provide regular services in the Protestant, Catholic and Jewish faiths. The institutions also arrange for inmates to obtain counseling from ministers representing certain other faiths, namely Seventh Day Adventist, Latter Day Saints and Christian Science.

The full-time chaplains indicated in the above table also prepare interview reports for the Adult Authority on inmates and their relatives who request their counsel.

(m) Recreation	Positions	Expenditure
Actual 1963-64 -----	14.6	\$185,100
Authorized 1964-65 -----	15.8	200,906
Proposed 1965-66 -----	15.6	205,882

## Department of Corrections—Continued

The department conducts an extensive recreational program to encourage spectators and inmate participation at all facilities commensurate with the average age and physical abilities of the inmate population.

The program activities are planned and initiated by a qualified recreation director responsible for the overall function.

(n) Inmate Welfare	Positions	Expenditure
Actual 1963-64	41.3	\$2,320,433
Authorized 1964-65	46.7	2,465,739
Proposed 1965-66	46.8	2,557,554

The Inmate Welfare Fund was established under the provisions of Section 5006 of the Penal Code as a trust fund held in the State Treasury and administered for the benefit, education and welfare of inmates in institutions under the jurisdiction of the Department of Corrections.

The personnel devoting full time to inmate welfare activities are utilized in the operation of the inmate canteens that are available at all facilities. Teachers are also employed to instruct inmates in leather, wood and metalwork. The inmates use material they purchase to make various items that, when finished, are placed on sale in the institution's hobby shop.

(o) Correctional Industries	Positions	Expenditure
Actual 1963-64	253.6	\$8,904,925
Authorized 1964-65	284.7	9,893,914
Proposed 1965-66	285.3	10,438,225

The Correctional Industries program will provide training and a constructive work outlet for 3,551 inmates in 8 facilities operated by the department in 1964-65.

The Correctional Industries Commission appointed by the Governor recommends industrial and agricultural enterprises in which the industry may engage to eliminate idleness and provide meaningful work and training. However, no industries can be initiated until the commission has held a public hearing and approved the project.

The inmate workers are paid at an incentive rate authorized by the Legislature and set forth in the Penal Code from a minimum of \$3 per month to a maximum of \$24 per month for those inmates with special skills.

The average annual pay per inmate in this program in 1964-65 was \$106. These earnings are credited to the inmate's trust account and may be used by him up to an establishment maximum for canteen purchases. Our report on the financial operations of this agency is submitted in a following section of this analysis.

## 3. Housekeeping—Plant Operations

	Positions	Expenditure
Actual 1963-64	248.3	\$5,059,258
Authorized 1964-65	238.0	5,546,390
Proposed 1965-66	237.5	5,655,318

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**Department of Corrections—Continued**

The personnel assigned to this operation are responsible for the overall maintenance and repairs to equipment and physical facilities operated by the department. This operation encompasses special repairs, preventive maintenance and providing necessary light, heat power and water to all institutions.

In addition to the civil service personnel engaged in this function, inmates are also trained and provide a reserve of manpower essential to the present operating procedures of the respective institutions.

**Conservation Center—Camp Operation**

	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 -----	620.4	\$7,300,456
Authorized 1964-65 -----	795.4	8,857,884
Proposed 1965-66 -----	970.8	11,387,130

The conservation camp program has been an ongoing program for years. However, the opening of the new conservation center near Susanville in November 1962 established a new concept of training inmates for the camp program. In 1965-66 the department anticipates opening the third new conservation center and will be required to train and provide manpower for 40 conservation camps that will be in operation under state and federal forest service supervision.

The following table reflects the projected population increase over 1963-64:

	<i>Population</i>		
	<i>Actual 1963-64</i>	<i>Estimated 1964-65</i>	<i>Estimated 1965-66</i>
Conservation centers -----	1,429	1,826	2,335
Camps -----	2,064	2,200	2,640
Total -----	3,493	4,026	4,975

**4. California Rehabilitation Center**

	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 -----	415.0	\$4,687,604
Authorized 1964-65 -----	510.4	5,965,754
Proposed 1965-66 -----	538.5	5,811,617

This facility was established as a result of legislation enacted in 1961 to provide a new program to treat narcotic addicts. This program separates the nonfelon addicts, male and female, from those committed to the department on felony convictions. The program also provides for extensive research into the causes, effects and possible cures of drug addiction that will be conducted by a professional staff authorized for this function. All nonfelon addicts are sent to this institution on a civil commitment to participate in a compulsory treatment program that retains these addicts in this facility on an average of 10 months. All cases are reviewed by the new Narcotics Evaluation Board created by the legislation and appointed by the Governor to evaluate staff recommendations and, if they deem it desirable, to release the addict to parole. If paroled, the addict must participate in the mandatory after-care program which provides for weekly Nalline testing to ascertain if the individual is abstaining from narcotics. The department now estimates this facility will be filled to capacity in 1965-66.

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**Department of Corrections—Continued**

**5. Parole and Community Services**

	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 .....	413.2	\$4,223,908
Authorized 1964-65 .....	643.1	6,068,960
Proposed 1965-66 .....	691.1	7,432,934

This is one of the major functions of the department encompassing all aspects of parole and the related services established in recent years to assist parolees, namely halfway houses, out-patient psychiatric attention and Nalline testing for narcotics addicts. In 1965-66 the new work unit plan authorized by the Legislature in 1964 to provide a reduced caseload ratio for parole agents handling parolee's classified violence prone, narcotic and special security cases will be in operation and the department will be evaluating the initial results of this program in order to report the findings to the Legislature in 1966.

The table above indicates 691 man-years will be devoted to this function in 1965-66, an increase of 278 man-years or 67.3 percent over 1963-64.

The following table reflects the estimated average daily caseload for the various categories of parolees that will be under the jurisdiction of this division in 1965-66.

	<i>Actual 1963-64</i>	<i>Estimated 1964-65</i>	<i>Estimated 1965-66</i>
Adult male felon .....	10,170	11,218	12,140
Adult female felon .....	1,093	1,107	1,112
Adult male nonfelon addict .....	415	713	1,207
Adult female nonfelon addict .....	113	146	189
<b>Totals</b> .....	<b>11,791</b>	<b>13,184</b>	<b>14,648</b>

**6. Adult Authority**

	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 .....	30.1	\$472,483
Authorized 1964-65 .....	28.6	502,205
Proposed 1965-66 .....	30.6	524,540

The Adult Authority, composed of seven members appointed by the Governor, is the term-fixing and parole-granting agency for all adult male felons. The members with a complement of eight civil service hearing representatives organize into panels and meet regularly to conduct hearings at each of the state correctional facilities for the purpose of fixing terms, granting or revoking paroles and restoring certain civil rights to inmates.

**7. Board of Trustees**

	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 .....	1.4	\$83,194
Authorized 1964-65 .....	2.0	82,364
Proposed 1965-66 .....	2.0	84,597

This board of five members, three of whom must be women, is appointed by the Governor and is responsible for setting the terms of adult female felons and granting or revoking their paroles.

It meets regularly at the Institution for Women to review individual cases and general policies affecting the operation of this facility. This

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is a nonsalaried board that is presently reimbursed on a per diem basis of \$50 per day not to exceed 10 meeting days per month.

REVIEW OF AGENCY ACCOMPLISHMENTS

In the preceding portion of this analysis, we have described the major programs and related activities of this department. This department is consistently striving to improve all aspects of its institutional and parole programs, not only to insure the protection of society but also to better prepare inmates for the day when they are paroled or discharged.

When an inmate is committed to this department, on the average he will be incarcerated for a period from 27 to 30 months. In this period of time, he will be exposed to many disciplines and participate in various program activities, all designed with the intent of assisting the inmate toward the agency's ultimate goal of rehabilitating the individual.

In the foregoing section of the analysis, Care and Welfare, subsections (a) through (o) are all related insofar as the specific function is concerned to the treatment program of the institution. No specific means has been devised to measure the effect the program may have on an individual inmate. Therefore, to ascertain what impact the overall institutional program may have had on the inmates necessitates considering the performance of the entire population in each facility with a year-to-year comparison of incident reports being utilized as the criterion.

The major incidents in all facilities are compiled and the number related to the rate per 100 of the average institutional population. The following table reflects the low and high rate of major incidents and the rate for all facilities for the years 1961 through 1963.

Year	Major Incidents		
	Rate per 100	Average Daily Population	
	Low	High	All facilities
1961	0.20	2.40	1.48
1962	0.18	1.70	1.20
1963	0.84	1.91	1.38

The foregoing table indicates there was no appreciable change in major incidents since there is only a difference of 0.28 in the rate for all facilities in a three-year period. However, another factor that must be considered is the amount spent for temporary help that can be related to escapes and emergencies. In 1962-63 the department expended \$78,020 for temporary help, escapes and emergencies. In 1963-64 the department spent \$191,046 for this same purpose, an increase of \$113,026 or 144.8 percent. There was an increase in this category of expense in 11 institutions and a decrease in this expense at only 2 institutions. Insofar as the inmates' institutional performance is concerned, there is no indication of improvement. In fact, when we consider that there were only a total of 18 attempted escapes from all facilities in 1963, then it would appear that internal inmate unrest was prevalent at most facilities in 1963-64.

## Department of Corrections—Continued

## Parole and Community Services

What effect have the various treatment programs proposed by the department and authorized by the Legislature had on the inmates committed to this agency? Every year during the past 20 years, institutional and parole programs have been refined, implemented or discontinued on the basis of additional knowledge or information acquired by departmental personnel in conducting the overall operations of this agency.

In recent years certain criteria were developed by the research division of the agency to enable it to predict with a reasonable degree of accuracy the anticipated parole performance of certain types of inmates predicated on an inmate score achieved on the base expectancy scale that is now applied to all commitments to this department. This base expectancy score on each inmate is a valuable tool for diagnostic and treatment personnel. However, we recognize that no precise measurement is yet available to predict human behavior of all men in free society. In order to provide the Legislature with some specific information on the performance of inmates when they are released to parole, we have used the following index, since it represents one measurement of performance available to us that reflects the impact the institutional program had on inmates that were released to parole in 1958 and for each subsequent year through 1963.

Male Felon Parolees Returned to Prison  
(Cumulative Percentage)

	1958	1959	1960	1961	1962	1963
Total number paroled.....	3,739	5,751	4,871	5,689	7,454	5,821
Parolees returned WITHOUT new commitment						
Year of parole .....	5.2	4.1	5.7	4.9	7.0	9.0
First year after parole.....	14.7	14.2	19.2	18.3	22.2	-
Second year after parole.....	18.9	21.7	24.6	26.1	-	-
Parolees returned WITH new commitment						
Year of parole .....	5.0	3.7	4.9	3.8	5.0	3.4
First year after parole.....	14.8	13.9	14.3	13.0	14.0	-
Second year after parole.....	19.1	18.4	18.0	16.7	-	-
With new commitment after discharge from parole						
First year after discharge.....	0.2	0.2	0.1	0.1	0.1	-
Second year after discharge.....	1.3	1.2	0.8	0.7	-	-
Total returned to prison						
Year of parole.....	10.2	7.8	10.6	8.7	12.0	12.4
First year after parole.....	29.7	28.3	33.6	31.4	36.3	-
Second year after parole.....	39.3	41.3	43.4	43.5	-	-

Source: Department of Corrections, Research Division, statistical section, March 1964

The foregoing table is set forth on a cohort basis. This method reflects the parole performance for each year's parole releases and reports the percentage of these inmates that had to be returned to prison. It is noted that the percentage trend of revocation of parole is increasing despite the increase in treatment services that has been provided to this department in recent years.

While the department can cite many individual cases of rehabilitation, we believe it is apparent from the foregoing data that the treat-

## Department of Corrections—Continued

ment program of the agency has had no general appreciable effect on the criminal group committed to this department.

## (h) Education

In 1963-64 the total cost of the academic and vocational programs (including salaries and wages, academic contractual agreements and operating expense) was \$3,092,925. On the basis of the total penal population on June 30, 1964 of 27,055 inmates, this amounts to \$114 per capita.

The 1963-64 fiscal year cost per ADA based on a total of 14,179 ADA in academic and vocational programs amounts to \$218. The total average monthly enrollment in academic school programs in all institutions was 8,780 in 1963-64. During the fiscal year, the department granted elementary school diplomas to 1,165 inmates and granted high school diplomas to 517.

## Remedial Education and Related Training for Illiterate Felons

Certain inmates committed to this department are classified as illiterates. This analysis will present some preliminary findings on the academic achievement of this class of inmate that presents a special problem, not only during his period of incarceration but particularly when he is released on parole due to his limited job placement potential.

A request was submitted to the department for certain specific information regarding its educational program for illiterates, the extent of their participation in educational classes and the results achieved by the agency with this type of inmate.

We were informed that all inmates were tested and classified for scholastic achievement when they were processed through the reception-guidance centers of the agency. At this time, any inmate who tests under fifth-grade level (4.4 to be exact) is classified as illiterate. On January 1, 1964 the total male felon population was 22,204. Of this total, 1,864 or 8.4 percent were classified as illiterate. Of the 1,864, only 643 or 34.4 percent were enrolled in educational classes on January 1, 1964.

The agency's problem is its present inability to provide any specific information as to the program activities of the 1,221 illiterate inmates who were not enrolled in any educational classes. Furthermore, at this time the agency has no established procedure to evaluate the progress achieved by the illiterates or any other inmates enrolled in educational classes when they are released to parole status.

As a result of our inquiry and subsequent discussions with officials in the department, this deficiency will be corrected and certain statistics will be developed in the future that will reflect an inmate's overall educational progress prior to his release on parole.

In order to obtain some definitive information on the educational progress of illiterates, the agency reviewed all parole releases for the first six months of 1964. From this group, they screened all parolees who had been classified as illiterate when they were initially classified at the reception-guidance center of the agency. A total of 162 parolees of the total January through June 1964 parole releases were identified as illiterates.

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Department of Corrections—Continued

The following tables reflect the academic achievement of the 162 former inmates who were paroled between January and June who had been classified illiterate when they first were received at the reception-guidance center.

Scholastic Achievement by Selected Characteristics of Male Felons Under 5th Grade at Admission (Classified as Illiterates) Paroled January-June 1964

	RGC tested grade level *							
	Total		0-2nd		3rd		4th	
	No.	Percent	No.	Percent	No.	Percent	No.	Percent
Total parolees	162	---	36	22.2	39	24.0	87	53.7
Records not available †	13	---	3	---	1	---	9	---
Total records available	149	100.0	33	22.1	38	25.5	78	52.4
No participation	43	28.9	8	---	5	---	30	---
Some participation	106	71.1	25	---	33	---	48	---
Some participation—								
grade advanced during institutional stay	106	100.0	25	100.0	33	100.0	48	100.0
0 (under ½ grade)	25	23.6	4	16.0	8	24.2	13	27.1
1 grade	21	19.8	3	12.0	6	18.2	12	25.0
2 grades	20	18.9	5	20.0	6	18.2	9	18.7
3 grades	18	17.0	5	20.0	6	18.2	7	14.6
4 grades	13	12.3	4	16.0	5	15.2	4	8.3
5 grades	4	3.8	1	4.0	1	3.0	2	4.2
6 grades	1	0.9	---	---	1	3.0	---	---
7 grades	1	0.9	1	4.0	---	---	---	---
8 grades	2	1.9	1	4.0	---	---	1	2.1
9 grades and over	1	0.9	1	4.0	---	---	---	---

\* Test given when inmate is received at the reception-guidance center.

† Records not available for parolees whose files are en route between parole districts and from institution of release to parole district.

In the above table, academic performance is related to the grade level of the inmate when he was tested at the reception-guidance center. Of the 149 inmates on whom records were available, it should be noted 43 or 28.9 percent did not participate in any academic program during their period of incarceration. It is also apparent that inmates who were classified at the fourth-grade level had the lowest academic participation rate.

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Department of Corrections—Continued

Scholastic Achievement by Selected Characteristics of Male Felons Under 5th Grade at Admission (Classified as Illiterates)

Paroled January-June 1964

	<i>RGC—mental status—I.Q. Test*</i>							
	<i>Total</i>		<i>Under 90</i>		<i>90-119</i>		<i>120 and over</i>	
	<i>No.</i>	<i>Percent</i>	<i>No.</i>	<i>Percent</i>	<i>No.</i>	<i>Percent</i>	<i>No.</i>	<i>Percent</i>
Total parolees	162	--	93	57.4	69	42.6	None	
Records not available	13	--	6	--	7	--	--	
Total records available	149	100.0	87	--	62	--	--	
No participation	43	--	20	--	23	--	--	
Some participation—grade advanced during institutional stay	106	100.0	67	100.0	39	100.0	--	
0 (under ½ grade)	25	--	17	25.4	8	20.6	--	
1 grade	21	--	14	20.9	7	17.9	--	
2 grades	20	--	14	20.9	6	15.4	--	
3 grades	18	--	10	14.9	8	20.5	--	
4 grades	13	--	8	11.9	5	12.8	--	
5 grades	4	--	2	3.0	2	5.1	--	
6 grades	1	--	1	1.5	--	--	--	
7 grades	1	--	1	1.5	--	--	--	
8 grades	2	--	--	--	2	5.1	--	
9 grades and over	1	--	--	--	1	2.6	--	

\* Test given when inmate is received at the reception-guidance center.

† Records not available for parolees whose files are en route between parole districts and from institution of release to parole district.

In the above table, academic performance is related to the I.Q. test results of the inmate when he was being processed through the reception-guidance center. The information as tabulated indicates the inmates with the high I.Q.'s also achieve the greatest progress in the academic program.

Scholastic Achievement by Selected Characteristics of Male Felons Under 5th Grade at Admission (Classified as Illiterates)

Paroled January-June 1964

	<i>Age as of December 31, 1963</i>							
	<i>Total</i>		<i>Under 30</i>		<i>30-49</i>		<i>50 and over</i>	
	<i>No.</i>	<i>Percent</i>	<i>No.</i>	<i>Percent</i>	<i>No.</i>	<i>Percent</i>	<i>No.</i>	<i>Percent</i>
Total parolees	162	--	56	34.6	80	49.4	26	16.0
Records not available †	13	--	3	--	7	--	3	--
Total records available	149	100.0	53	--	73	--	23	--
No participation	43	--	6	--	23	--	14	--
Some participation—grade advanced during institutional stay	106	100.0	47	100.0	50	100.0	9	100.0
0 (under ½ grade)	25	23.6	11	23.4	11	22.0	3	33.4
1 grade	21	19.8	12	25.5	7	14.0	2	22.2
2 grades	20	18.9	7	14.9	11	22.0	2	22.2
3 grades	18	17.0	8	17.0	9	18.0	1	11.1
4 grades	13	12.3	7	14.9	5	10.0	1	11.1
5 grades	4	3.8	2	4.3	2	4.0	--	--
6 grades	1	0.9	--	--	1	2.0	--	--
7 grades	1	0.9	--	--	1	2.0	--	--
8 grades	2	1.9	--	--	2	4.0	--	--
9 grades and over	1	0.9	--	--	1	2.0	--	--

† Records not available for parolees whose files are en route between parole districts and from institution of release to parole district.

## Department of Corrections—Continued

In the above table, academic performance is related to age and grade advancement is tabulated in three age brackets. It is noted that the age range from 30 to 49 years achieved the greatest grade advancement of the three groups presented in the table.

We submitted certain questions to the agency that could not be answered at this time.

1. What percentage of the illiterate group could be classified as being mentally incapable of participating in an educational program? (No current statistics available.)

2. The median institutional stay or "in" time for first parolees is approximately 30 months. This is a variable that is dependent upon Adult Authority policy. However, no "in" time was obtained for the illiterate sample reported in the above tables. We were informed this "in" time could range from 30 months to five years for this group.

We were also informed that if an inmate has no physical limitations and he is in the illiterate group, he is generally assigned to some phase of the food service (dishwasher, cleanup crew, etc.) or the janitorial program in the institution. However, certain inmates who were tested and classified as illiterate have acquired a high degree of efficiency in certain vocations. The agency utilizes these talents by assigning these inmates to appropriate work assignments.

After our recent discussions with department officials, we are confident that the agency will now proceed to develop some meaningful statistics related to its educational program with particular emphasis on evaluating the effect an inmate's educational progress may have on his subsequent parole performance, and to give increased emphasis to reducing the number of felons who receive no education while committed, even though overcoming illiteracy may be a principal factor in rehabilitation.

(i) Group Counseling

The department submitted information that indicated approximately 12,000 inmates or 45.3 percent of the total population participate in weekly group counseling sessions. The agency estimates the employees who participate in this activity as moderators devote 1.5 hours per week to this function. In 1963-64, on the basis of the foregoing information, approximately 77,532 man-hours of staff time was utilized in group counseling.

The departmental administrators have stated that this program attempts to reduce inmate tensions, encourage participation in other program activities and improve parole performance when the inmates are released from the institution. The research division in a series of evaluations in retrospect involving inmates exposed to group counseling from 1957 to 1959 at one facility and from 1958 to 1961 at another facility developed one significant finding that "Men who had a stable group counseling experience of over one year with one leader generally did much better on parole than those who had unstable group counseling". On the basis of this finding, when we relate it to the present departmental procedure of initiating inmate inter-institutional transfers for approximately 25 percent of the total population in a

**Corrections**

**Item 55**

**Department of Corrections—Continued**

year as they did in 1963-64, we raise a question as to how they can achieve stable group counseling under one leader.

*We therefore recommend that the department utilize all means at its disposal to provide more stabilized group counseling in the various facilities and develop additional data on the stabilized groups' parole performance.*

**(o) Correctional Industries**

We have previously stated that 3,551 inmates will be employed in this operation during 1964-65.

The major industries operated at various facilities include clothing factories, furniture factories, a cotton textile mill, a cannery and a shoe factory. The agricultural enterprises include five dairy operations and three hog ranches.

The following table reflects the total sales, operating expense and net profit achieved by the agency in conducting this operation.

	1962	1963
Total sales -----	\$11,880,082	\$9,656,818
Total expense -----	-10,356,287	-8,901,114
<hr/>		
Total operating profit -----	\$1,523,795	\$755,704
Miscellaneous income -----	145,305	51,406
Surplus inventory adjustments -----	-134,670	-35,639
<hr/>		
	\$1,534,430	\$771,511

The foregoing table indicates a reduction in net profit of \$762,919 or 49.7 percent in 1963. This decrease can be attributed in part to the loss of revenue of \$702,527 for license plate production that the agency earned in 1962. It is also noted that the five dairies produced an operating profit of \$410,160 in 1962 and \$426,627 in 1963 or 55.3 of the total profit obtained by the agency.

**CALIFORNIA REHABILITATION CENTER**

This facility began receiving inmates in January 1963 and the initial buildup in population did not achieve the population projections of the agency. This was due in part to certain court decisions that generated a deluge of writs being filed by the nonfelon addicts. During 1963-64, 507 patients at this facility were released to court as a result of filing writs. This represented 44 percent of the 1,150 average daily population of this facility in 1963-64. However, the impact of this situation has subsided and the department anticipates an average daily population of 1,950 in 1965-66.

The nonfelon parole performance is being studied by research personnel and definitive evaluations will be presented to the Legislature in 1966. The following initial parole information indicates that a good number of the addicts exposed to this program are still abstaining from drugs and maintaining their parole status.

**Item 55****Corrections****California Rehabilitation Center—Continued**

On parole June 30, 1963 .....	269
Released to parole July 1, 1963 through June 30, 1964 .....	661
<b>Total paroled</b> .....	<b>930</b>
Addict parolees returned to institution .....	275
Addict parolees on suspension .....	60
<b>Total</b> .....	<b>335 (36 percent of total paroled)</b>

On the basis of the foregoing figures, approximately 64 percent of the patients paroled in 1963-64 were still abstaining from drugs at the end of the fiscal year.

**POLICY OPTION**

In 1961, the Legislature enacted legislation whereby the adult parole operation for both male and female parolees was transferred from the jurisdiction of the Adult Authority and the Board of Trustees and placed under the direct supervision of the Department of Corrections.

We were in accord with that change in policy and further recommended that the Legislature abolish the Board of Trustees and consolidate the paroling authority for all adult felons in the Adult Authority.

The integration of male and female parole functions in the Division of Parole and Community Services has been accomplished and we again submit that the elimination of the Board of Trustees would not only result in a monetary savings but also eliminate operational problems that are created in dealing with policy discussions by two boards.

In further support of this recommendation, the Special Study Commission on Correctional Facilities and Services states in its second interim report:

“In planning for the long-term development of the correctional system, it appears to be inefficient and unnecessary to continue the present separation of the Adult Authority and the Board of Trustees. It is frequently asserted that a proper concern for the special problems of women inmates and parolees requires a separate women’s agency. On logical grounds this point has little merit. Much more important than male-female classification is the unity of the entire diagnostic, treatment, and supervision process in which clinical and social factors are the dominant considerations. On practical grounds, it is clearly apparent that all other correctional organizations in California make no such distinction.”

*We recommend that the Legislature enact legislation abolishing the Board of Trustees and consolidating the functions in the Adult Authority.*

**NARCOTIC TREATMENT CONTROL PROGRAM**

In 1959 the Legislature authorized a special program for the treatment of felon narcotic offenders including research positions to enable the agency to evaluate all aspects of this program and report to the Legislature.

## Narcotic Treatment Control Program—Continued

When this program was initiated, it was approved as a controlled experiment to be terminated in 1964. However, this experiment has evolved into three phases, and in a special report on phases I and II submitted in 1963 one of the objectives was "treatment to help the former addict in his efforts to abstain from drugs." One of the research findings contained in the report stated:

*"When all parolees were administered nalline tests, the NTCP 30-man caseload as conducted in the first two phases of the program was not demonstrated to be more effective than the regular 75-man caseload."* (Emphasis added.)

The experiment continued into phase III whereby two-thirds of the inmates classified as former addicts were paroled directly from the institution and one-third were sent to a special NTCP unit at the Institution for Men at Chino for a period ranging from 6 to 10 weeks for an orientation program before their release to the special NTCP parole unit. As a further experiment, some of the parolees were placed in 15-man caseload units and others were placed in 45-man caseload units.

The research evaluation report of this phase III operation submitted to our office in January 1965 reports that inmates sent to the orientation program for 6 to 10 weeks before being released to parole units "did significantly worse than subjects paroled directly from the institution." They further stated that the use of the prerelease center not only failed to lessen relapses to opiates or to other delinquencies but apparently was associated with an increase in these types of behavior. The report concluded with the following statement:

*"The expectations of improved parole outcome through the use of a prerelease center and the supervision of addicts in 15-man caseloads were not realized."*

We were informed by the agency that, with the approval of the work unit parole experiment by the Legislature in 1964, all but one NTCP unit of 240 parolees will be absorbed into the work unit caseloads. They also stated that all 15-man caseloads would be absorbed into the work unit parole experiment.

We are in accord with these changes on the basis of the experimental parole project that has been initiated by the agency. The agency will submit an evaluation report on this project to the Legislature in 1966.

However, on the basis of the research evaluations and significant findings submitted in the phase III report on the NTCP, we submit the following recommendations:

*We recommend that the department discontinue the prerelease orientation program for felon addicts and make the necessary personnel and budget adjustments to effectuate this recommendation in the 1965-66 Budget.*

*We also recommend immediate discontinuance of 15-man parole caseloads for felon narcotic addicts to be absorbed into the regular work unit experimental parole project.*

**Department of Corrections  
DEPARTMENTAL ADMINISTRATION**

ITEM 56 of the Budget Bill

Budget page 105

**FOR SUPPORT OF DEPARTMENTAL ADMINISTRATION  
FROM THE GENERAL FUND**

Amount requested .....	\$9,704,650
Estimated to be expended in 1964-65 fiscal year .....	8,260,537
Increase (17.5 percent) .....	\$1,444,113

**TOTAL RECOMMENDED REDUCTION** ..... None

**ANALYSIS AND RECOMMENDATIONS**

Departmental Administration, with offices located in Sacramento, provides the overall administrative services and direction to the entire department and includes the offices of the Adult Authority and the Board of Trustees.

The total support request for the various functions related to this operation is \$9,704,650 in 1965-66, an increase of \$1,444,113 or 17.5 percent over the amount now estimated to be expended in 1964-65. The department estimates its various institutions will house a total average daily population of 27,685 inmates and 14,648 parolees will be under its supervision in 1965-66.

The following table sets forth the proposed expenditure by function for 1965-66 compared to the estimate of expenditures for 1964-65:

<i>Function</i>	<i>1964-65</i>	<i>1965-66</i>	<i>Increase</i>	
			<i>Amount</i>	<i>Percent</i>
Departmental Administration .....	\$1,607,278	\$1,662,579	\$55,301	3.4
Parolee and Community Services Division .....	6,068,690	7,432,934	1,364,244	22.5
Adult Authority .....	502,205	524,540	22,335	4.4
Board of Trustees .....	82,364	84,597	2,233	2.7
Totals .....	\$8,260,537	\$9,704,650	\$1,444,113	17.5

The substantial increase in parole expenditures indicated in the above table can be attributed to the increase in staff authorized by the Legislature in 1964 to reduce the caseload-parole agent ratio for 5,825 cases in the then estimated total parole caseload of 12,300 cases. On the basis of the staff augmentation, the department agreed to provide the Legislature with an evaluative report in 1966 as to the impact this new work unit program has had on the parole performance of parolees assigned to these units.

The following table reflects the change in per capita cost for the parole operation since 1956-57:

Departmental Administration—Continued  
Per Capita Costs—Division of Paroles

Fiscal year	Average number of parolees supervised †	Per capita cost	Increase over prior year	
			Amount	Percent
1956-57	6,619	\$208	\$50	31.7
1957-58	6,834	240	32	15.4
1958-59	6,760	242	2	0.8
1959-60	8,120	249	7	2.9
1960-61	8,370	304	-14	-4.4
1961-62	9,147	320	16	5.3
1962-63	11,644	307	-13	4.0
1963-64	11,791	358	51	14.2
1964-65 *	13,184	460	102	28.5
1965-66 †	14,648	507	47	10.2

\* Estimated as shown in 1965-66 budget.

† Budget request.

The following table reflects the per capita cost of administration excluding the parole operation since 1956-57:

Fiscal year	Per Capita Costs for Administration			Increase over prior year	
	Total average daily population	Total administration costs	Per capita cost	Amount	Percent
	1956-57	15,677	\$492,321	\$31.40	-\$1.01
1957-58	17,012	612,669	36.01	4.61	14.7
1958-59	18,964	639,966	33.75	-2.26	-6.3
1959-60	19,496	803,930	41.24	7.49	22.2
1960-61	21,750	1,011,502	46.51	5.27	12.8
1961-62	23,696	1,177,297	49.68	3.17	6.8
1962-63	24,157	1,312,821	54.35	4.67	9.4
1963-64	26,177	1,402,143	53.56	-0.79	-1.4
1964-65 *	26,470	1,607,278	60.72	7.16	13.4
1965-66 †	27,685	1,662,579	60.05	-0.67	-1.1

\* Estimated as shown in 1965-66 budget.

† Budget request.

The above table indicates a reduction of 1,060 inmates in the average daily population as now projected for 1964-65, related to the 27,530 average daily population estimate submitted by the agency in its 1964-65 budget request. As a result, the estimated population for 1965-66 will only represent an increase of 135 inmates over the population estimate submitted by the agency when the 1964-65 appropriation was approved by the Legislature.

We cannot provide any specific reasons for this dramatic reduction in the inmate population during the current year although we were informed by the agency that it can be attributed in part to a temporary reduction in commitments coupled with an acceleration in the overall releases to parole. Unfortunately, there is no indication this trend will continue.

We are in accord with the department's request for the following positions: 3 clerical and 1 correctional counselor III positions for the administrative functions of the agency, 2 positions for the Adult Authority predicated on the increase in the investigative workload of that office, and 74 positions for the parole division to meet its estimated workload requirements in 1965-66.

**Items 57-58**

**Corrections**

**Departmental Administration—Continued**

The foregoing positions are justified on the basis of presently approved staffing standards and the projected increased workload in 1965-66. The parole agents positions requested are not established by the department until the caseload justifies employment of additional agents.

*We recommend approval of the item as budgeted.*

**Department of Corrections**

**TRANSPORTATION OF PRISONERS AND PAROLE VIOLATORS**

ITEM 57 of the Budget Bill Budget page 110

**FOR SUPPORT OF TRANSPORTATION OF PRISONERS AND PAROLE VIOLATORS FROM THE GENERAL FUND**

Amount requested .....	\$100,000
Estimated to be expended in 1964-65 fiscal year .....	100,000

Increase .....

None

**TOTAL RECOMMENDED REDUCTION** .....

None

**ANALYSIS AND RECOMMENDATION**

This appropriation is requested to provide reimbursement to the counties and the Department of Corrections for expenses incurred in conveying persons to and from state prisons. The appropriation also covers the expenses of returning parole violators and persons being transported under the provisions of the Western Interstate Corrections Compact. During 1963-64, sheriffs' claims from the various counties indicate they completed approximately 3,600 trips transporting 9,200 inmates to various Department of Corrections facilities. The Board of Control has established a fee schedule with fixed maximums for this service.

The expenditure of this appropriation is controlled by its terms. The actual reimbursement is made by the Controller.

*We recommend approval of the item as budgeted.*

**Department of Corrections**

**RETURNING FUGITIVES FROM JUSTICE**

ITEM 58 of the Budget Bill Budget page 110

**FOR SUPPORT OF RETURNING FUGITIVES FROM JUSTICE FROM THE GENERAL FUND**

Amount requested .....	\$350,000
Estimated to be expended in 1964-65 fiscal year .....	350,000

Increase .....

None

**TOTAL RECOMMENDED REDUCTION** .....

None

**ANALYSIS AND RECOMMENDATION**

This item of appropriation is to provide reimbursement to counties for expenses incurred in returning from outside the state fugitives from justice from within this state. The counties must return the fugi-

**Corrections**

**Items 59-60**

**Returning Fugitives From Justice—Continued**

tive for arraignment or trial. A review of the Governor's extradition ledger and the Controller's records indicate that in 1963-64 an average of 119 fugitives per month were returned to California jurisdictions at an average cost of \$264 per fugitive returned. The appropriation is limited by its terms.

*We recommend approval of the item as budgeted.*

**Department of Corrections  
COURT COSTS AND COUNTY CHARGES**

ITEM 59 of the Budget Bill Budget page 110

**FOR SUPPORT OF COURT COSTS AND COUNTY CHARGES  
FROM THE GENERAL FUND**

Amount requested -----	\$100,000
Estimated to be expended in 1964-65 fiscal year -----	100,000
Increase -----	None
<b>TOTAL RECOMMENDED REDUCTION -----</b>	<b>None</b>

**ANALYSIS AND RECOMMENDATION**

This appropriation is to provide reimbursement to the counties for court costs for trials of inmates for crimes committed within the prisons. It also provides reimbursement for costs involved in hearings on writs of habeas corpus by or on behalf of state prisoners and coroner's expenses involved in examining deaths of inmates. On the basis of information submitted by the Department of Corrections, county claims totaled \$163,812 in 1963-64. Approximately 30 inmates per month are on trial in the courts at an average cost of \$455 per case. The appropriation is limited by its terms.

*We recommend approval of the item as budgeted.*

**Department of Corrections  
CALIFORNIA CONSERVATION CENTER**

ITEM 60 of the Budget Bill Budget page 113

**FOR SUPPORT OF THE CONSERVATION CENTER  
FROM THE GENERAL FUND**

Amount requested -----	\$5,648,932
Estimated to be expended in 1964-65 fiscal year -----	4,413,134
Increase (2.8 percent) -----	\$1,235,798
<b>TOTAL RECOMMENDED REDUCTION -----</b>	<b>None</b>

**ANALYSIS AND RECOMMENDATIONS**

This facility is located approximately eight miles from the city of Susanville, Lassen County, and was established in 1962 for conservation camp training and as an operations center with a capacity for 1,200 inmates. In 1965-66 this center will control the operations of 20 conservation camps, two road camps and four federal camps operating in various locations throughout northern California.

## California Conservation Center—Continued

The total amount requested for this facility for 1965-66 is \$5,648,932 which is \$1,235,798 or 28 percent higher than the \$4,413,134 now estimated to be expended in 1964-65. The population is expected to average 1,200 inmates in 1964-65 which is the capacity of this facility.

The following table reflects the estimated per capita costs.

Per Capita Costs—Conservation Center—Susanville

Fiscal year	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1962-63	106	\$11,319	--	--
1963-64	893	3,218	-8,101	-71.6
1964-65*	1,185	2,734	-484	-15.0
1965-66†	1,200	2,838	104	3.8

\* Estimated as shown in 1965-66 Budget.

† Budget request.

The above table indicates a substantial reduction in per capita costs over 1963-64 costs now that the facility will be operating at full capacity in 1965-66. However, there is a projected increase of \$104 or 3.8 percent in the budget year which can be attributed in part to merit salary increases and the planned opening of a new 100-man camp at Garberville.

This facility will also assume responsibility for the operations of eight additional camps in the budget year that were formerly supervised by San Quentin.

To effectuate the transfer of the aforementioned camps, 71.4 positions related to camp operations are to be transferred from San Quentin to this facility in 1965-66. The agency estimates it will have an average daily population of 1,200 in the center and 1,462 in the camps in the 1965-66 fiscal year.

The 13.3 proposed new positions requested by the agency are related to the projected workload in the budget year and are in accord with the present staffing standards approved for correctional counselors, records officers and related clerical personnel.

The one limited-term position of building maintenance man is requested to provide one man-year of additional service to eliminate the excessive hours of overtime worked by maintenance personnel during 1963-64 and to correct operating plant deficiencies at this facility during the ensuing year.

*We recommend approval of this position limited to June 30, 1966.*

The facility's projected operating expenses and equipment requests for the budget were reviewed and we are in accord with the amounts requested. The current year is this conservation center's first full year of operation with the estimated daily population just 15 inmates below the 1,200-inmate capacity of the facility.

**Corrections**

**Item 61**

**Department of Corrections  
SIERRA CONSERVATION CENTER**

ITEM 61 of the Budget Bill

Budget page 118

**FOR SUPPORT OF SIERRA CONSERVATION CENTER  
FROM THE GENERAL FUND**

Amount requested .....	\$3,221,531
Estimated to be expended in 1964-65 fiscal year .....	611,102
Increase (427.2 percent) .....	\$2,610,428

Increase to improve level of service ..... \$8,131

**TOTAL RECOMMENDED REDUCTION** ..... \$8,131

**Summary of Recommended Reductions** *Budget*

From amount requested for new or improved services:	<i>Amount</i>	<i>Page Line</i>	
1 Accounting technician II .....	\$4,900	119	20
1 Bookkeeping machine operator I .....	3,231	119	22
(effective October 1, 1965)			

**ANALYSIS AND RECOMMENDATIONS**

This conservation center is presently under construction with completion now scheduled for June 1965. The facility is located on a site approximately 10 miles west of the city of Sonora in Tuolumne County. The center will serve as a conservation camp training and operations center, with a capacity for 1,200 inmates. In 1965-66 this center will control the operations of five conservation camps, one mobile camp and three seasonal camps operating in various locations throughout central California.

The total amount requested for this facility for 1965-66 is \$3,268,460 which is \$2,657,358 or 434.8 percent higher than the \$611,102 now estimated to be expended in 1964-65. The increase can be attributed to the new positions requested to activate this facility.

The agency is requesting 143.2 new positions related to the following functions: business services, 14; custody and treatment, 119.2; medical, 6; feeding and clothing, 2; and plant operation, 2. In 1964-65 the Legislature authorized 123.6 positions and, with the additional positions requested in the budget year, results in a total complement of 266.8 positions to activate and operate this facility during 1965-66. Generally the positions requested are comparable to those that were authorized for the other two conservation centers now operated by the department.

However, while we are in accord with the majority of the positions requested, we find no basis for approving the following two positions in 1965-66:

1 Accounting technician II (Budget page 119, Line 20) .....	\$4,900
1 Bookkeeping machine operator I (effective October 1, 1965) (Budget page 119, line 22) .....	\$3,231

The two positions are requested on the basis of the ultimate population of 1,200 inmates for the center and 1,100 for the camps respectively.

**Item 62**

**Corrections**

**Sierra Conservation Center—Continued**

In 1965-66 the agency estimates an average population in the conservation center of 800 inmates and 353 inmates in the eight camps. On the basis of the projected population and present staffing formula, the two positions requested are not justified.

*We recommend deletion of the positions reducing salaries and wages \$8,131.*

**Department of Corrections  
SOUTHERN CONSERVATION CENTER**

ITEM 62 of the Budget Bill

Budget page 123

**FOR SUPPORT OF SOUTHERN CONSERVATION CENTER  
FROM THE GENERAL FUND**

Amount requested -----	\$2,516,667
Estimated to be expended in 1964-65 fiscal year -----	2,356,299
<hr/>	
Increase (6.9 percent) -----	\$160,368
<b>TOTAL RECOMMENDED REDUCTION -----</b>	<b>None</b>

**ANALYSIS AND RECOMMENDATIONS**

The Southern Conservation Center is the training and operations center for the eight conservation camps operating in southern California. The facility is located on ground adjacent to the Institution for Men near the City of Chino in San Bernardino County.

The amount requested to operate this facility for 1965-66 is \$2,598,667, an increase of \$242,368 or 10.3 percent.

The agency estimates the average daily population will be 640 inmates in the center and approximately 540 in the conservation camps. This will increase total camp population by 115 inmates or 25.3 percent over the 1964-65 population.

The following table reflects a per capita cost increase of \$83 or 3.1 percent over 1964-65.

Fiscal year	Per Capita Costs			
	Institution population	Per capita cost	Increase over prior year Amount	Percent
1963-64 -----	536	\$2,637	--	--
1964-65 * -----	640	2,657	20	0.7
1965-66 † -----	640	2,740	83	3.1

\* Estimated as shown in 1965-66 budget.  
† Budget request.

The 3.8 positions requested for the conservation center and the 7.5 positions requested for the new camp to be activated in 1965-66 are all related to increased workload and approved staffing standards and we are in accord with the agency's request.

*We recommend approval as budgeted.*

**Corrections**

**Item 63**

**Department of Corrections  
CORRECTIONAL INSTITUTION AT TEHACHAPI**

ITEM 63 of the Budget Bill

Budget page 126

**FOR SUPPORT OF CORRECTIONAL INSTITUTION AT  
TEHACHAPI FROM THE GENERAL FUND**

Amount requested .....	\$1,515,740
Estimated to be expended in 1964-65 fiscal year .....	1,503,771
Increase (0.8 percent) .....	\$11,969

**TOTAL RECOMMENDED REDUCTION** .....

None

**ANALYSIS AND RECOMMENDATIONS**

This facility, located about 10 miles northwest of the City of Tehachapi in Kern County, will house an estimated daily population of 655 inmates in the 1965-66 fiscal year. Plans have been approved to build an addition to the existing facility to house 640 inmates to increase total capacity to 1,295 with the completion of the new buildings now planned for January 1967.

Total support costs for 1965-66 are scheduled to increase \$8,314 or 0.4 percent over the \$1,503,771 now estimated to be expended in 1964-65.

The following table reflects per capita costs of this facility since 1955-56 :

<i>Fiscal year</i>	<b>Per Capita Costs</b>			
	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1956-57 .....	470	\$1,866	\$162	9.5
1957-58 .....	508	1,875	9	0.5
1958-59 .....	499	2,035	60	3.2
1959-60 .....	478	2,221	186	9.1
1960-61 .....	581	2,096	-125	-5.6
1961-62 .....	627	1,996	-100	-4.8
1962-63 .....	630	2,003	7	0.4
1963-64 .....	643	2,112	109	5.4
1964-65 * .....	655	2,296	184	8.7
1965-66 † .....	655	2,314	18	0.8

\* Estimated as shown in 1965-66 budget.

† Budget request.

On the basis of the projected population for 1965-66, the agency is requesting two correctional officer positions to handle work crews. This coverage is also being provided during the current year; however, it is being handled as a temporary help expenditure in 1964-65.

*We are in accord with the proposal and recommend approval of the positions.*

**Department of Corrections**  
**CORRECTIONAL TRAINING FACILITY**

ITEM 64 of the Budget Bill

Budget page 129

**FOR SUPPORT OF CORRECTIONAL TRAINING FACILITY**  
**FROM THE GENERAL FUND**

Amount requested .....	\$6,900,272
Estimated to be expended in 1964-65 fiscal year .....	7,428,924
<hr/>	
Decrease (7.1 percent) .....	\$528,652
Increase to improve level of service .....	\$11,394

**TOTAL RECOMMENDED REDUCTION** .....

**\$11,394**

**Summary of Recommended Reductions**

	<i>Amount</i>	<i>Page</i>	<i>Line</i>
From amount requested for new or improved services:			
1 Correctional officer (limited to June 30, 1966) .....	\$5,976	130	19
1 Storekeeper I .....	5,418	130	25

**ANALYSIS AND RECOMMENDATIONS**

This institution is located approximately two miles south of Gonzales in Monterey County.

The institution consists of three units, namely the South Facility with an estimated population of 600 inmates, the Central Facility with an estimated population of 1,555 in 1965-66, and the North Facility with an estimated population of 1,200 inmates, approximately 50 percent being Youth Authority wards, the remainder young adult felons that assist in the operation and maintenance of this unit.

The total support of this facility is scheduled to decrease \$528,652 or 7.1 percent in 1965-66. This can be attributed in part to the transfer of camp operations it conducted in prior years to the new Sierra Conservation Center. The 45.4 positions related to the function will also be transferred to the new facility that will be responsible for the supervision of these camps in the budget and subsequent years.

The following table reflects the increase in per capita costs for this facility since 1955-56:

<i>Fiscal year</i>	<b>Per Capita Costs</b>		<i>Increase over prior year</i>	
	<i>Institution population</i>	<i>Per capita cost</i>	<i>Amount</i>	<i>Percent</i>
1956-57 .....	2,029	\$1,484	\$148	11.1
1957-58 .....	2,004	1,537	103	6.9
1958-59 .....	2,407	1,756	178	11.2
1959-60 .....	3,365	1,542	-314	-17.9
1960-61 .....	3,463	1,653	111	7.2
1961-62 .....	3,654	1,666	13	0.8
1962-63 .....	3,433	1,858	192	11.5
1963-64 .....	3,367	1,937	129	6.9
1964-65* .....	3,375	2,045	58	2.9
1965-66† .....	3,355	2,057	12	0.6

\* Estimated as shown in 1965-66 budget.

† Budget request.

1 Correctional officer (budget page 130, line 19) .....

\$5,976

This position was requested by the agency to handle additional work crews due to overcrowding in the Central Facility.

**Corrections**

**Item 65**

**Correctional Training Facility—Continued**

On the basis of the population projected for the Central Facility in 1965-66, there is no basis for providing this additional position. Similarly, the amount of \$5,694 budgeted for this position in the current year on budget page 129, line 63 is not required for the aforementioned reason and should also be deleted. We discussed this item with staff representatives of the Department of Finance and they concur with our analysis that the position is erroneously budgeted.

*We recommend the deletion of the position reducing salaries and wages \$5,976.*

*1 Storekeeper I (budget page 130, line 25)----- \$5,418*

This position is requested by the agency to augment the present staff, and to assist in revising their plant operation material and supply procedure and record keeping to comply with provisions of the state administrative manual.

The facility presently has a complement of six positions in this category plus one correctional officer that serves in a dual capacity as a custody officer and as a storekeeper in the South Facility general warehouse. The agency states approximately 85 percent of this position's time will be devoted to supervision and instruction of inmates in performing present ongoing functions. No deficiencies were cited by the agency in this phase of their operation and the 10 percent of position time proposed for supervision of preventive maintenance should be handled by present supervising personnel as it is in other institutions of the department.

This represents an increase in service not presently provided at any facility operated by this department.

*We recommend deletion of the position reducing salaries and wages \$5,418.*

The agency is requesting funds for temporary help, \$9,064 for escapes and emergencies and \$3,491 for teacher training. We are in accord with these requests. However, in 1963-64 this facility spent \$106,432 for temporary help, \$40,569 of which we were informed was for escapes and emergencies. This item relating to all facilities of this department is discussed in a preceding portion of this analysis.

**Department of Corrections  
DEUEL VOCATIONAL INSTITUTION**

ITEM 65 of the Budget Bill

Budget page 134

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

Amount requested -----	\$4,792,369
Estimated to be expended in 1964-65 fiscal year -----	4,770,799
	\$21,570

**TOTAL RECOMMENDED REDUCTION----- None**

**ANALYSIS AND RECOMMENDATIONS**

This facility is located approximately four miles east of Tracy in San Joaquin County.

**Item 66**

**Corrections**

**Deuel Vocational Institution—Continued**

The daily population is estimated to average 1,365 inmates in 1965-66 with an additional population of 365 wards in the Reception-Guidance Center. The agency estimates it will process 2,695 wards through the guidance center in the budget year, an increase of 230 or 9.3 percent over the 2,465 wards now estimated to be processed through the center in 1965-65.

The following table reflects the per capita cost of this facility since 1955-56:

Fiscal year	Per Capita Costs *			
	Institution population	Per capita cost	Increase over prior year Amount	Percent
1956-57	1,233	1,999	-221	-10.0
1957-58	1,234	2,198	199	10.0
1958-59	1,322	2,188	-10	-0.5
1959-60	1,584	2,015	-173	-7.9
1960-61	1,704	2,165	150	7.4
1961-62	1,752	2,190	25	1.2
1962-63	1,677	2,372	182	8.3
1963-64	1,775	2,419	47	2.0
1964-65 †	1,770	2,557	138	5.7
1965-66 ‡	1,730	2,625	68	2.6

\* Excludes cost of reception center but includes cost of feeding, housing, and of expenses of inmates.

† Estimated as shown in 1965-66 Budget.

‡ Budget request.

The one position and temporary help funds requested by the agency for 1965-66 were also provided during the current year to meet the in-service training and workload requirements. The request complies with authorized staffing standards and we are in accord with the request.

The initial equipment request for this facility totaled \$70,601. A subsequent review of equipment requests by the agency effected a reduction in the total to \$49,480, a savings of \$21,121 or 29.9 percent.

The equipment requested includes \$20,000 for replacement of machinery and tools utilized in the vocational training program.

We believe the equipment requests are generally in line as now budgeted.

*We recommend approval of the item as budgeted.*

**Department of Corrections  
FOLSOM STATE PRISON**

ITEM 66 of the Budget Bill

Budget page 138

**FOR SUPPORT OF FOLSOM STATE PRISON  
FROM THE GENERAL FUND**

Amount requested ----- \$4,450,468  
 Estimated to be expended in 1964-65 fiscal year ----- 4,531,826

Decrease (1.8 percent) ----- \$81,358

Increase to improve level of service ----- \$17,262

**TOTAL RECOMMENDED REDUCTION ----- \$17,262**

**Summary of Recommended Reductions**

	Amount	Budget Page	Line
From amount requested for new or improved services:			
3.4 Correctional officers -----	\$17,262	139	33

Folsom State Prison—Continued

ANALYSIS AND RECOMMENDATIONS

This institution is located on a 1,700-acre site approximately four miles northeast of Folsom. The inmates incarcerated in this facility are the most institutionally oriented group of felons committed to the department with 87.4 percent of the population having a prior commitment record.

The amount requested for support for 1965-66 totals \$4,450,468, a decrease of \$81,358 or 1.8 percent over the amount estimated to be expended during the current year.

The decrease can be attributed in part to an estimated reduction in the average daily population to 2,410 inmates in 1965-66, a reduction of 180 or 6.9 percent. The additional reduction will be achieved in reduced operating and equipment expenditures in the budget year.

The following table reflects the increase in per capita cost of this facility since 1955-56.

Fiscal year	Per Capita Costs			
	Institution population	Per capita cost	Increase over prior year Amount	Percent
1956-57	2,141	\$1,404	\$210	17.6
1957-58	2,460	1,359	-45	-3.2
1958-59	2,868	1,225	-134	-9.9
1959-60	2,425	1,505	280	22.9
1960-61	2,783	1,387	-118	-7.8
1961-62	2,919	1,405	18	1.3
1962-63	2,634	1,581	176	12.5
1963-64	2,526	1,637	106	6.7
1964-65*	2,590	1,750	63	3.7
1965-66†	2,410	1,847	97	5.5

\* Estimated as shown in 1965-66 budget.  
 † Budget request.

- 1.6 Correctional sergeants (budget page 139, line 32) ----- \$10,790
- 3.4 Correctional officers (budget page 139, line 33) ----- 17,262
- 1.6 Correctional officers (budget page 139, line 33) ----- 8,124

The agency requests a sergeant and 3.4 officer positions to augment the present custody staff assigned to supervise and control inmates in the kitchen and two dining rooms at this facility.

On the basis of information submitted, we concur with the agency's request for the correctional sergeant position to eliminate the need of the watch sergeant and outside lieutenant dividing the responsibility of supervising the operations in one dining room as a secondary assignment while neglecting their primary assignments in other areas of the facility. We are recommending approval of the supervising position on the basis that other custody personnel presently assigned to the feeding operation on secondary assignment will continue to handle this duty. The feeding operation in 1965-66 will then have 4.4 man-days available for supervision and custody of the kitchen and for dining room No. 1 and 4.9 man-days of coverage in dining room No. 2.

The agency did not submit any information that would reflect on the inability of the present staff to maintain order during the feeding operation that would justify increasing the level of service for this function.

**Item 67**

**Corrections**

**Folsom State Prison—Continued**

The agency requested 5 correctional officer positions whereas from an operational standpoint they wanted 3.2 positions for the feeding operation and 1.6 correctional officer positions to assist in the receiving and release function at this facility or a total of 4.8 positions.

The workload increase in the receiving unit is recognized and can be attributed in part to the opening of the new conservation center at Susanville. We are in accord with the request to provide an additional correctional officer to handle this function.

*Therefore, we recommend approval of the request for 1.6 correctional sergeants and 1.6 officer positions and disapproval of 3.4 correctional officer positions, reducing salaries and wages in the amount of \$17,262.*

**Department of Corrections  
INSTITUTION FOR MEN**

ITEM 67 of the Budget Bill

Budget page 142

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

Amount requested .....	\$4,715,142
Estimated to be expended in 1964-65 fiscal year .....	4,564,147
Increase (3.3 percent) .....	\$150,995
<b>TOTAL RECOMMENDED REDUCTION .....</b>	<b>None</b>

**ANALYSIS AND RECOMMENDATIONS**

This facility is located approximately four miles south of Chino in San Bernardino County.

A reception-guidance center is an integral part of this operation and the department estimates it will process 3,730 new commitments through this diagnostic center in 1965-66.

The total support of this facility is scheduled to increase \$150,995 or 3.3 percent in the budget year.

The following table reflects the trend of per capita costs since 1955-66:

Fiscal year	Per Capita Costs		Increase over prior year	
	Institution population	Per capita cost	Amount	Percent
1956-57 .....	1,770	\$1,634	34	2.1
1957-58 .....	1,885	1,738	104	6.4
1958-59 .....	2,025	1,636	-102	-5.9
1959-60 .....	2,009	1,750	114	7.0
1960-61 .....	2,144	1,748	-2	-0.1
1961-62 .....	2,205	1,755	7	0.4
1962-63 .....	2,186	1,879	124	7.1
1963-64 .....	2,012	2,028	149	7.9
1964-65 * .....	2,000	2,105	77	3.8
1965-66 † .....	2,095	2,064	-41	-1.9

\* Estimated as shown in 1965-66 budget.

† Budget request.

The table indicates a slight reduction in per capita costs in 1965-66 which can be attributed in part to the estimated increase in the average daily population during the budget year.

**Corrections**

**Item 68**

**Institution for Men—Continued**

2 Program administrators (budget page 143, line 7)----- \$20,880

This facility developed a reorganization plan affecting certain supervisory and custodial personnel assigned to the main institution whereby they could, by establishing the two requested positions, abolish one correctional sergeant and three correctional officer positions with an estimated reduction in salaries and wages of \$24,672. The agency believes that with each program administrator responsible for the overall custodial and treatment program for approximately one-half the total population, it will shorten present lines of communication and improve the overall operation of this facility with no increase in salary and wage costs.

This plan has been initiated at other facilities and to date no adverse effects have been reported by the department or noted by this office.

While the positions requested represent an increase in the level of service at this facility, we are in accord with the agency's proposal as it represents a constructive attempt to improve the present program at this facility at a cost which is offset by savings.

*We recommend approval of the request for the two program administrator positions.*

The one clerical position is requested on the basis of the approved workload standard established for the classification and parole function.

**Department of Corrections  
MEDICAL FACILITY**

ITEM 68 of the Budget Bill

Budget page 146

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

Amount requested .....	\$5,918,795
Estimated to be expended in 1964-65 fiscal year .....	5,597,267
Increase (5.7 percent) .....	\$321,528
Increase to improve level of service .....	\$5,976

**TOTAL RECOMMENDED REDUCTION**----- None

**ANALYSIS AND RECOMMENDATIONS**

This facility is located approximately two miles southeast of the city of Vacaville, Solano County. The institution will house an estimated population of 1,450 inmates in 1965-66 and an additional 765 inmates will be housed in the reception and diagnostic center that is also an integral part of the overall operation.

The department proposes to expend \$5,918,795 in 1965-66, an increase of \$321,528 or 5.7 percent over the amount now estimated to be expended in 1964-65.

In the budget year, the agency estimates it will process 5,070 inmates through the diagnostic center, of which 2,550 will be new felon commitments and 2,000 will be parolees returned to the institution due to the revocation of their paroles by the Adult Authority.

Item 69

Corrections

Medical Facility—Continued

The following table reflects the change in per capita costs since 1956-57.

Fiscal year	Per Capita Costs		Increase over prior year	
	Institution	Per capita	Amount	Percent
	population	cost		
1956-57	1,350	\$1,846	—\$214	—10.4
1957-58	1,898	1,728	—118	—6.4
1958-59	2,025	1,744	16	0.9
1959-60	2,002	1,847	103	5.9
1960-61	2,103	1,895	48	2.6
1961-62	2,101	1,987	92	4.9
1962-63	2,013	2,195	208	10.5
1963-64	2,035	2,308	113	5.1
1964-65 *	2,070	2,504	196	8.5
1965-66 †	2,215	2,489	—15	—0.6

\* Estimated as shown in 1965-66 budget.  
 † Budget request.

It is noted that the estimated per capita cost for 1965-66 reflects a slight reduction over the prior year which can be attributed in part to the increase in the overall population of this facility in the budget year.

The agency is requesting a total of 12 positions in various categories to meet workload increases in the reception-guidance center and main facility in 1965-66. Eleven of the positions requested are predicated on authorized staffing standards and we are in accord with the agency's request.

1 Correctional officer—farming (budget page 146, line 78)— \$5,976

This position is requested to provide additional supervision for the expanded orchard and processing operation at this facility. Actually it represents a net increase of 0.6 of a position as the agency is deleting 0.4 overtime position previously authorized for this function in the current year.

We recommend approval of this position request.

The complement of inmates assigned to the orchard operation planted 2,500 additional fruit trees last year to increase the acreage devoted to the orchard and ultimately increase overall fruit production and processing. On the basis of the estimate submitted by the agency, the revenue from this operation will be approximately \$24,500 in 1965-66. If the agency achieves its revenue estimate, it will defray the entire cost of the operation and provide an excess of revenue in subsequent years.

Department of Corrections  
 MENS COLONY—EAST FACILITY

ITEM 69 of the Budget Bill

Budget page 149

FOR SUPPORT OF MENS COLONY—EAST FACILITY  
 FROM THE GENERAL FUND

Amount requested	\$5,178,070
Estimated to be expended in 1964-65 fiscal year	4,997,025
Increase (2.0 percent)	\$181,045
Increase to improve level of service	\$4,896
<b>TOTAL RECOMMENDED REDUCTION</b>	<b>\$4,896</b>

**Corrections**

**Item 69**

**Men's Colony—East Facility—Continued**

From amount requested for new or improved services:	Summary of Recommended Reductions		Budget	
	Amount	Page	Line	
1 Senior clerk -----	\$4,896	150	26	

**ANALYSIS AND RECOMMENDATIONS**

This facility, located on a site adjacent to the City of San Luis Obispo, was opened in July 1961 with a bed capacity for 2,400 medium security inmates.

The agency proposes to expend \$5,178,070 for support of this operation in 1965-66, an increase of \$181,045 or 2 percent over the current year.

The following table on per capita cost reflects the trend of expenditures since 1960-61.

Fiscal year	Per Capita Costs			
	Institution population	Per capita cost	Increase over prior year Amount	Percent
1960-61 -----	75	\$7,772	--	--
1961-62 -----	1,496	2,318	-\$5,404	-70.0
1962-63 -----	2,341	1,844	-474	-20.5
1963-64 -----	2,372	1,991	147	8.0
1964-65 * -----	2,355	2,122	131	6.6
1965-66 † -----	2,350	2,208	81	3.8

\* Estimated as shown in 1965-66 budget.

† Budget request.

The increase in estimated per capita cost for 1965-66 can be attributed in part to merit salary increases and to proposed expenditures of \$58,298 for special repairs and maintenance.

The proposed repair and maintenance projects were reviewed by a representative from this office and we are in accord with the need for these projects.

1 Senior clerk (budget page 150, line 26) ----- \$4,302

This clerical position is requested to assist in handling the workload in the personnel unit at this facility.

The presently approved staffing formula for this function is 1 clerical position for each 200 employees employed at a facility, to handle all personnel transactions.

The 1965-66 budget for this facility indicates the total number of employees will be 463.4, a net decrease of 2.4 positions under the 1964-65 figure. On the basis of the approved staffing standard that is applicable to all facilities operated by this department, this request represents an increased level of service that is not justified.

We recommend disapproval of the position reducing salaries and wages \$4,302.

It is noted that this facility will transfer 8 positions presently assigned to the laundry operation to Correctional Industries inasmuch as it will assume responsibility for the laundry operation in the budget year. This facility will also be doing the laundry work for the Camarillo State Hospital in addition to the laundry workload of its own inmates.

**Department of Corrections**  
**MENS COLONY—WEST FACILITY**

ITEM 70 of the Budget Bill

Budget page 153

**FOR SUPPORT OF MENS COLONY—WEST FACILITY**  
**FROM THE GENERAL FUND**

Amount requested .....	\$2,568,809
Estimated to be expended in 1964-65 fiscal year .....	2,541,525
 Increase (1.1 percent) .....	 \$27,284

**TOTAL RECOMMENDED REDUCTION**..... None

**ANALYSIS AND RECOMMENDATIONS**

This facility adjoins the Mens Colony—East Facility near San Luis Obispo and prior to utilization by this department in 1954 was a hospital unit operated by the United States Army.

The institution will house an average daily population of 1,350 inmates with a median age of 53.9 years in 1965-66. The agency requests an appropriation of \$2,568,809 to operate this facility in 1965-66, an increase of \$27,284 or 1.1 percent.

The following table reflects the increase in per capita cost of this operation since 1955-56.

**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>
1956-57 .....	1,087	\$1,526	\$70	4.8
1957-58 .....	1,185	1,574	48	3.2
1958-59 .....	1,271	1,586	12	0.8
1959-60 .....	1,332	1,655	69	4.4
1960-61 .....	1,372	1,660	5	0.3
1961-62 .....	1,409	1,578	-82	-4.9
1962-63 .....	1,345	1,728	150	9.5
1963-64 .....	1,434	1,706	-22	-1.3
1964-65 * .....	1,360	1,869	163	9.5
1965-66 † .....	1,350	1,903	34	1.8

\* Estimated as shown in 1965-66 budget.

† Budget request.

The position request submitted by the agency is in accord with approved staffing standards. The 0.4 position requested for temporary help for various assignments is also justified.

*We recommend approval of the position requests.*

The initial equipment request submitted by this facility totaled \$86,129. A subsequent review of the equipment requests by this agency with department officials resulted in modifying the requests to the reduced amount of \$25,717, a savings of \$60,312 or 70 percent.

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

**Department of Corrections  
CALIFORNIA REHABILITATION CENTER**

ITEM 71 of the Budget Bill

Budget page 157

**FOR SUPPORT OF CALIFORNIA REHABILITATION CENTER  
FROM THE GENERAL FUND**

Amount requested .....	\$5,811,617
Estimated to be expended in 1964-65 fiscal year .....	5,965,754
Decrease (2.0 percent) .....	<u>\$154,137</u>

**TOTAL RECOMMENDED REDUCTION** .....

None

**ANALYSIS AND RECOMMENDATIONS**

This facility is located near the City of Corona, Riverside County, and was formerly operated as a Navy hospital by the U.S. government.

The department activated this institution with a capacity for 1,900 male and 400 female inmates in January 1963 as a facility to house male and female nonfelon drug addicts to implement the narcotic rehabilitation program authorized under Section 6550 of the Penal Code.

The proposed expenditure for 1965-66 totals \$5,811,617, a decrease of \$154,137 over the amount now estimated to be expended by this facility during the current year. The agency estimates an average daily population of 2,285 inmates in 1965-66, an increase of 390 or 20.6 percent over the number now estimated to be incarcerated at this facility during the current year.

The following table reflects the change in per capita cost since 1962-63:

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per Capita Costs</i>		<i>Increase over prior year</i>	
		<i>Per capita cost</i>	<i>Amount</i>	<i>Percent</i>	
1962-63 .....	276	\$5,875	-	-	
1963-64 .....	1,280	3,662	-2,213	-37.6	
1964-65 * .....	1,895	3,148	-514	-14.0	
1965-66 † .....	2,285	2,543	-605	-19.2	

\* Estimated as shown in 1965-66 budget.

† Budget request.

The substantial reduction in per capita cost indicated in the above table can be attributed in part to the increased population now being maintained at this facility plus the elimination of support payments to other facilities for cost of care for inmates committed under this program.

The support payments to other institutions included in the budget under operating expenses totaled \$830,524 in 1964-65 and \$669,268 in 1963-64 whereas this item of expense is eliminated in the budget year.

The 42 positions requested by the facility to meet the workload requirements created by the increase in population is predicated on presently approved staffing standards as established for the position categories requested. In fact, 38 of the positions were previously authorized and subsequently deleted by the agency when population projections for this facility were not attained.

*On the basis of the population estimate for 1965-66, we recommend approval of the 42 positions requested.*

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

ITEM 72 of the Budget Bill

Budget page 161

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

Amount requested .....	\$6,660,531
Estimated to be expended in 1964-65 fiscal year .....	7,904,810
Decrease (15.7 percent) .....	<u>\$1,244,279</u>

**TOTAL RECOMMENDED REDUCTION** .....

None

**ANALYSIS AND RECOMMENDATIONS**

This facility is located approximately three miles south of San Rafael, Marin County, and has for many years housed the largest inmate population in the department.

In 1965-66, however, the agency estimates an average daily population of 3,425 inmates, which will be the lowest average daily population housed at this facility for the past 10 years.

The support cost for this facility is scheduled to decrease \$1,244,279 in 1965-66 or 15.7 percent under the \$7,904,810 now estimated to be expended during the current year.

The following table reflects the changes in per capita costs for this facility since 1956-57:

**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>
1956-57 .....	4,031	\$1,160	-50	-4.1
1957-58 .....	4,222	1,262	102	8.8
1958-59 .....	4,742	1,168	-94	-7.5
1959-60 .....	3,828	1,412	244	2.09
1960-61 .....	4,803	1,280	-132	-9.4
1961-62 .....	4,679	1,363	83	6.5
1962-63 .....	4,047	1,570	207	15.2
1963-64 .....	4,498	1,534	-36	-2.3
1964-65 * .....	3,594	1,938	404	26.3
1965-66 † .....	3,425	1,950	12	0.6

\* Estimated as shown in 1965-66 budget.

† Budget request.

In 1965-66, 74.7 positions that administer the camp operation of this facility will be transferred to the jurisdiction of the conservation center at Susanville as that facility is assuming the responsibility for the 10 camps formerly supervised by San Quentin. In addition to the foregoing reduction of personnel, an additional 21 positions are being reduced due to the reduction in the average daily population at this institution.

The agency is requesting 4 positions related to increased workload for certain functions and the equivalent of 4.9 positions or \$31,145 for temporary help in various categories during 1965-66. A review of the workload information submitted by the agency justifies the need for the temporary help and for the correctional counselor I and intermediate stenographer position on the basis of workload. We are in accord with the agency's request for these two positions. The correc-

**Corrections**

**Item 73**

**State Prison at San Quentin—Continued**

tional counselor position is predicated on the presently authorized staffing formula for this position. The additional clerical position is required to handle the workload increase in writs and appeals created by the capital cases housed on death row and generated in part by the "Morse Decision" handed down by the Supreme Court of the State of California which affected all death row cases prior to February 1964. We are informed that as of December 31, 1964, there were 49 capital cases on death row, which is a 100-percent increase in this population since 1959.

2 Correctional officers (budget page 162, line 52)----- \$12,216

We cannot reconcile the request for the two positions to provide funds to pay for the excessive sick leave that averages nine days per year per man for the 343 correctional officers at this facility. This facility budgeted for sick leave relief on the basis of seven days per year per man, yet it now reports an additional \$14,280 in 1962-63 and \$11,112 in 1963-64 was required to reimburse custody personnel for additional sick leave relief. No information has been submitted by the agency to indicate why this facility requires three days per man of additional sick leave compared to a statewide average of six days presently used for budget purposes.

*We recommend approval of the two positions to terminate on June 30, 1966, contingent upon the agency's submitting a detailed evaluation of the factors that created this high incidence of sick leave by custody personnel at this facility.*

The facility submitted a request of \$153,872 for equipment expenditures. In conjunction with staff of the Department of Finance, the department modified the request to the extent the total was reduced \$73,039 or 47.5 percent. On the basis of the foregoing review and reductions, we believe that equipment requests are in line as now budgeted.

**Department of Corrections  
INSTITUTION FOR WOMEN**

ITEM 73 of the Budget Bill

Budget page 167

**FOR SUPPORT OF THE INSTITUTION FOR WOMEN  
FROM THE GENERAL FUND**

Amount requested ----- \$2,489,132  
Estimated to be expended in 1964-65 fiscal year ----- 2,442,396

Increase (1.9 percent) ----- \$46,736

**TOTAL RECOMMENDED REDUCTION----- None**

**ANALYSIS AND RECOMMENDATIONS**

This facility is located near Corona, San Bernardino County, and in 1965-66 the agency estimates it will house an average daily population of 840 inmates.

The total support of this facility is scheduled to increase \$46,736 or 1.9 over the \$2,442,396 now estimated to be expended in 1964-65.

## Institution for Women—Continued

The following table reflects the changes in per capita costs of this operation since 1955-56:

Fiscal year	Per Capita Costs		Increase over prior year	
	Institution population	Per capita costs	Amount	Percent
1956-57	613	\$1,634	\$77	5.0
1957-58	655	1,846	212	13.0
1958-59	727	1,785	-61	-3.3
1959-60	820	1,801	16	0.9
1960-61	835	2,019	218	12.1
1961-62	864	2,273	254	12.6
1962-63	905	2,211	-62	-2.7
1963-64	742	2,810	599	27.0
1964-65 *	780	3,131	321	11.4
1965-66 †	840	2,963	-168	-5.4

\* Estimated as shown in 1965-66 budget.

† Budget request.

The agency anticipates opening the new food preparation and feeding facility presently scheduled for construction and occupancy in January 1966. This new unit will consist of a main kitchen, three inmate dining rooms and one staff dining room, eliminating the 10 existing cottage kitchens and dining areas that will be utilized for other purposes.

- 1.6 Women's correctional supervisor II  
(effective January 1, 1966) (budget page 167, line 51) \$5,146
- 3.2 Women's correctional supervisors I  
(effective January 1, 1966) (budget page 167, line 53) 9,111
- 1 Supervising cook II  
(effective January 1, 1966) (budget page 167, line 58) 3,216
- 3 Supervising cooks I  
(effective January 1, 1966) (budget page 167, line 60) 9,180

The 8.8 positions requested by the agency will provide two-shift coverage for the food preparation and custody functions in the three new inmate dining rooms and kitchen that is scheduled to open in January 1966.

We recommend approval of the positions requested for the feeding operation.

Under the agency proposal, 1 cook will supervise 7 inmate cooks and 27 inmate waitresses on the a.m. shift assisted by the 1 custody officer assigned to control the dining room attendants and the cleanup crew. A comparable staff will be assigned to this function on the p.m. shift with the entire operation being completed at 7:30 p.m.

The 10 cottage dining rooms will be closed and utilized for other purposes and we believe the centralized feeding operation will provide a very efficient feeding program that will eliminate some of the agency's current problems with inmates and staff related to the feeding program.

The special repairs and equipment requests submitted by this agency were reviewed by a representative from our office and appear to be in line as now budgeted.

DEPARTMENT OF THE YOUTH AUTHORITY

PROGRAM PLANS AND BUDGET

The Department of the Youth Authority was created by an act of the California Legislature passed in 1941. The Welfare and Institutions Code sets forth the purposes of the department in Section 1700, Article I, Chapter 1 of Division 2.5. The cited section reads as follows:

“The purpose of this chapter is to protect 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. To this end it is the intent of the Legislature that the chapter be liberally interpreted in conformity with its declared purpose”

Therefore, the basic purposes for which the agency was established are the protection of society and the correction and rehabilitation of the wards committed to the care and custody of the department.

The department seeks to perform its duty to protect the public by properly classifying each ward and incarcerating him in the type of facility that can reasonably be expected to prevent the ward from causing further harm to the public. The department attempts to carry out its second purpose of correcting and rehabilitating the committed youths by various treatment programs in the institutions. A combination of supervision and guidance aimed toward public protection and ward rehabilitation is carried on after institutional release by the department's parole operation. The Division of Probation and Delinquency Prevention Services is seeking to carry out the department's goals by improving probation services and encouraging delinquency prevention programs at the local level. These programs will be described in more detail in a subsequent section of this report.

In order to carry out its assigned duties for 1965-66, the agency is requesting \$31,450,029. The requested amount represents an increase of \$1,495,942 or 5 percent over the re-estimated 1964-65 expenditure total of \$29,954,087. The amount requested is primarily to provide care, custody and treatment for an average daily institutional population of 5,281 wards. The 1965-66 average daily institutional population represents an increase of 127 wards or 2.5 percent over the 1964-65 population estimate. This results in the per capita cost increasing from \$4,766 in 1964-65 to \$4,857 in 1965-66, an increase of \$91 or 1.9 percent.

The parole population for 1965-66 represents an increase of 739 parolees or 5.7 percent over the number of wards now estimated to be supervised on parole in 1964-65.

The per capita parole cost for 1965-66 is projected at \$380. This represents a decrease of \$1 or 0.3 percent under the re-estimated 1964-65 per capita of \$381.

Youth Authority Board	Positions	Expenditure
Actual 1963-64	32.8	\$362,220
Authorized 1964-65	35.0	402,974
Proposed 1965-66	36.0	429,145

## General Summary

## Youth Authority

### Department of the Youth Authority—Continued

The Youth Authority Board was established in 1941 with the reorganization of the department. The board consists of six members appointed by the Governor for a term of four years with the advice and consent of the Senate. The Director of the Youth Authority is a member of the board and may delegate his position to an alternate. Hearing representatives are employed to assist the board in its hearing responsibilities. The Youth Authority Board is responsible for term setting and paroling and resentencing of wards committed to the Youth Authority. This agency, via the clerk to the board and the records office, maintains the master files of all wards committed to the Department of the Youth Authority.

#### 1. Administration

The administrative program consists of three subprograms, namely executive, business services and research-statistics. The administrative program is aimed toward the efficient overall operation of the Department of the Youth Authority. Administrative program staff is located at departmental headquarters as well as at each institution. A total of 299.1 positions with a total expenditure that includes related operating expense and equipment of \$2,783,789 is proposed for the overall administration program of this agency in 1965-66. The comparative figures for 1963-64 through 1965-66 for each subprogram are set forth hereinafter.

(a) Executive	Positions	Expenditure
Actual 1963-64	62.5	\$714,625
Authorized 1964-65	75.9	794,708
Proposed 1965-66	84.4	831,923

The executive portion of the administrative program consists of those positions and related expenses involved in the overall operation of the department and the respective institutions of the agency. The department is currently authorized a total of 75.9 positions at a cost of \$794,708 for 1964-65 for salaries and related expenses and equipment. The agency is requesting 8.5 proposed new executive program positions to provide for the initial staffing at the central facility and Institutions 1 and 2 at the Northern California Youth Center.

(b) Business Services	Positions	Expenditure
Actual 1963-64	164.7	\$1,515,847
Authorized 1964-65	182.8	1,694,387
Proposed 1965-66	196.3	1,733,945

The business services function provides for the purchasing, accounting, recordkeeping, budget preparation and related activities of the department and the institutions. The function of such service is to provide the many products, personnel, equipment and services of a business nature needed to operate the department as a whole and for the respective institutions of the agency located in various parts of the state.

**Youth Authority****General Summary****Department of the Youth Authority—Continued**

(c) Research-Statistics	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 -----	35.2	\$261,904
Authorized 1964-65 -----	40.4	294,694
Proposed 1965-66 -----	42.0	311,632

The primary function of the research-statistics activity is to further the department's goals of ward rehabilitation and public protection by evaluation of wards and program and the gathering of statistics for research, population accounting and departmental management.

The evaluation of wards is conducted by means of base expectancy scales, various character analyses and psychological testing devices, and subjective classification of the ward by staff. The purpose is to determine the character and maturity makeup of the ward so that he may be placed in the program which is believed to be the most likely to effect a beneficial change in the ward's behavior, present and future.

The research division is also charged with the responsibility of evaluating the ongoing institution and parole programs. The goal of such research is to determine the effectiveness of existing and new programs in rehabilitation of the wards. Some of the programs which have been or are currently under study are psychiatric treatment, group counseling, small living unit effectiveness, remedial reading, the team approach to institutional treatment, community treatment, direct parole release and control of persons classified as violent offenders and those having a history of narcotic use through close parole supervision.

An important aspect of this activity which provides services to both research and management is the statistical function. This unit is responsible for collecting, analyzing and reporting statistical data. The statistical material gathered is used to support or reject the hypothesis of the experimental programs; to account for the ward population, its location and movement; and as an aid to management.

The research results are reported in detail in numbered reports and an annual summary report. The statistical material is published in several regular reports and in special reports, letters and other means as warranted.

Reception Centers	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 -----	76.6	\$782,317
Authorized 1964-65 -----	104.4	942,259
Proposed 1965-66 -----	111.3	1,007,474

The department operates three reception centers, the Northern California Reception Center and Clinic near Perkins, Sacramento County, the Southern California Reception Center and Clinic located at Norwalk, Los Angeles County and a third in temporary facilities at the Ventura School for Girls. Older male wards are also received at the Deuel Vocational Institution reception center operated by the Department of Corrections.

Wards received at these facilities are processed through various diagnostic procedures, physical and mental, to determine delinquency characteristics, mental attitude and abilities. This processing lasts for approximately four weeks and is culminated in a staff recommendation to

## General Summary

## Youth Authority

### Department of the Youth Authority—Continued

the Youth Authority Board as to the suggested treatment program best suited to the needs of the ward. Such recommendation can call for either institutional treatment or direct parole. The use of direct parole has been increasing in recent years due to staff recommendations and the providing of special parole programs for such direct releases.

The cost and staff figures presented above for the centers represent diagnosis and classification factors. Costs of administration, custody, feeding, etc., are contained in those particular subprogram analyses on a departmental basis later in this report.

The position increases which represent a substantial portion of the cost increases from 1964-65 to 1965-66 are due to increased admissions. The new positions requested are supported by approved workload formulas.

In addition to diagnosis and classification, the centers also provide medical and dental care and to the extent possible, because of the limited length of stay, provide recreation programs, educational and religious counseling and instruction.

A special feature of the Southern California Reception Center and Clinic is the Marshall program. This experimental program occupies one 50-boy living unit. The program contemplates the establishment of a therapeutic community treatment approach for selected wards in the 15 to 17 age group. These boys are afforded a three-month intensified preparole program followed by release on parole instead of institutionalization for a much longer period of time. A total of 17 positions at a salary cost of \$94,815 will be utilized in this experimental program in 1965-66.

### 2. Care and Welfare

The care and welfare program in all the institutions is directed toward the protection of society by maintaining the wards in custody. Also the program purpose is to further protect society by seeking to carry out the second function of the department, the rehabilitation of the wards. The maintaining of the wards in custody requires additional staff to perform the following activities, namely, custody, feeding, clothing, housekeeping and laundry, medical and dental. Rehabilitation of the wards is sought through the specific subprograms of academic education, vocational training, group counseling, classification and parole, psychiatric and casework services, religion, recreation and farming.

The care and welfare program estimated total expenditure for 1964-65 is \$17,074,950 and the utilization of 1,781.7 employees. For the 1965-66 fiscal year, this is to increase to \$17,781,208 and 1,933 employees. This increase is primarily due to increased population and the opening of new facilities.

The care and welfare program has to be varied and flexible to meet the differing needs of youngsters from approximately 8 to 21 years of age. Varying amounts of emphasis are placed on the subprograms at different institutions due to the needs of the wards assigned to them.

**Youth Authority**

**General Summary**

**Department of the Youth Authority—Continued**

(a) Custody	Positions	Expenditure
Actual 1963-64	894.9	\$6,125,862
Authorized 1964-65	897.1	6,579,506
Proposed 1965-66	942.4	6,767,109

The custody function varies between institutions and post of assignment. The primary purposes of the custody personnel are to maintain the security of the institution and discipline over the wards. The group supervisors which staff this program take part in the recreation and dormitory activity programs. They also participate in counseling the wards and directing work programs and in other ways participate in the treatment program over and above their basic security responsibilities.

During 1965-66, the custody subprogram is to provide its services at 10 institutions with a combined population of 4,929 wards. The net increase of 45.3 custody positions is due primarily to the 50.2 such positions at the new Northern California Youth Center to be opened in the budget year offset by increases and decreases at other facilities.

(b) Feeding	Positions	Expenditure
Actual 1963-64	117.0	\$1,855,640
Authorized 1964-65	127.2	2,213,722
Proposed 1965-66	157.8	2,309,382

The feeding activity has as its goal the providing of three wholesome meals a day to the substantial appetites of growing youngsters. This subprogram, as are others in the department, must be flexible and varied according to the needs of the wards at the various institutions. The feeding program for an institution such as the Fricot School for Boys requires a greater proportion of civil service employees to population than the Youth Training School. In the former, the wards are in full-day school and not available for work in the feeding areas. At the Youth Training School and some other facilities, wards are used in the kitchen and dining areas, thus reducing the need for some civil service help.

The major portion of the appropriation for this subprogram is to provide the food to be consumed. The food expenditures of each institution are based on a certain ration cost per ward. This ration varies by institution due to the difference in ages of wards housed at each facility.

The increase in positions in 1965-66 over 1964-65 is largely due to the 30.6 new positions requested for this subprogram at the new Northern California Youth Center and the Youth Training School.

(c) Clothing	Positions	Expenditure
Actual 1963-64	16.1	\$537,236
Authorized 1964-65	16.7	586,929
Proposed 1965-66	18.0	636,684

The clothing function is to provide sufficient clothing and necessary personal grooming items for the wards during their institutional stay. Institution clothing consists of denim shirts and trousers, underwear, shoes, jackets for the boys, dresses and accessories for the girls, and

**General Summary****Youth Authority****Department of the Youth Authority—Continued**

special clothing. Special items include gym clothes, swimsuits, culinary and hospital uniforms and other items as required.

When the wards are released on parole, they are issued street clothing. Improvement in personal grooming habits of the wards is sought as a method of establishing self-respect, which is often lacking in the wards when committed.

(d) Housekeeping and Laundry	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 -----	43.7	\$438,415
Authorized 1964-65 -----	45.9	481,542
Proposed 1965-66 -----	51.6	485,137

The laundry operation provides clean clothing, bed linens and other laundered items as needed. Wards at the girls' schools launder some of their own clothing with facilities provided in the living units. At some of the institutions such as the Youth Training School, Fred C. Nelles School and the Southern Reception Center, the laundry service is provided by the Institution for Men. This contractual arrangement was made so as to eliminate the need to provide laundries at each of these facilities.

The housekeeping function is to provide clean living and working spaces at the institutions. Janitorial or housekeeping positions are provided at each institution for cleaning restricted areas and tasks over and above those performed by the wards.

The providing of clean clothing and living conditions with help from wards can be important factors in the wards' development and future habits.

(e) Medical	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 -----	84.3	\$803,753
Authorized 1964-65 -----	86.5	890,892
Proposed 1965-66 -----	96.3	909,138

Medical staffing is provided at each institution as required along with adequate medical working areas, hospitals and clinics. Wards are given a physical examination at the reception centers on admission to the Youth Authority. Medical attention is provided at the institutions, including clinical service, inpatient care and surgery. Major surgical procedures are provided wards of the Youth Training School at the Institution for Men and wards of the Fricot School for Boys are sent to the Northern Reception Center and Clinic. Services not provided at the institutions are in some cases handled on contract with county hospitals.

The increase in medical positions includes a physician, nurse and medical technical assistants for the new youth center at Stockton.

(f) Dental	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 -----	23.6	\$293,069
Authorized 1964-65 -----	24.7	325,775
Proposed 1965-66 -----	31.1	370,982

Dental services are provided in two separate categories. A dental examination and needed dental services of a corrective nature, i.e., fill-

## Youth Authority

## General Summary

### Department of the Youth Authority—Continued

ings, etc., are provided at the reception centers. The agency estimates from experience that 85 percent of first admissions and 66 percent of the parole violators are in need of some dental care. After the initial work is performed at the centers, dental services are provided at the institutions to maintain the teeth of the wards.

Additional positions requested in the budget year are based on an improved dental workload formula which appears to be more accurate than the one previously used for budgeting purposes. The new formula is based on more recent experience and relates to time requirements for certain major functions of the Youth Authority dental program.

(g) Academic Education	Positions	Expenditure
Actual 1963-64	146.4	\$1,761,467
Authorized 1964-65	169.5	1,865,758
Proposed 1965-66	191.8	1,962,099

The academic education program of the department is remedial in nature both at the elementary and high school levels. This is because the average ward is as much as three years retarded in his educational development according to the department's findings. As a result of this and due to the limited average length of stay, academic teachers are provided on a 15 wards per teacher ratio. The purpose of the academic program is to return the ward to society better equipped to take his place therein. Music teachers are also provided for individual and group instruction with the intention that this will have a therapeutic effect on the wards.

New positions for the youth center at Stockton are the primary cause of the increase in this program from 1964-65 to 1965-66.

The academic program varies with the institutions depending on the age groups of the wards. The younger wards are provided full-day school while at other institutions there may be a combination of academic, vocational and work experience programs. Academic programs are also provided wards incarcerated at Deuel Vocational Institution and the Correctional Training Facility as part of the Department of Corrections' program.

(h) Vocational Training	Positions	Expenditure
Actual 1963-64	110.4	\$1,229,182
Authorized 1964-65	107.0	1,288,805
Proposed 1965-66	108.0	1,324,780

The vocational training programs vary from prevocational training at some institutions to full vocational and related work experience programs. Vocational training is also provided wards at the Deuel Vocational Institution and the Correctional Training Facility operated by the Department of Corrections.

(i) Group Counseling	Positions	Expenditure
Actual 1963-64	31.8	\$259,155
Authorized 1964-65	57.6	447,702
Proposed 1965-66	70.3	575,582

The group counseling program consists of both small group and large group counseling. The groups meet on a regularly scheduled basis and

## General Summary

## Youth Authority

### Department of the Youth Authority—Continued

on occasions when not formally scheduled. The groups are under the general supervision of an employee, usually a custody position. While the group is supervised, considerable latitude in discussions is permitted. The small groups of 8-10 wards tend to discuss individual problems relating to the wards' difficulties in free society. The large groups may consist of an entire 50-ward living unit. Such groups generally discuss problems relating to the group within the institution.

For 1965-66, the agency plans to devote the equivalent of 70.3 man-years at an estimated cost of \$575,582 to this program. This represents an increase of \$127,880 and 12.7 man-years of employee time over the 1964-65 program. The increase in this subprogram is due to increased emphasis on this type of service in the institutions. The man-year figures are the agency's best estimate of time devoted to this service during the regular duty hours and on a paid or voluntary overtime basis. Much of this counseling is performed by group supervisors who are at the same time supervising the living unit. The costs are based on an estimation of the employee time devoted to the program. Much of this cost would be incurred without the program as the program is partly conducted during hours for which the staff would be employed for their primary functions.

(j) Classification and Parole	Positions	Expenditure
Actual 1963-64	84.3	\$678,032
Authorized 1964-65	106.7	914,758
Proposed 1965-66	110.2	937,160

The classification and parole subprogram or function is projected to utilize 110.2 positions at a program cost of \$937,160 in 1965-66. This is an increase of 3.5 positions and \$22,402 over the 1964-65 program level. The purpose of this program is to provide institution orientation to newly received wards and the assignment of wards to programs and living units. Ward program changes, preparation of progress reports and presentation of the wards' cases to the Youth Authority Board are also functions of employees in this activity. In addition to and as part of the above listed functions, the personnel also counsel the wards individually and in groups. The objectives of this subprogram are to orient the ward to institution living and in his relations with others in the institution, encourage ward use of programs offered, and prepare the ward for adjustment to society when paroled.

(k) Psychiatric and Casework Services	Positions	Expenditure
Actual 1963-64	80.1	\$695,922
Authorized 1964-65	85.7	816,504
Proposed 1965-66	94.3	843,350

The department has established psychiatric treatment programs at all institutions except the Youth Training School. This program was originally conceived as an experimental treatment approach which evolved into an integral part of the ongoing treatment program.

A total of \$843,350 with 94.3 positions is requested to be utilized in this program in 1965-66. This represents an increase of 8.6 positions

**Youth Authority****General Summary****Department of the Youth Authority—Continued**

and \$26,846. As the new positions are requested for only part of the fiscal year to coincide with the opening of the Northern California Youth Center, the full year costs of these positions will be substantially greater than the \$26,846 mentioned above. This subprogram is supposed to provide corrective treatment to the wards with serious personality problems or to wards described as borderline psychotic, mentally retarded, psychopathic or defective delinquents, aggressive sexual deviates and other special problem cases.

(l) Religion	Positions	Expenditure
Actual 1963-64 -----	18.2	\$181,048
Authorized 1964-65 -----	18.9	200,258
Proposed 1965-66 -----	20.9	205,860

The religious program consists of one Catholic and one Protestant chaplain for each institution plus additional part-time services amounting to 0.1 of a position at each of two institutions. Summaries of a ward's religious background and training are prepared and become a part of the ward's record. Religious services are provided as well as religious instruction and counseling. The religious programs at the various institutions are supplemented by volunteers of various religious beliefs and faiths. For 1965-66, the religious program will continue at the previously budgeted level plus two additional positions for the new institution.

(m) Recreation	Positions	Expenditure
Actual 1963-64 -----	26.9	\$338,985
Authorized 1964-65 -----	29.2	372,659
Proposed 1965-66 -----	31.3	388,232

The recreational program of the agency consists of physical education as a part of the overall education program as well as planned, organized and supervised evening, weekend and holiday recreational activities. Gymnasiums, athletic fields and swimming pools are provided each facility in addition to auditoriums for educational and recreational activities. The 1965-66 proposed budget for this program continues the previously authorized level of service while providing for the new facilities to be opened. The program goals are improved physical health, constructive and beneficial use of leisure time and improved group relationship and teamwork, both in the institution and after release from incarceration.

(n) Farming	Positions	Expenditure
Actual 1963-64 -----	9.4	\$64,472
Authorized 1964-65 -----	9.0	60,140
Proposed 1965-66 -----	9.0	65,713

Farming operations in 1965-66 will be limited to the Preston School of Industry. The farming program provides basic experience in the operation of a dairy and a hog farm as well as a vegetable garden and some field crops. Field crops are related to the dairy operation. Farming operations in 1965-66 are to continue the established level of service in this area.

**General Summary**

**Youth Authority**

**Department of the Youth Authority—Continued**

**3. Plant Operation and Maintenance**

	<i>Positions</i>	<i>Expenditure</i>
Actual 1963-64 -----	148.7	\$1,839,957
Authorized 1964-65 -----	151.2	2,024,998
Proposed 1965-66 -----	174.4	2,129,877

The plant operation and maintenance program includes those employees and expenses necessary to keep the physical plant in operation and maintained. Various crafts are employed to keep the buildings and grounds in a usable and presentable condition. Other employees such as stationary engineers maintain the boiler operations and other utilities. The staff necessary for each institution varies as to the size of the physical plant, its age and the age of the boys incarcerated.

At the younger boys' schools and the schools for girls, the maintenance is performed by civil servants. The wards at the Youth Training School are required to work in the maintenance area as part of their vocational training. Other schools are between these extremes in the use of ward help.

A substantial portion of the budget for this program is requested for utilities such as heat, lights and water necessary to the operation of the facilities.

	<i>Positions</i>	<i>Expenditure</i>
<b>Camp Operations</b>		
Actual 1963-64 -----	86.2	\$1,027,879
Authorized 1964-65 -----	93.6	1,128,790
Proposed 1965-66 -----	94.3	1,119,393

The Youth Authority operates four main camps and three branch camps in conjunction with the Division of Forestry. A fifth camp is scheduled to open in October 1966 near Hemet, Riverside County. The average daily population in all camps for 1965-66 is projected at 352 wards. These wards in the 17 to 21 age group are engaged in forest fire fighting and prevention, reforestation, forest road construction and general maintenance of the state's forests. The 1965-66 budget requests follow previously accepted levels of service and provide two additional positions for the necessary planning and related functions in establishing the new camp near Hemet.

	<i>Positions</i>	<i>Expenditure</i>
<b>Parole and Community Services</b>		
Actual 1963-64 -----	317.8	\$4,044,706
Authorized 1964-65 -----	407.1	5,348,572
Proposed 1965-66 -----	421.1	5,741,364

The total parole program for 1965-66 is estimated to require 421.1 positions and \$5,741,364 of expenditure. Included in these totals are regular parole and several special parole programs. The regular parole operation requires 342.4 positions and a total expenditure of \$4,560,360 to provide parole supervision for an average daily population of 12,704 parolees. The parole agents offer guidance, counseling, surveillance and other methods in an attempt to aid the parolee to successfully complete parole. The goal, of course, is to have an impact on the parolee sufficient to have him change his antisocial behavior. Another goal is to protect society from misdeeds of the parolee without the necessity of incarceration.

## Youth Authority

## General Summary

### Department of the Youth Authority—Continued

In addition to regular parole supervision, the Division of Parole and Community Services is conducting several experimental programs. The narcotics treatment program will have an average population of 225 parolees in 1965-66. To supervise and attempt to rehabilitate these parolees, the division will utilize 10.4 positions and expend \$105,806. The program is for parolees having a history of narcotic usage and consists of close parole supervision and Nalline testing. This is a research project to determine the effectiveness of this treatment approach.

The community treatment project is another experimental program involving 23.2 employees and an expenditure of \$397,002 in 1965-66. This program is to test the feasibility of releasing selected wards directly from the reception centers to parole without an intervening long-term institutional stay. Two units have been established at Stockton and Sacramento. Low caseloads provide intensive parole supervision in this project. The research portion of this program is financed by a grant from the National Institute of Mental Health.

The community delinquency control project in 1965-66 will utilize 22.3 employees and require an expenditure of \$278,934. This project is similar to the community treatment project in the direct release and close parole features. Units are located at Oakland and Los Angeles. The programs differ in the emphasis placed on certain areas of parole supervision.

The violence control demonstration units are located in San Diego County. This is an experimental project involving wards with a history of violent offenses. The program in 1965-66 will utilize 20.8 employees and expend \$274,150 to supervise 400 parolees. The aim of the program is to reduce the incidence of violent offenses among these parolees through group and individual counseling and increased surveillance.

The part way home program in 1965-66 will involve 20 parolees. The services of two employees and the expenditure of \$92,732 will be utilized in this program. This is an experimental project for the placement of parolees in homes operated by private concerns for wards that are without homes or without proper homes in which they can be placed.

This program for parolees is distinguished from the private agency treatment program wherein wards are placed in privately operated homes instead of in a Youth Authority facility.

Probation and Delinquency Prevention Services	Positions	Expenditure
Actual 1963-64	21.0	\$226,255
Authorized 1964-65	20.8	247,755
Proposed 1965-66	20.6	264,068

The staffing and expenditures for this program in 1965-66 are based on previously approved levels of service as reflected in the above table. The functions of this operation fall into two general categories. Approximately five-sixths of the personnel and budget are devoted to providing advisory services to local governments relating to juvenile law enforcement, probation department organization and staffing, construction and operation of juvenile detention facilities, and training and treatment services to be provided to incarcerated juveniles. This

## General Summary

## Youth Authority

### Department of the Youth Authority—Continued

unit also makes annual inspections of juvenile detention facilities and provides an annual two-week training course for law enforcement personnel dealing with juveniles.

The remainder of the budget, consisting of three employees, is utilized in the area of delinquency prevention. This is carried out through various conferences on juvenile delinquency and aiding local governments in setting up town meetings on juvenile delinquency.

### REVIEW OF AGENCY ACCOMPLISHMENTS

Our review of the agency's accomplishments for 1963-64 will be related to the primary functions of this agency. As previously stated, the primary goals of this department are the protection of society and the rehabilitation of the wards committed to this agency by the courts. The Youth Authority seeks to attain these goals by institutional confinement and treatment and by parole supervision and treatment. Our analysis is therefore directed to the agency's accomplishments in these two categories.

#### Institutional Programs

The agency in 1963-64 provided institutional care for an average daily population of 5,003 wards. The total institutional cost was \$25,468,416. The specific cost and employees utilized in the various institutional programs are set forth in a foregoing section of this analysis. These funds were expended to provide the necessary maintenance of wards in an institutional setting and their participation in various treatment programs aimed toward their rehabilitation.

Certain criteria are available by which we may evaluate the overall accomplishments of the institutional program. How well the institutional program gave protection to the public can be measured by the number of escapes in relation to the number housed. There were 93 incidents of escape from institutions involving 163 wards during 1963-64. There were also 24 escapes by wards on furlough. This total of 187 wards escaping represents 3.7 percent of the average daily population of 5,003 wards. While the number of escapes should not be minimized, the low percentage of escapes to the total population reflects that the agency is substantially providing the public protection which its institution program is supposed to provide. By way of comparison, there were 172 escape incidents involving 295 wards in 1962-63. The escapes in that year represented 6.4 percent of the average daily population of 4,588 wards. These factors reflect favorable improvement in 1963-64 over 1962-63. Escape totals in 1960-61 and 1961-62 were similar to 1962-63.

For the purpose of rehabilitating the wards while in custody, the agency in 1963-64 made a number of programs available to the wards. However, criteria have not been developed to identify the institutional programs, including counseling, custody, religion, education, medical and dental care or others, having an impact on the wards sufficient to produce rehabilitation. In recent years, various new treatment concepts have been added to the program and previously existing functions have been enriched. Whether or not the return justifies the expenditure

**Youth Authority**

**General Summary**

**Department of the Youth Authority—Continued**

in ward rehabilitation as a result of these enriched programs is a question which needs to be answered for each of these programs. One evaluative tool available to measure the impact of the total institution program relates to the behavior of the wards in the institutions. This tool is the annual report of incidents. The following table presents information on total incidents serious enough to report to departmental administration.

<i>Fiscal year</i>	<b>Ward Incidents</b>				
	<i>Average daily population</i>	<i>Number of incidents</i>	<i>Percent of average daily population</i>	<i>Wards involved</i>	<i>Percent of average daily population</i>
1959-60-----	3,055	492	16.1	633	22.4
1960-61-----	3,475	468	13.5	719	20.7
1961-62-----	4,128	754	18.3	1,274	30.9
1962-63-----	4,588	698	15.2	1,104	24.1
1963-64-----	5,003	707	14.1	1,069	21.4

The above table reflects that while there is a fluctuation in both the number of incidents and wards involved from year to year, there has not been a substantial improvement in this area. The care and welfare program with the various subfunctions identified by alphabetic characters (a) through (n) in the preceding section of this analysis is directed toward improvement of ward behavior. This total program entailed an expenditure in 1963-64 of \$15,262,238 and utilization of 1,687.1 employees. This total program has been enriched by the psychiatric treatment program, group counseling, increased custodial supervision and in other treatment areas since 1959-60. The enrichment of the care and welfare program has not substantially improved the wards' conduct as reflected by the above table.

Another criterion which may be used in evaluating the rehabilitative results of the institution programs is the rate of recidivism. While the recidivism rate is subject to a number of influences other than the effect of the treatment programs, this is still the best index of rehabilitative results that has as yet been developed. Since one of the major goals of the institution program is rehabilitation of the wards, such goal has not been attained if it is necessary to return the ward to an institutional setting. Therefore, the rate of return is a measure of the failure of the rehabilitation program. The recidivism rate of parolees returned to the Youth Authority, Department of Corrections or other penal institutions is approximately 40 percent of the average monthly parole caseload. Another means of presenting this information is through a cohort approach wherein each year's releases are followed to determine the rate of return as reflected in the following table.

**General Summary**

**Youth Authority**

**Department of the Youth Authority—Continued**

<i>Year of release</i>	<b>Observed Rate of Return All Releases</b>		<i>Observed violation rate</i>
1956			.541
1957			.508
1958			.471
1959			.462
1960			.473
1961			.474
1962			.475

Except for the improvement shown over 1956 and 1957, the violation rate for the remaining cohorts remains fairly constant. Therefore, on an overall basis, there has not been a substantial improvement in the rate of return which would indicate an improvement in the rehabilitative results of the institution programs. The change in recidivism rate is not solely a measure of institution program results but also is the best available measure of the effectiveness of the parole program.

**Parole Program**

The principal criterion available for evaluation of the parole program is the rate of recidivism. The purpose of the institutional and parole programs is to rehabilitate the wards to an extent that further incarceration is unnecessary. To the extent they fail to do so is a measure of the ineffectiveness of the program. The number of parole violators returned in comparison to the average parole population and related to whether the return was due to a new court commitment or because of a violation of the parole rules is reflected in the following table.

**Comparison of Parole Violators Returned to Youth Authority Facilities  
(California Supervision)**

<i>Fiscal year</i>	<i>Average parole population</i>	<i>Parolees returned</i>		<i>With new commitment</i>		<i>Without new commitment</i>	
		<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
1954-55	5,233	1,316	25.1	332	26	984	74
1955-56	5,828	1,515	26.0	385	26	1,130	74
1956-57	6,462	1,626	25.2	418	26	1,208	74
1957-58	7,176	1,729	24.1	429	25	1,300	75
1958-59	8,257	1,903	23.0	559	29	1,344	71
1959-60	9,138	2,217	24.3	642	29	1,575	71
1960-61	9,793	2,458	25.1	767	31	1,691	69
1961-62	10,624	2,938	27.7	961	33	1,977	67
1962-63	11,396	3,167	27.8	925	29	2,242	71
1963-64	12,167	3,656	30.1	857	23	2,799	77

Source: Department of the Youth Authority

The above table reflects no improvement in the rate of return to Youth Authority institutions of parolees under California supervision. On the contrary, the rate of recidivism is increasing. This lack of improvement may be due to failure of the institutions or parole programs or both. It may also be attributed, as the agency has stated, to an in-

**Department of the Youth Authority—Continued**

creased number of commitments to the Youth Authority of more severely delinquent youths due in part to the screening processes of local treatment programs initiated in recent years. Substantiating evidence of this contention has not been provided by the agency.

The above table also contains a comparison between the number of parolees returned with and without new commitments. The table reflects a relatively stable condition in these two areas, although the 1963-64 year indicates an upward turn in the number being returned without new commitments as well as an increase in the total number being returned. This increase in the number being returned without new commitments indicates that the parolees are being returned in a larger percentage prior to getting into greater difficulties with legal authorities. The question of when to return the parolee who may be heading for trouble is a matter of subjective judgment of the parole authorities and the Youth Authority Board. On the basis of the foregoing parole data, we can only conclude that the present institution and parole rehabilitative programs have not had an appreciable effect on juvenile delinquents committed to them.

The experimental parole programs currently budgeted are all of recent origin. Additional operating experience needs to be gained prior to evaluation of such programs.

The research division of the department has developed base expectancy scales and other devices so that the expected parole performance of the wards can be predicted. With this basic knowledge as one test, the parole division and the research unit can compare the actual parole results with the predicted outcome and, by this means, determine whether experimental changes in parole treatment has an impact on the parolees treated.

**Research Program**

The research unit was established in 1958. Since that time, it has engaged in 48 research projects as well as other special informational requests. Since its inception through 1963-64, the research unit has devoted 54.42 man-years of professional staff time to these 48 projects at an estimated salary cost of \$464,124. Of this total expenditure, \$139,420 was reimbursed by the Rosenberg Foundation and the National Institute on Mental Health for 2 of the 48 projects. Some of the projects were of short duration and have been completed. Others are continuing. All the programs have added to the limited knowledge in this field in a positive or negative fashion. The unit issues an annual progress report of projects under study and findings to date. The research section recently commenced maintaining data on time devoted to particular studies which should aid in evaluation of the research programs in the future.

**Medical and Dental**

During 1963-64, the medical units of the department provided medical services to the wards involving 236,608 outpatient (sick call) contacts and 5,842 inpatient admissions. The daily average inpatient care for the entire department was 66 patients. In addition to other duties,

## General Summary

## Youth Authority

### Department of the Youth Authority—Continued

the various medical units completed 3,215 minor and 176 major surgical procedures, 2,241 psychiatric examinations and 420 culinary and dormitory inspections.

The dental services examined 11,215 patients, took 33,751 X-rays, performed 2,961 extractions and made 33,127 fillings.

### Academic Education and Vocational Training

The academic and vocational programs had an average number of 251.40 days taught in 1963-64. The total average daily attendance in all facilities was 2,934.24. The actual average pupil-teacher ratio was one teacher for 16.42 students in 1963-64. The student participation in the education program consisted of average daily attendance of 1,910.66 academic, 947.14 vocational and 90.42 in food services.

### POLICY OPTIONS

The special treatment program was established by the Legislature in 1957. The purpose of this program is to provide psychiatrically oriented treatment to emotionally disturbed and mentally retarded wards. The wards were committed to the Youth Authority because of violations of law and not because of their emotional condition although such may have contributed to the commission of the unlawful act.

The program was originally authorized for two schools in 1957-58. A total of 42 positions at a salary cost of \$240,267 was authorized although only 11.7 positions at a salary cost of \$72,733 were utilized in 1957-58. The difference was due to recruitment and other problems of initiating a drastically new program.

Since its inception the program has been expanded to all Youth Authority institutions except the reception centers, the Youth Training School and the camps. For 1965-66, a total of 89 positions at a total salary cost of \$779,580 are currently authorized for this program. In addition, the agency is requesting 7 new positions to expand this program into the first unit of the Northern California Youth Center. The full year costs of these new positions at the maximum current salary scale would be \$61,125.

The diffusion of this program among the various institutions probably results in more staff than would be necessary if the program was confined to one institution. Also recruitment of staff would be easier for a large scale program in one facility than for a program diffused among a number of institutions.

The research reports on this program reflect no substantial improvement in the wards exposed to this special treatment approach as it is now conducted.

The agency is requesting capital outlay funds in this budget for working drawings for a medical-psychiatric unit to be built as part of the Southern California Youth Center.

We suggest to the agency and to the Legislature, as we have in prior years, that consideration be given to a change in policy in the special treatment program to concentrate this program at one facility. As the new facility is not as yet planned, we cannot estimate the cost savings of operating this one psychiatric facility as opposed to the smaller units at the various schools.

**Youth Authority**

**Item 74**

**Department of the Youth Authority—Continued**

The psychiatric program at this one institution would be free of the program influences of the other institutions. By this method of operation, it is contemplated that an opportunity to provide more definitive answers to the Legislature as to results of this type treatment could be obtained.

**Department of the Youth Authority  
DEPARTMENTAL ADMINISTRATION**

ITEM 74 of the Budget Bill

Budget page 179

**FOR SUPPORT OF DEPARTMENTAL ADMINISTRATION  
FROM THE GENERAL FUND**

Amount requested .....	\$7,939,288
Estimated to be expended in 1964-65 fiscal year .....	6,752,140
Increase (17.6 percent) .....	\$1,187,148
Increase to improve level of service .....	\$12,240

**TOTAL RECOMMENDED REDUCTION** ..... \$12,240

**Summary of Recommended Reductions** *Budget*

From amount requested for new or improved services:	<i>Amount</i>	<i>Page</i>	<i>Line</i>
2 transportation officers .....	\$12,240	180	24

**ANALYSIS AND RECOMMENDATIONS**

This budget item provides support for the Departmental Administration headquartered at Sacramento as well as the Youth Authority Board, the Division of Delinquency Prevention and the Division of Parole and Community Services.

The total amount requested for these combined operations for 1965-66 is \$7,939,288. This represents an increase of \$1,187,148 or 17.6 percent over the 1964-65 estimated expenditure level of \$6,752,140. Of the \$1,187,148 increase, \$851,350 or 71.7 percent of the total represents foster home care which heretofore has been carried as a separate budget item. These factors are reflected in the following per capita table.

**Per Capita Costs**

	<i>Population all institutions</i>	<i>Total administrative costs †</i>	<i>Administra- tive per capita cost</i>	<i>Increase over prior year</i>	
				<i>Amount</i>	<i>Percent</i>
1956-57 .....	2,681	\$850,744	\$317	-\$2	-0.6
1957-58 .....	2,799	1,011,136	361	44	13.9
1958-59 .....	2,855	1,098,516	385	24	6.6
1959-60 .....	3,055	1,281,283	419	34	8.8
1960-61 .....	3,475	1,537,278	442	47	11.9
1961-62 .....	4,128	1,563,398	379	-63	-14.2
1962-63 .....	4,588	1,788,321	389	10	2.6
1963-64 .....	5,003	1,940,277	388	-1	-0.3
1964-65 * .....	5,154	2,187,460	424	36	8.5
1965-66 † .....	5,281	2,271,336	430	6	1.4

\* Estimated as shown in 1965-66 budget.  
 † Budget request.  
 ‡ Exclusive of the Division of Paroles.

It is noted in the above table that the per capita cost for 1965-66 is scheduled to increase to \$430. This represents an increase of \$6 or 1.4

## Item 77

## Youth Authority

## Northern California Reception Center and Clinic—Continued

The total amount requested for this institution for 1965-66 is \$1,848,900. This represents an increase of \$66,423 or 3.7 percent over the 1964-65 estimated expenditure total of \$1,782,477. The average daily population for 1965-66 is projected at 319 wards, a decrease of 5 or 1.5 percent. The number of wards to be processed is anticipated to increase 145 or 4.5 percent. These factors are reflected in the following table.

Fiscal year	Institution population	Per Capita Costs							
		Per capita cost	Increase over prior year		Number wards processed	Cost per ward processed	Increase over prior year		
			Amount	Percent			Amount	Percent	
1955-56	131	\$5,460	\$304	-5.2	1,292	\$554	\$33	6.3	
1956-57	146	5,304	-156	-2.9	1,242	623	69	12.4	
1957-58	181	5,134	-170	-3.2	1,418	565	32	5.1	
1958-59	213	4,832	-302	-5.9	1,562	659	4	0.6	
1959-60	220	4,914	82	1.7	1,640	659	—	—	
1960-61	241	5,053	139	2.8	2,072	588	-71	-10.8	
1961-62	253	5,404	351	6.9	2,662	514	-74	-12.6	
1962-63	264	5,590	186	3.4	2,578	572	58	11.3	
1963-64	321	5,143	-447	-8.0	2,951	559	-13	-2.3	
1964-65 *	324	5,501	358	7.0	3,246	549	-10	-1.8	
1965-66 †	319	5,796	295	5.4	3,391	545	-4	-0.7	

\* Estimated as shown in 1965-66 budget.

† Budget request.

The above table reflects a continuing increase in the per capita cost for the reception processes. The table also reflects a decrease in the cost to process each ward. This is accomplished by decreasing the average length of stay by direct releases and other means to prevent population buildup resulting in an increase in the average daily population. By the same token costs are increased by the increasing number of cases processed thereby increasing the per capita cost computed on an average daily population basis.

The agency is requesting a total of 9.2 proposed new positions at a total salary cost of \$65,102. These proposed positions are requested on the basis of approved workload formulas, detailed workload justifications or due to previously authorized levels of service with the one exception of an intermediate file clerk position discussed as follows:

1 Intermediate file clerk (budget page 186, line 6)----- \$4,344

The position is requested for the care and welfare function on the basis of generalized statements of workload increase and current staffing deficiencies.

We recommend deletion of the position reducing salaries and wages \$4,344.

The agency's justification asserts that the position is justified due to the increase in admissions. The material submitted with the position request reflects that the work is being accomplished by aid of the typing pool at a sacrifice to the casework production and the use of overtime. No specifics to support these general statements were offered by the agency. Without statements of deficiency in current operations and/or significant utilization of overtime to show a detriment to the program

Northern California Reception Center and Clinic—Continued

of the institution, we are unable to recommend approval of the additional position requested. Approval of the position would constitute an improvement in the existing level of service.

We have reviewed the requests for operating expenses and equipment and find them in line with the needs of the agency.

Department of the Youth Authority

SOUTHERN CALIFORNIA RECEPTION CENTER AND CLINIC

ITEM 78 of the Budget Bill

Budget page 187

FOR SUPPORT OF THE SOUTHERN CALIFORNIA RECEPTION CENTER AND CLINIC FROM THE GENERAL FUND

Amount requested-----	\$2,040,449
Estimated to be expended in 1964-65 fiscal year-----	2,025,218
Increase (0.8 percent)-----	\$15,231
Increase to improve level of service-----	\$6,516

TOTAL RECOMMENDED REDUCTION ----- \$6,516

Summary of Recommended Reductions

	<i>Amount</i>	<i>Page</i>	<i>Line</i>
From amount requested for new or improved services:			
0.5 Intermediate account clerk-----	\$2,172	187	60
1 Intermediate file clerk-----	4,344	187	63

ANALYSIS AND RECOMMENDATIONS

This facility was established to receive, diagnose and classify boys committed from southern California. Such diagnosis and classification is for the purpose of assigning boys to the particular institution best suited to his needs.

The total amount requested for this facility for 1965-66 is \$2,040,449. This represents an increase of \$15,231 or 0.8 percent under the estimated 1964-65 expenditure level of \$2,025,218. The average daily population is expected to decrease seven wards or 1.9 percent while the number of wards processed is to increase 179 wards or 5.2 percent. These factors result in the changes in per capita costs and cost of processing as reflected in the following table.

Per Capita Costs

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>		<i>Number wards processed</i>	<i>Cost per ward processed</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>			<i>Amount</i>	<i>Percent</i>
1955-56	287	\$3,575	-\$929	-20.6	2,211	\$466	-\$245	-34.5
1956-57	329	3,502	-73	-2	2,209	522	56	12
1957-58	338	3,809	307	8.7	2,337	551	29	5.5
1958-59	331	4,076	267	7.0	2,292	589	38	6.9
1959-60	353	3,988	-88	-2.1	2,610	539	-50	-3.5
1960-61	359	4,288	300	7.5	2,856	539	--	--
1961-62	329	4,772	484	11.3	3,125	502	-37	-6.9
1962-63	324	5,187	415	8.7	3,489	482	-20	-4.0
1963-64	358	5,088	-99	-1.9	3,463	526	44	9.1
1964-65 *	367	5,518	430	8.5	3,420	592	66	12.6
1965-66 †	360	5,668	150	2.7	3,599	567	-25	-4.2

\* Estimated as shown in 1965-66 budget.  
 † Budget request.

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Youth Authority

Southern California Reception Center and Clinic—Continued

The above table reflects that per capita costs are to increase from \$5,518 to \$5,668, an increase of \$150 or 2.7 percent. While the per capita cost is increasing, the cost of each ward for processing is to decrease \$25 or 4.2 percent. This is due to the increase in the number to be processed and a shortening of the average processing time due to some extent to direct releases.

The agency is requesting a total of 4.5 proposed new positions.

*0.5 Intermediate account clerk (budget page 187, line 60)--- \$2,172*

This proposed new half-time position is requested to perform clerical work in the accounting office at this facility on a purported workload increase basis.

*We recommend deletion of the position reducing salaries and wages \$2,172.*

The figures presented concerning the increase in staff and admission of wards do not by themselves justify the addition of this partial position. If the figures presented were indicative of the actual workload increase then the agency would require several more positions instead of the partial position requested.

The justification reflects that the work of the office is being performed by existing employees working in various capacities. In a small office such as this, it is necessary for positions to work out of classification. There is no mention made of any backlog of work or other deficiency in the current operation to justify the need for this requested position. There are several generalized statements concerning workload increases due to initiation of the Marshall program (a new treatment program) and accounting and budgeting for staff benefits. These generalized statements are not supported by increased workload estimates or any indication that they cannot be performed by existing staff. Such unsupported generalized statements cannot rationally support the need for additional personnel. Approval of the position would be an enrichment of the existing level of service.

*1 Intermediate file clerk (budget page 187, line 63)----- \$4,344*

The proposed new position is requested to perform file duties in the care and welfare operation.

*We recommend deletion of the position reducing salaries and wages \$4,344.*

The position is requested on the basis of workload increase due to increased admissions and staff and due to increased workload necessitated by Youth Authority Board hearings. The agency states that there is 50½ hours of filing duties per week in excess of the one position presently authorized. The agency also states that this 50½ hours weekly of clerical work is now being performed by typist positions. There is no reference in the justification to any deficiencies in the typist area due to their devoting the stated time to performing filing operations. If there are no such deficiencies, then we can see no reason why the filing functions cannot continue to be handled as at present. The fact that the intermediate typist clerk is a higher paid employee and the

**Southern California Reception Center and Clinic—Continued**

agency feels that it is uneconomical to utilize such positions for filing purposes can be rectified by reclassification.

The remaining three requested positions are recommended for approval. They include one storekeeper necessitated by workload increase and one temporary help position due to overcrowding of this facility.

**New Dental Workload Formula and Dental Needs**

The remaining position of dental assistant is to comply with workload needs under a proposed new workload formula for dental positions. We have reviewed this proposed new workload formula and believe it to be more accurate and reasonable than the previously approved formula. The new formula is based on the average time required to take X-rays, make visual examinations and perform needed dentistry on those wards requiring it. The formula also calls for one dental assistant position for each dentist.

In connection with the dental work at this facility, the workload increase justifies the addition of one more dentist position. There is not space at this facility for the additional dentist. The agency plans to transfer some of the dental workload to the Paso Robles and Fred C. Nelles institutions. The dental position funds which would be justified for this institution will also be transferred to the two schools which were previously authorized one-half a dentist position each. Both schools will therefore be entitled to and have included in their 1965-66 budget requests a full-time dentist position. This also requires dental assistants at each facility which, because of population increases, would require additional dental services. We have utilized this analysis to explain the changes in dental positions at each of the three facilities to preclude presenting the same explanation in three separate budget items.

We have reviewed the operating expense and equipment requests of this agency and have found them in line with the needs of the agency.

**Department of the Youth Authority**

**YOUTH AUTHORITY CONSERVATION CAMPS FOR BOYS**

ITEM 79 of the Budget Bill

Budget page 189

**FOR SUPPORT OF THE YOUTH AUTHORITY CONSERVATION CAMPS FOR BOYS FROM THE GENERAL FUND**

Amount requested .....	\$1,119,393
Estimated to be expended in 1964-65 fiscal year .....	1,128,790
Decrease (0.8 percent) .....	\$9,397

**TOTAL RECOMMENDED REDUCTION**..... None

**ANALYSIS AND RECOMMENDATIONS**

The Youth Authority Conservation Camps are operated by the Youth Authority in conjunction with the Division of Forestry. Boys, primarily in the 17 to 21 age group, are assigned to the camps to perform useful work in forest fire suppression, reforestation, road construction and general maintenance of the state's forests. The camp program consists of four main camps and three 20-ward spike camps. The main camps are located near the Cities of Jackson, Santa Cruz, Mariposa and Nevada City.

**Item 80**

**Youth Authority**

**Youth Authority Conservation Camps for Boys—Continued**

Total expenditures of \$1,119,393 are requested for 1965-66. This represents a decrease of \$9,397 or 0.8 percent under the estimated 1964-65 expenditure level of \$1,128,790. Daily population is expected to average 352 which is comparable to the 1964-65 average daily population. The per capita costs are expected to decrease \$27 or 0.8 percent under 1964-65 as reflected in the following table.

Fiscal year	Per Capita Costs			
	Population	Camp per	Increase over prior year	
	all camps	capita cost	Amount	Percent
1963-64	353	\$2,912	--	--
1964-65 *	352	3,207	\$295	10.1
1965-66 †	352	3,180	-27	-0.8

\* Estimated as shown in 1965-66 budget.

† Budget request.

The agency is requesting two proposed new positions of superintendent and assistant superintendent for the proposed new camp to be located near Hemet, Riverside County. The positions are requested five months prior to opening of the camp so as to provide necessary planning and procurement services.

We have reviewed the budget requests for this program and find them in line with the needs of the agency.

*We recommend approval of the item as budgeted.*

**Department of the Youth Authority  
FRICOT RANCH SCHOOL FOR BOYS**

ITEM 80 of the Budget Bill

Budget page 191

**FOR SUPPORT OF FRICOT RANCH SCHOOL FOR BOYS  
FROM THE GENERAL FUND**

Amount requested	\$1,193,537
Estimated to be expended in 1964-65 fiscal year	1,155,893
Increase (3.3 percent)	\$37,644
<b>TOTAL RECOMMENDED REDUCTION</b>	None

**ANALYSIS AND RECOMMENDATIONS**

The Fricot Ranch School for Boys is located near San Andreas in Calaveras County. The school houses boys primarily in the 8 to 13 age group. The program at the institution is directed toward training, education and rehabilitation.

The total support of this facility is scheduled to increase \$37,644. Major factors in this increase are merit salary increases and other salary adjustment and proposed new temporary help based on workload increases amounting to 0.5 of a position totaling \$23,157, and an increase in operating expenses of \$4,540 and in equipment requests of \$12,937. The substantial increase in equipment requests is due to the necessity of purchasing a fire truck for \$15,000 to replace one purchased in 1938 which does not meet the requirements of the State Fire Marshal. We have reviewed the requests for this institution and find them in line with the needs of the agency.

**Youth Authority**

**Item 81**

**Fricot Ranch School for Boys—Continued**

The total amount requested for fiscal year 1965-66 is \$1,193,537. The average daily population is estimated at 218. This results in the per capita cost increasing from \$5,302 to \$5,475, an increase of \$173 or 3.3 percent as reflected in the following table.

Fiscal year	Per Capita Costs		Increase over prior year	
	Institution population	Per capita cost	Amount	Percent
1955-56	149	\$2,844	-\$98	-3.3
1956-57	156	3,160	316	11.1
1957-58	171	3,452	292	9.2
1958-59	172	3,718	266	7.7
1959-60	172	4,023	305	8.2
1960-61	175	4,307	284	7.0
1961-62	193	4,619	312	7.2
1962-63	200	4,797	178	3.8
1963-64	217	4,830	33	0.7
1964-65 *	218	5,302	472	9.8
1965-66 †	218	5,475	173	3.3

\* Estimated as shown in 1965-66 budget.  
 † Budget request.

The above table reflects the continuing increase in per capita cost since 1955-56. It is noted that the substantial increase of 9.8 percent in 1964-65 over 1963-64, reflected in the above table, is primarily due to the last salary increase granted by the Legislature. Another reason for this increase is that the Legislature authorized an appropriation to provide 7.5 positions to initiate a special treatment program at this facility in 1962-63 and to provide a total of 120.3 positions for this facility in 1963-64 and 122.5 positions in 1964-65. However, due to recruitment difficulties in obtaining staff for the special treatment project, coupled with the high turnover in group supervisors and food service personnel, this facility was unable to operate at full strength in 1962-63 and 1963-64 with a resultant savings reflected in the total amount expended for salaries and wages as indicated by the 111.9 man-years utilized in 1963-64. In the current and budget year, the agency expects to operate with a minimum of staff vacancies as indicated by the 1965-66 budget.

*We recommend approval of this item as budgeted.*

**Department of the Youth Authority  
 FRED C. NELLES SCHOOL FOR BOYS**

ITEM 81 of the Budget Bill

Budget page 193

**FOR SUPPORT OF FRED C. NELLES SCHOOL FOR BOYS  
 FROM THE GENERAL FUND**

Amount requested	-----	\$2,565,564
Estimated to be expended in 1964-65 fiscal year	-----	2,432,606
Increase (5.5 percent)	-----	\$132,958
Increase to improve level of service	-----	\$3,500
<b>TOTAL RECOMMENDED REDUCTION</b>	-----	None

## Fred C. Nelles School for Boys—Continued

## ANALYSIS AND RECOMMENDATIONS

This institution is located at Whittier, Los Angeles County, and houses boys primarily in the 13- to 15-year age group. The program at this institution emphasizes remedial courses at the elementary and junior high school level. The institution also provides work experience in a flower garden and landscaping program. Four new living units will be activated in 1965-66 and one old 40-bed unit will be razed during this period.

The total amount requested for this facility in 1965-66 is \$2,565,564. This amounts to a \$132,958 or 5.5 percent increase over the estimated 1964-65 expenditures of \$2,432,606. The daily population is expected to average 610 wards. This represents an increase of 58 wards or 10.5 percent in population over 1964-65. These factors result in the per capita cost decreasing from \$4,407 in 1964-65 to \$4,206 in 1965-66, a decrease of \$201 or 4.6 percent as reflected in the following table.

Fiscal year	Per Capita Costs			
	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1955-56	308	\$2,950	\$-110	-3.6
1956-57	309	3,123	173	5.8
1957-58	317	3,361	233	7.6
1958-59	311	3,490	129	3.8
1959-60	318	3,895	405	11.6
1960-61	321	4,276	381	9.8
1961-62	369	4,066	-210	-4.9
1962-63	452	3,978	-88	-2.1
1963-64	499	4,028	50	1.3
1964-65 *	552	4,407	379	9.4
1965-66 †	610	4,206	-201	-4.6

\* Estimated as shown in 1965-66 budget.

† Budget request.

The total increase of \$132,958 or 5.5 percent in 1965-66 over 1964-65 is substantially due to population and other workload increases. Included in the increase are funds for a total of two proposed new positions at a salary cost of \$17,223. These two positions include 1.5 dental positions explained in detail in our analysis of the Southern Reception Center and Clinic. The positions are required due to a transfer of dental workload from the reception center to this facility. The remaining 0.5 position constitutes funds for temporary help in several areas. These temporary help funds are to maintain the previously approved level of service and are necessitated by overcrowding of the institution and the granting of teacher sick leave relief.

#### Two-way radio system.

Included in the total equipment requests of \$20,490 is an item for \$8,500 to provide two-way radio communications between the institution and four mobile and six hand radio units. As the request for the two-way radio represents almost 50 percent of the 1965-66 equipment requests for this institution and constitutes an improved level of service, we deemed it desirable to point up this request in more detail. A comparable radio service is provided to all the other institutions except

**Youth Authority**

**Item 82**

**Fred C. Nelles School for Boys—Continued**

the reception centers. The equipment would be utilized during escapes and other emergency situations to direct personnel more effectively. This institution presently has the highest percentage of escapes in the department. During normal operations the radio will be used to improve communications within the perimeter of the institution.

We have reviewed the various requests contained in the proposed budget of this institution and find them in line with the needs of the facility.

*We recommend approval of the budget as submitted.*

**Department of The Youth Authority  
NORTHERN CALIFORNIA YOUTH CENTER**

ITEM 82 of the Budget Bill

Budget page 194

**FOR SUPPORT OF THE NORTHERN CALIFORNIA YOUTH CENTER FROM THE GENERAL FUND**

Amount requested .....	\$492,532
Estimated to be expended in 1964-65 fiscal year .....	81,063
Increase (507.4 percent) .....	\$411,469
Increase to improve level of service .....	\$17,663

**TOTAL RECOMMENDED REDUCTION .....** \$17,663

**Summary of Recommended Reductions**

	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
From amount requested for new or improved services:			
2 Medical technical assistants .....	\$1,390	195	42
6.4 Food service assistants I .....	3,005	195	57
1 Food administrator .....	7,170	195	67
1 Intermediate stenographer .....	3,876	195	69
3.2 Group supervisors .....	2,222	196	49

**ANALYSIS AND RECOMMENDATIONS**

The Northern California Youth Center is located near Stockton, San Joaquin County. This center will eventually consist of a cluster of 12 institutions, each with a capacity of 400. These institutions will be designed to house various age groups of boys and girls. The institutions will surround a central administrative core of buildings providing certain services common to all instead of duplicating such services in each facility.

The 1965-66 Governor's Budget contains position and operating expense requests to provide for the opening of the central facility and the first 400-boy capacity institution. This first institution has been designated the O. H. Close School for Boys and will house wards in the 13-14 year age group. This school is planned for completion and initial occupancy on June 1, 1966. The central administrative core is scheduled for completion in the late spring of 1966. Funds were included in the 1964-65 capital outlay budget for construction of two more 400-ward facilities and the office building for the central administration.

The total amount requested for the entire facility for 1965-66 is \$492,532. This amount reflects only a partial year cost as the majority

## Northern California Youth Center—Continued

of the positions requested are not to be hired until May and June of 1966. The institution is expected to open on June 1, 1966 and to have a population of 100 wards by June 30, 1966.

## Central Facility

This unit is to provide overall administration, business services, medical, food service and plant operation and maintenance initially for the one institution plus planning and services during construction of the second and third facilities and eventually for the entire 12 institutions.

To provide initial staffing for this central facility, the agency is requesting 81 proposed new positions at a part-year salary cost of \$118,076. Many of these positions are requested for only one to two months at the end of the budget year.

*2 Medical technical assistants (budget page 195, line 42)----- \$1,390*

These proposed new positions are to provide for one-shift coverage of the outpatient clinic at the O. H. Close School plus relief.

*We recommend deletion of these requested two positions reducing salaries and wages \$1,390.*

Of the requested two positions, 1.6 positions are to staff an outpatient clinic at the O. H. Close School. This is in addition to the hospital in the central facility which will be staffed with a medical technical assistant on each of three shifts and a supervising nurse on the day shift. This hospital operation should be sufficient medical care for the small ward population anticipated for the first month of operation. The remaining 0.4 of a position would provide weekend relief for the supervising nurse position which is also not essential during this initial phase of operation.

*11 Food service assistants I (budget page 195, line 57)----- \$5,634*

The 6.4 proposed new positions recommended for deletion are a part of a total of 11 such positions requested for the main kitchen. The positions are requested to become effective May 15, 1966.

*We recommend deletion of 6.4 positions reducing salaries and wages \$3,005.*

The 11 requested food service assistant I positions are in addition to a supervising cook II, 3.2 supervising cooks I, 3.2 cooks and 5 food service assistant II positions also requested for this institution. The foregoing staff request is recommended for approval and will provide two-shift coverage in the main kitchen and the dining units that will be activated to provide for the maximum estimated population of 100 boys in 1965-66. We can find no basis for providing an additional 6.4 food service positions for this small ward population.

*1 Food administrator II (budget page 195, line 67)----- \$7,170*

*1 Intermediate stenographer (budget page 195, line 69)----- \$3,876*

The food administrator with clerical assistance is requested nine months prior to the planned opening of the first institution to plan the overall feeding program for the entire institution complex.

Northern California Youth Center—Continued

We recommend the deletion of these proposed new positions reducing salaries and wages \$11,046.

The positions are requested for overall planning of the food program of this complex of facilities. It is noted that the second facility is not expected to be completed until nine months after the first is opened. The agency has not set forth information concerning the specific planning needed which would justify using 18 months time of two employees before the opening of the second institution. This is especially true since the departmental food administrator is headquartered only 50 miles from this facility. The positions to be approved for the feeding operation should be adequate for the feeding program of the first institution.

O. H. Close School for Boys

3.2 Group supervisors (budget page 196, line 49)----- \$2,222

The 3.2 positions are requested for search and escort duties at this facility.

We recommend deletion of these positions reducing salaries and wages \$2,222.

These 3.2 positions along with a like number recommended for approval were requested to provide two men plus relief on each of two shifts for search and escort functions. We believe that one man per shift should be adequate for the budget year for the following reasons:

1. Population is expected to build up to only 100 by the end of the budget year.
2. There are other positions authorized that may assist in necessary escort duties.
3. Consideration can be given to this request in the 1966-67 fiscal year budget.
4. Similar sized institutions are provided only one man per shift coverage with greater institution populations than when this facility will be at capacity.

We have reviewed the operating expense requests for these two facilities and they appear to be in line with the needs of the agency.

Department of the Youth Authority  
PASO ROBLES SCHOOL FOR BOYS

ITEM 83 of the Budget Bill

Budget page 198

FOR SUPPORT OF PASO ROBLES SCHOOL FOR BOYS  
FROM THE GENERAL FUND

Amount requested .....	\$2,192,476
Estimated to be expended in 1964-65 fiscal year .....	2,161,740
Increase (1.4 percent) .....	\$30,736
Increase to improve level of service .....	\$2,445
<b>TOTAL RECOMMENDED REDUCTION .....</b>	<b>\$2,445</b>

Summary of Recommended Reductions

	Amount	Budget Page	Line
From amount requested for new or improved services:			
Reduce equipment .....	\$2,445	199	43

Paso Robles School for Boys—Continued  
ANALYSIS AND RECOMMENDATIONS

The Paso Robles School for Boys is located near Paso Robles, California, and houses boys primarily in the 15 to 17 age group. The program is directed toward rehabilitation of the wards through education, training and counseling. A team approach is utilized so that the efforts and talents of counselors, group supervisors and teachers, acting as several composite teams, are directed toward particular cottage groups instead of the counselors and teachers each having boys from all the cottages. The goal of such approach is better rehabilitation by a closer relationship between ward and staff. This innovation in treatment appears logical and should be watched with interest as to any improvement in rehabilitative results.

The total amount requested for this agency for fiscal year 1965-66 is \$2,192,476. This represents an increase of \$30,736 or 1.4 percent over the estimated 1964-65 expenditure total of \$2,161,740. Average daily population at this facility is projected to remain constant at 530 wards. This results in the per capita costs going from \$4,079 in 1964-65 to \$4,137 in 1965-66, an increase of \$58 or 1.4 percent as reflected in the following table.

Fiscal year	Per Capita Costs		Increase over prior year	
	Institution population	Per capita cost	Amount	Percent
1955-56	320	\$2,611	\$142	5.8
1956-57	335	2,731	120	4.6
1957-58	349	3,081	350	12.8
1958-59	437	2,871	-210	-6.8
1959-60	449	3,018	147	5.1
1960-61	426	3,390	372	12.3
1961-62	450	3,374	-16	-0.5
1962-63	455	3,779	405	12.0
1963-64	511	3,833	54	1.4
1964-65 *	530	4,079	246	6.4
1965-66 †	530	4,137	58	1.4

\* Estimated as shown in 1965-66 budget.

† Budget request.

The agency is requesting a total of 1.6 proposed new positions due to workload increase. Included in the request is 1.5 dental positions which are justified under the new workload formula and other circumstances discussed in the portion of this analysis dealing with the Southern Reception Center and Clinic budget. The remaining 0.1 position is for necessary temporary help in the commissary and clothing areas. We are in accord with these position requests of the agency.

Equipment (budget page 199, line 43) ----- \$33,079

The total equipment request of \$33,079 is \$5,822 or 21.4 percent above the 1964-65 estimated level of expenditure totaling \$27,257.

We recommend a reduction of \$2,445 in the amount requested for equipment reducing the amount from \$33,079 to \$30,634 (budget page 199, line 43).

**Youth Authority**

**Item 84**

**Paso Robles School for Boys—Continued**

1 automatic nailer -----	\$1,195
1 hamburger patty molder-----	1,250
	\$2,445

The automatic nailer is for use in nailing shoe heels and soles. The patty molder automatically makes uniform size and shape meat patties. These machines are requested to replace the hand methods now used. The agency's statements of need are insufficient to justify the expenditures requested for the following reasons:

*Automatic nailer*

1. The volume of work performed was not indicated so that an analysis of need could be made.
2. The statement that some of the wards' work in nailing heels to shoes is not of good quality is the instructor's responsibility and is not of itself sufficient without some indication of the amount of such deficiency to warrant the expenditure of \$1,195.

*Patty molder*

1. Justification submitted seemed to rely on capability of the machine to mold uniform meat patties without sufficient information as to the deficiency of present manual press methods.
2. There was no indication that there would be savings sufficient to offset the cost of this item of equipment.

**Department of the Youth Authority  
PRESTON SCHOOL OF INDUSTRY**

ITEM 84 of the Budget Bill

Budget page 200

**FOR SUPPORT OF PRESTON SCHOOL OF INDUSTRY  
FROM THE GENERAL FUND**

Amount requested -----	\$3,902,107
Estimated to be expended in 1964-65 fiscal year-----	3,845,872
	\$56,235
Increase (1.5 percent) -----	\$56,235
<b>TOTAL RECOMMENDED REDUCTION -----</b>	<b>\$3,800</b>

**Summary of Recommended Reductions**

	<i>Amount</i>	<i>Page</i>	<i>Line</i>
From amount requested to maintain existing level of service:			
Reduce operating expenses (recreation and religion)-----	\$3,800	201	11

**ANALYSIS AND RECOMMENDATIONS**

The Preston School of Industry is located near Ione, Amador County, and houses boys in the 17 to 21 year age group. The institution program consists of academic and vocational training, a farm operation consisting of dairy, hog ranch, vegetable garden and field crops. Wards are employed also in the feeding, laundry and maintenance functions. A program of group counseling is aimed at the correction of delinquent behavior. Psychiatric therapy is also provided boys with serious personality problems.

Item 84

Youth Authority

Preston School of Industry—Continued

The total amount requested for this facility in 1965-66 is \$3,902,107 which represents an increase of \$56,235 or 1.5 percent above the estimated 1964-65 expenditure total of \$3,845,872. The average daily population is anticipated to remain constant at 940 wards in the 1964-65 and 1965-66 fiscal years. These factors result in the per capita costs increasing from \$4,091 in 1964-65 to \$4,151 in 1965-66, an increase of \$60 or 1.5 percent as reflected in the following table. The increase is due to merit salary adjustments and a small increase in temporary help positions partially offset by an increase in anticipated salary savings coupled with decreases in the total operating expenses and equipment.

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1955-56	617	\$2,743	\$24	0.9
1956-57	663	2,844	101	3.7
1957-58	701	3,264	420	14.7
1958-59	756	2,953	-311	-9.5
1959-60	782	3,242	289	9.8
1960-61	816	3,439	197	6.0
1961-62	818	3,498	59	1.7
1962-63	841	3,727	229	6.5
1963-64	918	3,817	90	2.4
1964-65 *	940	4,091	274	7.2
1965-66 †	940	4,151	60	1.5

\* Estimated as shown in 1965-66 budget.

† Budget request.

The above per capita cost table reflects the continuing increase in per capita costs since 1955-56. The substantial increase in 1964-65 over 1963-64 is largely due to salary increases.

The agency is requesting 0.4 of a position for temporary help due to workload increases in the commissary and for increased escape coverage funds that are unrelated to population totals. The agency has also experienced an increase in teacher sick leave relief needs.

Operating expenses (Recreation and Religion)

(budget page 201, line 11) ----- \$23,420

Included in the total request for recreation operating expenses is an item for additional shoes totaling \$3,800 in the 1965-66 fiscal year with a continuing appropriation in subsequent years of approximately one-third of that amount.

We recommend deletion of the item for additional shoes reducing operating expenses \$3,800.

At this school it has been customary to issue to each boy one pair of regulation oxfords, one pair of tennis shoes for gym use and another pair for outside activities. It has been able to do this due to purchase of government surplus shoes at a very reasonable price. The school officials report that the surplus shoes are no longer available and therefore the budget must be increased to provide funds for purchase of tennis shoes for outdoor use. The agency states that use of a single pair of such shoes for both gym and outdoor activity would cause damage

Item 84

Youth Authority

Preston School of Industry—Continued

The total amount requested for this facility in 1965-66 is \$3,902,107 which represents an increase of \$56,235 or 1.5 percent above the estimated 1964-65 expenditure total of \$3,845,872. The average daily population is anticipated to remain constant at 940 wards in the 1964-65 and 1965-66 fiscal years. These factors result in the per capita costs increasing from \$4,091 in 1964-65 to \$4,151 in 1965-66, an increase of \$60 or 1.5 percent as reflected in the following table. The increase is due to merit salary adjustments and a small increase in temporary help positions partially offset by an increase in anticipated salary savings coupled with decreases in the total operating expenses and equipment.

Fiscal year	Per Capita Costs			
	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1955-56	617	\$2,743	\$24	0.9
1956-57	663	2,844	101	3.7
1957-58	701	3,264	420	14.7
1958-59	756	2,953	-311	-9.5
1959-60	782	3,242	289	9.8
1960-61	816	3,439	197	6.0
1961-62	818	3,498	59	1.7
1962-63	841	3,727	229	6.5
1963-64	918	3,817	90	2.4
1964-65 *	940	4,091	274	7.2
1965-66 †	940	4,151	60	1.5

\* Estimated as shown in 1965-66 budget.  
 † Budget request.

The above per capita cost table reflects the continuing increase in per capita costs since 1955-56. The substantial increase in 1964-65 over 1963-64 is largely due to salary increases.

The agency is requesting 0.4 of a position for temporary help due to workload increases in the commissary and for increased escape coverage funds that are unrelated to population totals. The agency has also experienced an increase in teacher sick leave relief needs.

*Operating expenses (Recreation and Religion)*

*(budget page 201, line 11)* ----- \$28,420

Included in the total request for recreation operating expenses is an item for additional shoes totaling \$3,800 in the 1965-66 fiscal year with a continuing appropriation in subsequent years of approximately one-third of that amount.

*We recommend deletion of the item for additional shoes reducing operating expenses \$3,800.*

At this school it has been customary to issue to each boy one pair of regulation oxfords, one pair of tennis shoes for gym use and another pair for outside activities. It has been able to do this due to purchase of government surplus shoes at a very reasonable price. The school officials report that the surplus shoes are no longer available and therefore the budget must be increased to provide funds for purchase of tennis shoes for outdoor use. The agency states that use of a single pair of such shoes for both gym and outdoor activity would cause damage

## Item 85

## Youth Authority

## Youth Training School—Continued

in 1964-65 to \$3,500 in 1965-66. This represents an increase of \$53 or 1.5 percent as reflected in the following table:

Fiscal year	Per Capita Costs			
	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1959-60	117	\$6,467	-	-
1960-61	461	3,810	-\$2,667	41.0
1961-62	1,075	3,173	-637	-16.7
1962-63	1,165	3,053	-120	-3.8
1963-64	1,207	3,175	122	4.0
1964-65 *	1,225	3,447	272	8.6
1965-66 †	1,220	3,500	53	1.5

\* Estimated as shown in 1965-66 budget.  
 † Budget request.

The increase in this agency's budget of \$48,371 is due to a net increase in salary costs of \$74,336 and an increase in equipment requests of \$6,665 offset by a decrease of \$32,630 in operating expense.

The increase in salaries and wages is partly due to the request for 8.3 proposed new positions totaling \$44,229. The decrease in operating expenses is due largely to a decrease in the charge for services to this agency by the Department of Corrections.

We have reviewed the various requests of the agency and, except for the positions recommended for deletion, we found the requests in line with the needs of the agency. Of the total request for 8.3 new positions, we are recommending approval of 3.1 due to workload increases. Two of the 3.1 positions were temporarily authorized by the Legislature for 1964-65 due to overcrowding of this facility. These two positions are proposed also for 1965-66 due to continued overcrowding of this facility.

4.2 Assistant cooks (budget page 203, line 5) ----- \$17,901

These positions are requested to provide additional supervision in the main kitchen and to eliminate the split shift working schedule in the living unit dining rooms and kitchens.

We recommend deletion of the positions reducing salaries and wages \$17,901.

This institution presently employs 15 assistant cook positions. These employees' duties currently are to supervise ward crews in the serving of food items in the feeding areas of the living units. There are six such areas in the institution. The bulk of the food is prepared at the main kitchen and delivered to the living units for service by the ward crews. At the present time these dining units are open 14 hours a day Monday through Friday and 12 hours a day on Saturday and Sunday. The time can be compressed on weekends as there are no classes or other assignments necessitating the same schedule as on weekdays. The agency is budgeted with 12 hours of assistant cook time per day. To obtain 14-hour coverage with 12-hour employee time, the shift is split with 2 hours off after the first eight and one-half hours worked each day (5 a.m. to 1:30 p.m. and 3:30 p.m. to 7:00 p.m.). The agency claims that because of this split shift they have experi-

## Youth Training School—Continued

enced an unusual amount of turnover. This high turnover has resulted in the loss of 709 man-days of work since December 1959.

From the information submitted it appears that in approximately five years they have hired 62 persons to fill 15 budgeted positions. Thus these persons have averaged approximately one year in each position. While an annual turnover of employees seems unreasonable, this is not an unusual situation in the employee classification involved. The agency claims the turnover is probably due to the long workday caused by the split shift requiring 14 hours to accomplish 12 hours of work. However, in our staff review of the feeding operation at this facility, operating at maximum capacity in December 1962, we found that the food manager had developed a working schedule for the assistant cook positions to meet the feeding schedule of each unit with the existing staff. We believe that the turnover factor experienced by this agency with this type of employee is not unreasonable and of itself not a sufficient reason to expend an additional \$17,901 annually without any real assurance that the turnover rate will be significantly reduced.

The second reason for requesting these positions would be to provide increased supervision of the main kitchen. This institution has previously requested additional supervision in the main kitchen area but the prior request was denied by the Department of Finance.

Staffing in the main kitchen currently consists of the food manager, supervising cook II, four supervising cooks I, two instructors in cooking, and an instructor in baking. An additional instructor in cooking is being requested in this budget on the basis of approved teacher-student ratio to provide for population increase. The existing staff provides for one cook I and one instructor in cooking for each of two overlapping shifts. The baking instructor, supervising cook II and food manager positions overlap the two shifts. The agency failed to mention that two shift custodial coverage on a seven day a week basis by group supervisors is also provided the main kitchen. There are 46 to 51 boys assigned to the main kitchen with as many as 10 more in the area at one time during the shift changes. To supervise this group, the agency is provided from four to six positions. We believe this coverage to be adequate for the agency's needs. The deficiencies complained of by the agency should be eliminated to the extent it is possible to do so with the existing staff. All possible acts of sabotage or poor performance cannot be eliminated without prohibitive employee costs for supervision or complete removal of the wards from the area.

*1 Seamer-seamstress (budget page 203, line 7)----- \$5,154*

This proposed new position is requested to provide for repair and alterations to the institution and parole clothing.

*We recommend deletion of the position reducing salaries and wages \$5,154.*

The agency maintains that the requested position is necessary to make needed clothing and linen repair and clothing alterations. The agency believes sufficient savings can be made in the clothing and housekeeping allotments to offset the cost of the requested position with

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**Youth Training School—Continued**

its related equipment and operating expense. In accordance with this view, the stated allotments have been reduced accordingly.

The facility has operated for a number of years without this position. The agency claims that as a result the wards must wear clothing and use linens which need repair until the damage is great enough to require replacement. We recognize that such a situation could lead to waste which could have been prevented by timely repair.

We also note that the other institutions of the department are supplied with such a position. We point out that the Preston School of Industry is authorized two tailor positions in addition to a seamer-seamstress position. No other facilities in the department are provided this level of service except Fricot where only one position is allowed and the reception centers where the rapid turnover of admissions is the controlling factor.

**Seamer-Tailor Positions**

<i>Institution</i>	<i>Average daily population</i>	<i>Seamer-tailor position</i>	<i>Ratio of positions/wards</i>
NRCC -----	319	1	1:319
SRCC -----	360	1	1:360
Fricot -----	218	1	1:218
Nelles -----	610	1	1:610
Paso Robles -----	530	1	1:530
Preston -----	940	3	1:313
YTS -----	1,221	0	-

As the other institutions are operating at a level of service below that of the Preston School of Industry, we feel that the transfer of one of the tailor positions to the Youth Training School should not be an undue hardship on the Preston School and would bring them more in line with the other facilities. It is also noted that the Preston School has an ongoing training program in garment making which could aid in this area. The Youth Training School has no such program. Perhaps the Youth Training School should consider such a program in view of the location of a substantial garment industry in southern California.

*Therefore, we recommend the transfer of one of the Preston School positions to this institution. We also recommend that the clothing and housekeeping operating expenses continue to reflect the offsetting reductions now contained in the 1965-66 Governor's Budget.*

*With the exception of the positions recommended for deletion, we recommend approval of this budget item as submitted.*

**Department of The Youth Authority  
LOS GUILUCOS SCHOOL FOR GIRLS**

ITEM 86 of the Budget Bill

Budget page 204

**FOR SUPPORT OF LOS GUILUCOS SCHOOL FOR GIRLS  
FROM THE GENERAL FUND**

Amount requested -----	\$1,451,330
Estimated to be expended in 1964-65 fiscal year -----	1,360,285
Increase (6.7 percent) -----	\$91,045
<b>TOTAL RECOMMENDED REDUCTION -----</b>	<b>None</b>

Los Guilucos School for Girls—Continued  
ANALYSIS AND RECOMMENDATION

The Los Guilucos School for Girls is located near Santa Rosa, Sonoma County. Girls between the ages of 10 and 18 are housed at this facility. A program of academic education, prevocational training and counseling is provided and directed toward rehabilitation of the wards. The wards perform necessary duties in the kitchen, dining room, hospital, dental unit, clothing room and in dormitory housekeeping. Psychiatric treatment is also provided at a special unit of this facility.

A substantial decrease in population during the 1964-65 fiscal year has resulted in the temporary closing of a 38-girl living unit and the 15-girl receiving unit. A total of 6.4 group supervisor positions and 2 instructors have been deleted during the current year due to this population reduction. The agency projects a return to a more normal average daily population total of 253 in the 1965-66 fiscal year.

The total expenditures for this institution for 1965-66 are projected at \$1,451,330. With an estimated 1965-66 average daily population of 253, the per capita costs are anticipated to be \$5,736 as reflected in the following table.

Fiscal year	Per Capita Costs			
	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1955-56	174	\$3,467	-\$835	-19.4
1956-57	217	3,373	-94	-2.7
1957-58	208	4,189	816	24.1
1958-59	211	4,420	231	5.5
1959-60	204	4,927	507	11.5
1960-61	214	5,033	106	2.1
1961-62	253	4,532	-501	-9.9
1962-63	244	5,097	565	12.5
1963-64	243	5,454	357	7.0
1964-65 *	201	6,768	1,314	24.1
1965-66 †	253	5,736	-1,032	-15.2

\* Estimated as shown in 1965-66 budget.  
† Budget request.

The per capita cost for 1965-66 is projected at \$5,736, a reduction of \$1,032 or 15.2 percent below the 1964-65 per capita of \$6,768. The 1964-65 per capita cost is unusually high due to failure to meet anticipated population levels. The agency claims that such reduced population is due to an increase in direct releases from the Northern California Reception Center and Clinic of the type of ward housed at this facility. The 1964-66 estimated per capita cost is \$282 or 5.2 percent above the actual per capita cost of \$5,454 for 1963-64 for a comparable sized population. This increase in 1965-66 per capita cost over 1963-64 for almost the same size population is due primarily to three factors. The first is because of salary increases and adjustments as well as the approval of 3.2 additional positions in the 1964-65 Governor's Budget to establish a two-shift control post. The second factor was a savings in food expenditures reflecting a decrease of \$16,648 below the anticipated expenditure level resulting in a lower 1963-64 per capita food cost than anticipated for 1965-66. The third reason is due to the second increment of new furnishings at \$11,320 to be expended in 1965-66 and there not being a similar expenditure in 1963-64.

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**Los Guilucos School for Girls—Continued**

The \$91,045 increase amounting to 6.7 percent over 1964-65 is almost wholly due to anticipated population increase. The average daily population is expected to total 253, an increase of 52 wards or 25.9 percent. The agency is requesting an increase of 0.1 in temporary help at \$545 due to workload increase.

We note that this facility is budgeting for an average of nine days sick leave for each of the group supervisors and senior group supervisors. This sick leave usage is based on prior years' experience at this facility. The State Personnel Board in a survey of sick leave usage prepared in July 1964 indicated that the state average for female employees in the 45 to 54 age group was 8.4 days and 10 days in the 55 to 64 age group. As only 47.1 percent of these employees at this facility are presently over 44 years of age, the amount of sick leave utilized is still above the statewide average.

*We recommend that the agency evaluate all aspects of this problem to insure against abuses of this privilege.*

**Department of The Youth Authority  
VENTURA SCHOOL FOR GIRLS**

ITEM 87 of the Budget Bill

Budget page 205

**FOR SUPPORT OF VENTURA SCHOOL FOR GIRLS  
FROM THE GENERAL FUND**

Amount requested .....	\$2,302,366
Estimated to be expended in 1964-65 fiscal year .....	2,178,907
Increase (5.7 percent) .....	\$123,459
<b>TOTAL RECOMMENDED REDUCTION .....</b>	<b>None</b>

**ANALYSIS AND RECOMMENDATION**

The Ventura School for Girls at Ventura was established for training and treatment of girls in the 16 to 21 age group. A remedial program in academic education at the junior and senior high school levels is offered in addition to a vocational training program. The vocational program is designed to prepare the girls, when paroled, for employment in the fields of practical nursing, laundry work, production sewing, cosmetology, food preparation and service, stenography, bookkeeping and related clerical work.

A reception center has been established temporarily in an existing living unit until a new reception center funded in 1964 is completed in 1966-67. The new center was necessitated by the increased intake and program changes at the Southern Reception Center and Clinic which required moving the girls' reception center process so as to provide more space for boy commitments.

The total amount requested for this agency in 1965-66 is \$2,302,366, an increase of \$123,459 or 5.7 percent over the estimated total expenditures of \$2,178,907 for 1964-65. The average daily population is expected to increase from 445 in 1964-65 to 470 in 1965-66, an increase of 25 or 5.6 percent. This results in the per capita cost for 1965-66

**Youth Authority**

**Item 87**

**Ventura School for Girls—Continued**

remaining fairly constant at \$4,899 as compared to a per capita of \$4,896 for 1964-65 as reflected in the following table.

Fiscal year	Per Capita Costs		Increase over prior year	
	Institution population	Per capita cost	Amount	Percent
1955-56	174	\$4,151	\$155	3.9
1956-57	182	4,240	89	2.1
1957-58	187	4,399	159	3.8
1958-59	183	4,575	176	4.0
1959-60	186	4,667	92	2.0
1960-61	193	4,813	146	3.1
1961-62	195	5,371	558	11.6
1962-63	298	4,690	-681	-12.7
1963-64	376	4,783	93	2.0
1964-65 *	445	4,896	113	2.4
1965-66 †	470	4,899	3	0.1

\* Estimated as shown in 1965-66 budget.  
 † Budget request.

The increase in the budget of this facility is related primarily to the population increase and the increased admissions in the reception center. These increases result in a need for 2.7 more positions, namely the intermediate typist-clerk for business services and 1.7 positions for the reception center. Included in the 1.7 positions are 0.2 of a physician position for the increased admissions and 1 supervising social worker with a supporting 0.5 clerical position. The supervising social worker is not in line with the staffing pattern at the two large reception centers. However, at those centers with their workload, there are additional supervisory positions. This facility is entitled to an additional social worker position on a workload basis. We concur with the agency's request that this new position be established at the supervisory level because it will also provide a second in command position for this reception center operation.

The additional group supervisor position is required due to the increase in the use of sick leave as ascertained from actual experience. Sick leave at this institution averages eight days per year. We have reviewed this requested increase in relation to the State Personnel Board findings regarding sick leave usage throughout the state. This report issued in July 1964 indicates the average sick leave usage for females as 7.6 days in the 35-44, 8.4 days in the 45-54, and 10.0 days in the 55-64 age groupings. As 60.9 percent of the employees concerned are 35 years of age or over, there appears to be justification for the request.

However, we have been assured by the agency that they will continue to review this area of expenditure to insure against abuses of this privilege.

We have reviewed the budget requests for this agency and they appear to be in line with the needs of the institution.

*We recommend approval of the budget as submitted.*