

Office of Consumer Counsel—Continued

Table 1

Number of Complaints Received by Consumer Fraud Unit (1965-68)

<i>Written complaints</i>	<i>Los Angeles</i>	<i>Sacramento</i>	<i>San Francisco</i>	<i>Total</i>
1965-66	642	194	193	1,029
1966-67	983	286	280	1,549
1967-68	1,908	448	348	2,704
<i>Telephone complaints</i>				
1965-66	1,242	246	1,675	3,163
1966-67	1,804	392	2,103	4,299
1967-68	2,614	528	2,480	5,622

All complaints received by the consumer fraud unit are reviewed and either investigated or referred to local law enforcement agencies for investigation. As a result of these investigations, the consumer fraud unit has identified problem areas and recommended corrective legislation to the Legislature.

In addition to its enforcement activities, the consumer fraud unit conducts an extensive education program for consumers and private industry groups. During the 1967-68 fiscal year, for example, the personnel of the unit made 180 speeches to consumer groups, better business bureaus and other public and private organizations. The unit's staff also maintains liaison with the state service centers and other antipoverty agencies and conducts programs to advise law enforcement agencies and poverty area attorneys on consumer fraud law and methods of protecting the poor from improper business practices.

In addition, the unit has held conferences with representatives of many state industries to discuss advertising practices. Through this program, the unit attempts to reduce the number of formal actions filed by local law enforcement agencies and the consumer fraud unit by seeking voluntary compliance with existing law and improvement in business practices.

For these reasons we see no need for continuation of the Office of Consumer Counsel.

DEPARTMENT OF CORRECTIONS

Items 76 and 77 from the General Fund

Requested 1969-70	\$94,618,600
Estimated 1968-69	90,329,889
Actual 1967-68	81,705,107
Requested increase \$4,289,711 (4.7 percent)	
Increase to improve level of service \$373,835	
Total recommended reduction	\$134,926

SUMMARY OF RECOMMENDED REDUCTIONS

	<i>Amount</i>	<i>Analysis page</i>
Institutions		
Delete 3 supervisory cook I	\$21,564	140
Delete 9.6 correctional officers	75,700	140
Delete 3.2 medical technical assistants	22,386	141
Abolish 1 business manager II	15,276	141

Department of Corrections—Continued

SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS

1. We recommend that the Adult Authority, with the cooperation of the Department of Corrections, be directed to submit a definitive report to the Legislature setting forth all factors that have contributed to the present male felon median in-time served in prison before first release to parole. The report should include recommendations for any changes in existing law or procedures that the board considers necessary for improvement. (Analysis page 132.)

2. We recommend that the department develop specific information and submit an annual report to the Legislature on the academic progress achieved by inmates participating in education programs. (Analysis page 144.)

3. We recommend that in conjunction with the vocational training program, the department should endeavor to obtain from trade union representatives and from trade advisory committee members in the respective vocations a commitment or reasonable estimate as to the annual number of jobs that could be made available to parolees trained in a particular vocation. (Analysis page 145.)

GENERAL PROGRAM STATEMENT

The Department of Corrections, headquartered in Sacramento, is primarily concerned with the detention, training and control of convicted adult offenders committed to it by the courts. In fiscal 1969-70 approximately 44,000 persons will be under its supervision and control. Approximately 29,000 inmates will be maintained in one of the 13 institutions or 34 conservation camps operated by the department and 15,000 parolees will be under supervision from one of the 50 parole units located in various communities throughout the state.

In recent years the Legislature has approved an increasing number of correctional programs dedicated to the ultimate rehabilitation of the offender. Some of the program implementations authorized include expansion of psychiatric and psychotherapy services, group counseling, reduction in parole agent caseloads and activation of community correctional centers and short-term return units for parolees.

Court Dispositions

The reported increase in the incidence of crime nationally and in local communities throughout California should focus attention on the real problem that has to be faced in the control of crime which is not so much the recording of criminal events as it is the apprehension and disposition of the people who commit the crimes.

Table 1 reflects the court disposition of the total adult felony arrests and convictions reported in this state for the calendar years 1960, 1966 and 1967.

Department of Corrections—Continued

Table 1

Disposition of Felony Defendants Convicted in California Superior Courts						
Action	1960	Percent of total	1966	Percent of total	1967	Percent of total
Total adult felony arrests reported	98,821	100.0	114,283	100.0	138,448	100.0
Convicted in superior court	24,508	24.8	30,689	26.8	33,223	24.0
<i>Disposition by Court</i>						
Committed to Dept. of Corrections	6,971	28.1	6,731	21.0	5,990	17.3
Placed on probation	10,983	44.3	16,754	52.4	20,335	58.7
Youth authority	1,665	6.7	1,831	5.7	1,993	5.7
Jail (local)	4,712	19.0	4,777	14.9	4,335	12.5
Fine	177	0.7	596	1.9	570	1.6
Civil commitments (narcotic addicts)	-	-	1,311	4.1	1,460	4.2

Source—Crime and Delinquency in California, 1967

Commitments to the Department of Corrections dropped 841 cases in 1967, a 12.4 percent decrease from 1966. Data compiled since 1960 indicates felony conviction commitments to this agency dropped from 28.1 percent of criminal dispositions in 1960 to 17.3 percent in 1967. In 1960, the courts placed 44.3 percent of those convicted on probation. The court disposition of felony convictions to probation has increased annually since 1960 and as indicated in Table 1, 58.7 percent of those convicted in 1967 were placed on probation.

One factor influencing the shift from incarceration in institutions to sentences of probation is apparently the probation subsidy law enacted by the Legislature in 1965, Sections 1820-1827, Welfare and Institutions Code. The payment of a state subsidy to counties for reducing commitments to state institutions has resulted in fewer commitments to this agency since the law was enacted. The expansion of local probation services is also reflected in county expenditures for the period 1960-61 through 1966-67. In fiscal 1960-61, counties expended \$40,154,000 for probation services, and in 1966-67, this expenditure totaled \$79,875,071. In this latter year, counties were eligible for the first payment of the state probation subsidy totaling \$3,599,000 resulting in a net county expenditure of \$76,276,071 for probation services.

INSTITUTIONAL POPULATION

Inmate population in the facilities operated by the Department of Corrections is directly affected by:

- (a) Court disposition of felony convictions and civil addict commitments.
- (b) Adult Authority adjudications setting term and parole release dates.
- (c) Parole revocations resulting in return to prison.

Although statistically it is evident that commitment rates are decreasing and probations are increasing, there has been no significant change in total institutional population.

Department of Corrections—Continued

The agency estimates that the average daily inmate population for the current year will be 28,703 and projects this average for 1969-70 at 28,965, an increase of 262 inmates.

A review of total parolee performance reflects a slight decrease for the past several years in parole violations and return of parolees to institutions. Institutional population appears to vary directly with actions of the Adult Authority.

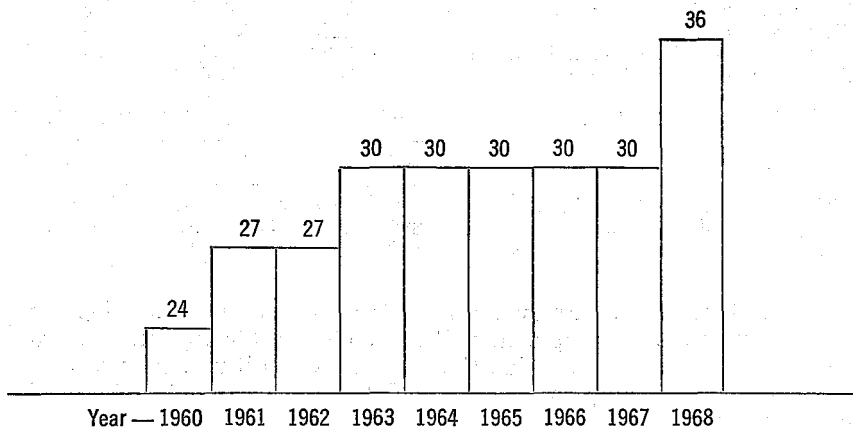
ADULT AUTHORITY

This board consists of eight members appointed by the Governor and 11 civil service hearing representatives. Under the "indeterminate sentence" provisions of California law (Penal Code Sections 1168 and 3020), the authority fixes the term of incarceration and parole which shall be served by every adult male felon. Under this procedure, any change in the median time served by felons in an institution has a marked effect on the overall daily institutional population.

Chart I reflects the change that has occurred in median institutional time served by the inmates since 1960.

Chart I
Median Time Served in Prison
(in months)

Male Felons Released to First Parole
1960-1968



The 24-month median time served by male felons in 1960, was the lowest recorded since the department was reorganized in 1945. In 1961, median time served increased 3 months to 27 months and in 1963, to 30 months.

While it is reasonable to conclude that increasing parole rates conversely mean that those remaining incarcerated are more dangerous criminals and therefore must remain institutionalized longer, there are no data to explain the dramatic increase in the median stay of first

Department of Corrections—Continued

releases to parole in 1968. The 3,564 inmates first released to parole last year spent a total of 21,384 man-months or 1,782 man-years of additional time in the institutions when compared to 1967 releases who only served a median time of 30 months. It should also be noted that 36 median months of in-time is the highest recorded since 1945.

We recommend that the Adult Authority, with the cooperation of the Department of Corrections, be directed to submit a definitive report to the Legislature setting forth all factors that have contributed to the present male felon median in time before first release to parole. The report should include recommendations for changes in existing law or procedures that the board considers necessary for improvement.

ANALYSIS AND RECOMMENDATIONS

The 1969-70 budget is in a program budget format supplemented by the traditional line item budget which provides the detail of expenditures related to the organizational structure of the department. The agency has adjusted and consolidated its line item budget request relating to specific functions into the following summary of program requirements:

SUMMARY OF PROGRAM REQUIREMENTS

	<i>Actual</i> 1967-68	<i>Estimated</i> 1968-69	<i>Proposed</i> 1969-70
I. Pre-Commitment Program -----	\$162,616	\$213,162	\$223,750
II. Initial Intake and Diagnosis Program -----	4,236,512	4,589,211	4,729,162
III. Institutional Program -----	80,277,094	89,245,902	92,066,370
IV. Release Program -----	3,844,453	4,471,915	4,684,239
V. Community Correctional Program --	8,878,328	9,667,703	10,526,163
VI. Special Items of Expense -----	693,883	687,000	687,000
TOTALS, PROGRAMS -----	\$98,092,886	\$108,874,893	\$112,916,684
Less Reimbursements -----	\$-2,271,348	\$-1,844,316	\$-1,847,929
NET TOTALS, PROGRAMS -----	\$95,821,538	\$107,030,577	\$111,068,755
General Fund -----	\$82,398,990	\$91,016,889	\$95,071,600
Correctional Industries Revolving Fund -----	\$10,249,868	\$12,755,013	\$12,764,011
Inmate Welfare Fund -----	\$3,172,680	\$3,258,675	\$3,233,144

Our analysis of the agency's request for proposed new positions, operating expense and equipment will be related to the line item budget because this document contains the specific expenditures requested for each item and category of expense and these are not determinable in the program budget.

Whenever any segment of our analysis relates to a program as in the program budget summary, it will be so identified.

The appropriation requested for support of this department's operations for 1969-70 is \$94,618,600, an increase of \$4,289,711 or 4.7 per cent over the amount now estimated to be expended in the current year. The budget also includes three special items of expense totaling \$687,000 for (1) transportation of prisoners, (2) returning fugitives from justice, and (3) court costs and county charges that will be reviewed separately in this analysis.

Department of Corrections—Continued

Table 2 reflects the change in per capita expenditures over prior years.

Table 2
Consolidated Per Capita Costs

Fiscal year	Average institutional population	Total expenditures ¹	Per capita cost	Increase over prior year	
				Amount	Percent
1965-66	26,348	\$66,907,320	\$2,539	\$226	9.8
1966-67	27,274	71,674,116	2,628	89	3.5
1967-68	27,794	73,399,827	2,641	13	.5
1968-69 ²	28,703	81,219,409	2,830	191	7.2
1969-70 ³	28,965	84,456,909	2,916	86	3

¹ Excludes Division of Parole and Community Services expenditure.

² Estimated as shown in 1969-70 budget.

³ Budget request.

ADMINISTRATION

The agency is requesting an appropriation of \$13,489,241 in 1969-70, an increase of \$970,845 or 7.7 percent over the amount now estimated to be expended in the current year. This request category provides not only for the central administrative services and direction for the department, but also includes allocations for Parole and Community Services, Adult Authority, Women's Board of Terms and Parole and the Narcotic Evaluation Authority.

The increased cost for 1969-70 is attributable to merit salary increases and the overall 5-percent salary increase approved by the 1968 Legislature.

There is a request for temporary help-teacher sabbatical relief in the amount of \$36,762. We are in accord with this request.

Parole and Community Service Division

This division will supervise the activities of an estimated caseload of 15,155 parolees in 1969-70 with a proposed expenditure of \$9,927,691, an increase of \$817,211 or 8.2 percent over the \$9,110,480 now estimated to be expended in 1968-69.

Parole operations are presently conducted by a statewide system of five regional and 46 unit parole offices, two psychiatric outpatient clinics located in San Francisco and Los Angeles, and three halfway houses for selected civil narcotic addicts and felon parolees.

The expenditures and per capita costs for the operations of this division are set forth in Table 3 for a five-year period.

Table 3
Per Capita Costs—Division of Paroles

Fiscal year	Average parole caseload	Annual expenditure	Per capita cost	Increase over prior year	
				per capita cost Amount	Percent
1965-66	14,150	\$7,618,941	\$538	\$102	23.4
1966-67	13,790	7,892,301	572	34	6.3
1967-68	13,628	8,305,280	609	37	6.5
1968-69 ¹	13,985	9,110,480	651	42	6.9
1969-70 ²	15,155	9,927,691	655	4	0.7

¹ Estimated as shown in 1969-70 budget.

² Budget request.

Department of Corrections—Continued

An increase of four dollars in per capita parole cost is projected for 1969-70. On the basis of prior year parole releases, we do not believe the projected average caseload of 15,155 will be attained.

Table 4 indicates the variance that has occurred for the past four years between the total parole caseload estimated to be achieved as of June 30th of each year and the actual caseload.

Table 4

Parole Caseload					
<i>Fiscal year</i>	<i>Budget estimate</i>	<i>Following year reestimate</i>	<i>Actual</i>	<i>Change from budget estimate</i>	<i>Percent</i>
1965-66	15,315	15,530	14,079	-1,236	-8
1966-67	15,675	14,285	13,938	-1,737	-11
1967-68	15,135	14,885	13,596	-1,539	-10.1
1968-69 ¹	15,735	14,700		-1,035	-6.6
1969-70 ²	15,945				

¹ Estimated as shown in 1969-70 budget.

² Budget request.

Parole Supervision

In recent years changes in the composition of parole agent caseloads have been authorized by the Legislature. The following staffing standards are now in effect:

Conventional supervision	1 parole agent for 68 parolees
Special supervision	
(work unit experiment)	1 parole agent for 35 parolees
Nonfelon (narcotic addicts)	1 parole agent for 32 parolees
Work furlough	1 parole agent for 35 parolees

The caseload indicated for each category of supervision is the average workload a parole agent will handle and varies as parolees are discharged and new cases added throughout the year.

Experimental Programs

This division is presently conducting four experimental programs authorized by the Legislature in recent years.

We recommend approval to the continuation of each of these programs based on an evaluation of the participants' performance that is contained in the recent annual report submitted to the Legislature on each program, each of which is discussed hereafter.

Short-Term Return Unit

This is generally identified as the STRU units. In the 1966-67 fiscal year, a 120-bed unit at the California Institution for Men was set aside to provide short-term institutional treatment for selected parole violators approved by the Adult Authority.

Normally parole violators returned to institutions have a median in time of 15 months before being released again. This experiment planned for a maximum in time of six months with rerelease to parole at any time within this period with staff approval.

Department of Corrections—Continued

During the first 21 months reported, a total of 384 parole violators programmed through STRU have had an average length of "in time" of approximately 4½ months.

On a one-year followup basis on 60 cases, 52 percent of STRU releases are still under parole supervision as compared to the statewide figure of 58 percent for reparaoled men. The department is under a legislative mandate to provide an annual definitive report on the activity of the participants and an additional year should produce more meaningful parole performance data on the program.

Work Furlough

The Legislature adopted the Work Furlough Rehabilitation Law in 1957. Certain counties implemented their county jail program under this act. However, it was 1966 before the agency first negotiated contracts with counties whereby inmate participants could be domiciled in county facilities when released to this program from state institutions. In 1967, a total of 135 inmates participated in the program, and 81 or 60 percent were classified as successful, having earned a total of \$100,587. All administrative supervision and cost of care was paid out of these earnings.

The agency now reports contracts negotiated with six counties to house state cases and separate dormitory facilities have also been established for work furlough cases at the California Institution for Men, Institution for Women and San Quentin. The department projects an average daily caseload of 105 in 1969-70.

Based on the performance of participants reported to date, we are in accord with the agency's request to continue this program.

Community Correctional Centers

The department received legislative approval to establish halfway houses for civil narcotic addicts and felons in 1963. Two centers, Parkway Center for male addicts with a 53-bed capacity and Vinewood Center for female addicts with a 26-bed capacity, were opened in Los Angeles in 1965. Subsequently work furlough nonaddict placements were authorized for the Vinewood Center and the agency reports these cases have had a beneficial effect on the female addict residents. A third halfway house, the Rupert Crittenden Center for male felons with a 60-bed capacity was established in Oakland in August 1965. This center also provides office space for parole units, psychiatric outpatient clinics and a research unit.

The annual report requested by the Legislature on this program was not submitted in time to enable us to evaluate the overall performance of the residents. However, we did obtain some comparative data from the agency that reflects the population movement, median length of stay and cost per resident served for the initial two-year period the centers have been in operation.

These data are presented in Table 5.

Department of Corrections—Continued

Table 5

Community Centers—Population Movement

	1966-67			1967-68		
	Vinewood	Parkway	Crittenden	Vinewood	Parkway	Crittenden
Total received -----	184	365	203	144	458	338
Total departures ----	174	361	210	152	459	318
Rated bed capacity--	29	53	60	29	53	60
Daily average						
population -----	19	44	38	17	43	44
Median length of						
stay (in days) --	35	42	54	39	26	40
Cost per resident						
served -----	\$575	\$286	\$447	\$762	\$308	\$314
<i>Release to</i>						
Independent residence	30	115	144	44	157	160
In custody (local						
or state) -----	26	73	41	14	91	48

The resident activities reported in this table relate only to fiscal year activity. For example the carryover population from the prior year is not included in the total number received. The cases reported by each center as being released to independent residence reflects progress for the parolees who detach themselves from the supportive services of the center and attempt to maintain themselves in private residence.

It should be noted that the number of center residents in custody in 1967-68 decreased from 1966-67 in each instance as follows:

Vinewood from 14.9 to 9.2 percent of the releases

Parkway from 20.2 to 19.8 percent of the releases

Crittenden from 19.5 to 15.1 percent of the releases

Initially the cases certified as eligibles for the centers were individuals without jobs and usually without family connections who would require extra control and supervision when released from institutions to parole. The second year of the centers' operation, the agency augmented the program by assigning work furlough cases and parolees with unsatisfactory performance in the community, identified as "halfway back" cases, as residents in the centers. This action has further enhanced the value of this operation as a community resource.

We recommend approval of the \$134,000 requested to establish a 50-bed community correctional center for male felons in 1969-70.

This appropriation will enable the department to establish a fourth center and the first male felon halfway house to be established in the south central area of Los Angeles.

Since the inception of this program, we have made numerous visits to these facilities to observe and evaluate operating procedures and to discuss with personnel and residents various aspects of the program. We believe that with the knowledge acquired by the agency in the operation of these facilities in the past several years, coupled with the extension of this service to work furlough cases and "halfway back" parolees, provides an essential community resource necessary for the ultimate rehabilitation of certain felons and narcotic addicts.

Department of Corrections—Continued

SPECIAL SUPERVISION CASELOAD (Work Unit Program)

We recommend continuation, for one year, of this experimental parole program at the present caseload maximum of 5,200 male felon parolees.

This program is generally identified as the Work Unit Program on the basis of the criteria utilized to assign cases to each parole agent. Each case is weighted based on the offense history of the felon as set forth in the following summary:

<i>Special</i>	<i>Weighted units¹</i>
1. Serious assault in history profile -----	4.8
Narcotic addicts until one year addition-free history	
<i>Regular</i>	
2. Parolees representing no exceptional hazard but requiring regular attention -----	3
<i>Conditional</i>	
3. (a) Parolees predicted to make adequate adjustment or (b) those demonstrating good adjustment over a lengthy period-----	1

¹ A parole agent is assigned cases equal to 120 units.

Last year the Legislature recommended that the agency initiate procedures for an evaluation of this program with aggressive history cases being assigned to both conventional and special supervision caseloads. However, due to time limitations at this point, we only have a six-month parole performance report on 486 cases. While preliminary findings indicate the aggressive history cases assigned to conventional supervision show a 92 percent satisfactory performance compared to 87 percent assigned to "Work Unit," we believe the additional time and cases assigned on the aforementioned basis for another year will produce more definitive results. This will enable the agency to evaluate performance with one- and two-year parolee cohorts being used as a basis for the evaluation.

We recommend approval of the 109.4 positions requested for the Parole Division.

The 109.4 new positions requested are predicated on the projected parole caseload increase in 1969-70, and continuation of the experimental parole programs at the same caseload level as approved for the current year. The fractional relief position requests for the community centers are justified on the basis of workload information submitted by the agency.

COMMUNITY SERVICE TRAINEE-PAROLE AID PROGRAM—\$100,000

We recommend approval of the amount requested to continue this program in 1969-70.

This program was initiated by the agency in 1967 and continued in the current year with federal funds providing the entire salary support. For the budget year, the federal support is being reduced to approximately \$63,000, thus necessitating a state appropriation of \$100,000 if the program is to continue. The total estimated cost of the program, as presented, will be \$163,212.

Department of Corrections—Continued

The agency proposed to continue the employment of 26 qualified parole aides, all of whom lived in and were recruited from the ghetto areas of San Francisco, Oakland, Fresno, Los Angeles, and San Diego.

Typical trainee-aide duties in addition to their 20 hours of academic work includes collecting reports and verifying information requested by parole agents particularly in ghetto areas where Caucasian agents in recent years have had difficulty in confirming specific reports on the activities of absconding parolees. They also transport parolees to job and residential referrals and perform other general office duties assigned to them at the male correctional centers.

We further recommend the agency develop performance records on each parole aide employed to provide an annual report on the progress achieved by the participants.

PERFORMANCE OF PAROLEES

In recent years, with legislative approval, the parole agent caseload has been reduced and community based programs have been expanded to provide additional supportive type activities to maintain parolees in the community.

The only meaningful overall index of performance that indicates the effect of past and present institutional and parole programs on the felons exposed to it is their performance on parole or when they are discharged. Table 6 reflects this performance on each annual cohort of felons released to parole.

The parolees performance in 1965 and 1966 shows some improvement, particularly in the percentage returned to prison after two years on parole. It should be noted the data in the table are on the total male felon caseload.

While the recent downward trend in the number of parolee returns to prison may be attributed to more intensive supervision and increase in supportive community services, we recall a similar reduction occurring in 1958 and 1959 prior to the advent of reduced caseloads and community centers. However, during the following four years the percentage returned to prison increased.

Table 6

	Male Felon Parolees Returned to Prison (Cumulative Percentage)						
	1961	1962	1963	1964	1965	1966	1967
Total number paroled -----	5,639	7,454	5,821	7,216	8,163	6,489	6,709
Parolees returned WITHOUT new commitment:							
Year of release -----	4.9	7.0	9.0	7.9	9.5	6.5	7.9
First year after parole --	18.3	22.2	26.2	24.2	22.7	20.4	
Second year after parole --	26.1	29.5	32.8	29.7	28.8		
Parolees returned WITH new commitment:							
Year of release -----	3.8	5.0	3.4	2.8	3.5	2.7	2.1
First year after parole --	13.0	14.0	10.4	9.8	10.0	9.1	
Second year after parole --	16.7	17.2	13.3	12.8	12.3		
Total returned to prison:							
Year of release -----	8.7	12.0	12.4	10.7	13.0	9.2	10.0
First year after parole --	31.3	36.2	36.6	34.0	32.7	29.5	
Second year after parole --	42.8	46.7	46.1	42.5	41.1		

Department of Corrections—Continued
INSTITUTIONS

The department estimates it will have a total average daily population of 28,965 in 1969-70. These inmates will be domiciled in the 13 institutions and 34 conservation camps operated under the jurisdiction of this agency. Approximately 3,330 of this population will be civil narcotic addict commitments.

The agency requests an appropriation of \$80,895,359 to operate these facilities in 1969-70, an increase of \$3,083,866 or 4 percent over the amount estimated to be expended in the current year.

To conduct operations in all facilities in 1969-70, the department is requesting 154 new positions as set forth in Table 7.

Table 7
New Positions Requested

<i>Institutions</i>	<i>Number Requested</i>
California Conservation Center -----	3.6
Sierra Conservation Center -----	2.1
Southern Conservation Center -----	1.3
California Correctional Institution -----	10.8
Correctional Training Facility -----	2.6
Folsom -----	14.4
California Institution for Men -----	24.8
California Medical Facility -----	22.2
California Men's Colony -----	12.0
San Quentin -----	29.4
California Institution for Women -----	3.2
California Rehabilitation Center -----	27.6
	<hr/> 154.0

To implement certain ongoing activities in the institutions, 69 of the new positions requested were established by administrative action in the current year. Based on information submitted by the agency, we concurred with this action.

The major changes initiated in the current year were:

- (a) Expansion of death row facilities to handle 110 inmates. The present population is 82 inmates and is steadily increasing due to court stays and only one execution since 1963.
- (b) Construct additional adjustment center facilities at the reception-guidance center at Chino to replace the capacity lost at San Quentin by the expansion of death row.
- (c) Transfer of the female civil addict population from the California Rehabilitation Center to a satellite facility at Patton State Hospital. This will increase total bed capacity for civil narcotic addicts approximately 400 beds.

Based on workload and related information submitted by the agency, we are in accord with the new positions now requested for the institutions with the following exceptions.

Department of Corrections—Continued

POSITION REQUESTS RECOMMENDED FOR DELETION

California Institution for Men

We recommend deletion of three supervising cook I positions for a reduction in the amount of \$21,564.

The agency requests these positions to minimize deficiencies in food delivery, preparation and serving in the five dining rooms in the reception-guidance center. The positions would also be responsible for short-order and breakfast items prepared by inmates in the dining room units.

All major food items are now prepared in the main kitchen supervised by a food manager and two supervising cooks. The positions requested were previously denied by the Legislature and, based on our findings during a recent visit to the facility, we recommend disapproval again. We reviewed the entire procedure at the institution from the loading of the carts at the main kitchen to their ultimate arrival in the dining rooms in the reception-guidance center. The present schedule requires the evening meal to be served to inmates at 5 p.m. This means that the food carts must be loaded at the main kitchen at 3:45 p.m. Each cart contains heating elements, so that when it is delivered to a dining unit it can be plugged into an electric outlet to keep the food hot until it is served. On the day we observed the entire procedure, without exception, the custody officer responsible for the food service and the serving crew came into the dining room when the carts were delivered. However, in four of the five dining areas visited, the heating elements were not plugged in, despite the fact hot food was to be served at 5 p.m. or 1 hour and 15 minutes after the carts were loaded in the main kitchen. Yet the food manager had previously told us this was established procedure.

We believe no operation is any more efficient than the people responsible for it. We believe full use should be made of present procedures and personnel before more are added.

CALIFORNIA MEDICAL FACILITY

We recommend deletion of 9.6 correctional officer positions for a savings of \$75,700.

The agency proposes a second correctional officer post for each of the three floors on the second and third watch. On S-wing at this facility, it plans to replace the day parole psychotic patients now on the first floor with inmates classified more acutely psychotic.

Department of Corrections—Continued

This wing presently has a single-cell capacity for 93 psychotic inmates housed as follows:

First floor—37 single cells

Second floor—38 single cells

Third floor—18 single cells (high violence potential cases)

The agency presently has a total of 19.2 positions assigned to this unit which provides one custody officer for each floor on the three shifts, an additional security officer for the exercise yard and other assigned duties, and one nurse on two shifts for dispensing prescribed medication and other assigned duties. While it is stated the positions requested would increase the safety of staff and inmate attendants, no specific comparative data has been provided to indicate any abnormal increase in attacks on staff, attempted suicides or other violent acts which might be expected among the type of inmates in this unit.

We have concurred with the facility's request for an adjustment in custodial coverage in several other areas of its operation, but on the basis of the generalized statements submitted, we do not concur with the request for the additional positions requested for this unit.

SAN QUENTIN

We recommend deletion of the 3.2 medical technical assistant positions for a savings of \$22,386.

This agency is requesting a complement of 11.6 additional positions for the 146-bed hospital consisting of three supervising nurses, one X-ray technician and 7.5 M.T.A. (medical technical assistants).

This facility has been handling an increasing number of major operations on its own inmates and from the other facilities operated by this department in the northern part of the state. This is because of the proximity of medical schools in the bay area and the availability of medical specialists to assist the hospital staff when necessary. In 1967-68, 501 major operations were performed, an increase of 22 percent over the preceding year. Based on the workload information submitted, we are in accord with the agency request for the registered nurse coverage for the 1st watch and weekends, X-ray technician and M.T.A.'s for the psychiatric ward. However, with the complement of inmate ward attendants and technicians now provided, we find no basis to justify a third supervisory position on the first and third watch. No specific deficiencies have been submitted to justify a 200-percent increase in this coverage.

SOUTHERN CONSERVATION CENTER

We recommend abolishing the business manager II position at this facility for a savings of \$15,276.

This facility is a 600-bed satellite unit located adjacent to the California Institution for Men at Chino.

Department of Corrections—Continued

The department also operates two other facilities with satellite units: California Men's Colony (1,200-bed satellite unit) and Correctional Training Facility (600-bed and 1,200-bed satellite units).

Last year the Legislature approved the consolidation of all business functions under one business manager and authorized the abolishment of the business manager positions in the satellite units at the latter two institutions.

We commend the agency for transferring all accounting functions from the Southern Conservation Center to California Institution for Men and making them the responsibility of the latter's business manager. We recommend that this business manager also assume overall responsibility for the remaining business services of the Southern Conservation Center.

INSTITUTIONAL PROGRAMS

In Table 9 the distributions of civil service personnel is presented to reflect the total complement of positions authorized for each specific program activity in operation in the facilities.

In accordance with department policy, each inmate is classified and subsequently given a daily work or a combination of work, academic or vocational training assignments.

The information presented in Table 10 reflects the area of assignment as reported for the current year and the estimated assignments that will be given in 1969-70.

It should be noted that inmate assignments are designated by major functions in Table 9. However, of the total number assigned to care and treatment activities, in Table 10 we have shown the number of inmates that will be participating in academic or vocational training. It should also be noted that of the total assigned, approximately 2,382 will actually be in an unassigned status under custody in 1969-70.

ACADEMIC—VOCATIONAL PROGRAM

On inmate assignments projected for 1969-70, the agency reports that a total of 2,589 inmates will participate in the academic program, for an increase of 793 or 44 percent.

This increased activity is also reflected in the projected expenditures for contractual academic services of \$1,738,466, a \$230,303 increase, or 15.3 percent over the amount estimated to be expended in the current year. The agency reports the medium grade level completed by inmates in the program is at a tested grade level of 6.8.

Table 9

INSTITUTIONAL PROGRAMS

Comparative Factors—Positions and Expenditure

Program	1967-68 Actual		1968-69 Estimated		1969-70 Proposed *	
	Positions	Expenditures	Positions	Expenditures	Positions	Expenditures
Administration (distributed) -----	(449.2)	(\$4,776,394)	(445.3)	(\$4,922,692)	(443.9)	(\$5,041,890)
Security -----	3,373.8	31,950,595	3,435.2	34,958,767	3,393.4	35,362,766
Adjustment centers -----	27.2	317,355	61.5	516,923	61.5	646,962
Condemned row -----	29.2	244,961	44.8	315,961	44.8	394,961
Reception Guidance Center -----	353.2	4,399,128	354.1	4,802,373	354.6	4,952,912
Feeding -----	152.5	8,841,337	157.2	9,686,783	157.2	10,483,392
Housekeeping services -----	31.1	1,252,344	31.7	1,599,736	31.1	1,816,962
Clothing -----	23.0	1,351,851	23.6	1,336,211	23.2	1,418,706
Medical-dental -----	383.9	5,968,799	381.6	6,303,341	391.5	6,223,467
Psychiatric services and counseling -----	543.8	5,220,692	580.8	6,893,081	591.2	7,254,239
Vocational education -----	161.2	2,603,528	160.7	2,789,074	162.0	2,829,161
Academic education -----	64.4	2,174,568	70.3	2,437,463	70.1	2,651,199
Literacy training -----	7.1	312,392	7.8	321,809	7.8	361,132
Religion (chaplains) -----	41.2	540,176	42.2	597,666	41.9	603,085
Physical education-recreation -----	21.0	320,019	20.2	331,039	19.8	333,707
Maintenance and utilities -----	260.7	7,131,507	262.3	7,409,796	263.3	7,852,815
Correctional Industries (Revolving Fund) -----	264.8	10,249,868	301.0	12,755,013	297.2	12,764,011
Inmate Welfare Fund (self-supporting) -----	46.1	3,172,680	50.0	3,258,675	50.0	3,233,144
Totals -----	5,784.2	\$86,031,800	5,935.0	\$96,313,711	5,960.6	\$99,182,621

* Subject to subsequent revision by agency.

Department of Corrections—Continued

Table 10

Inmate Institutional Assignments
(All Facilities)

<i>Area of assignment</i>	<i>1968-69</i>	<i>Projected 1969-70</i>
Business management -----	6,703	6,783
Care and treatment -----	5,575	7,171
Academic -----	(1,791)	(2,589)
Vocational training -----	(2,477)	(3,238)
Medical -----	1,166	1,240
Custody -----	7,135	5,946
Unassigned -----	(3,077)	(2,382)
Psychiatric services -----	266	271
Correctional industries -----	2,941	2,952
Conservation camps -----	2,526	2,608
Forestry—In training -----	173	238
Reception centers -----	1,611	1,756
Totals -----	28,100	28,965

We recommend that the agency in subsequent years develop specific information on the academic progress achieved by inmates participating in this program and report it annually to the Legislature.

The agency should include in this report the following specific data on inmates enrolled in the program.

- (a) The number of first admission inmates enrolled.
- (b) The number of first admission inmates enrolled in primary and in secondary education.
- (c) The total annual hours of academic instruction received by first admissions.
- (d) The total annual hours of academic instruction received by repeat offenders.
- (e) From the annual cohort of parole releases report on the number that received a minimum of 300 hours or more of academic instruction, their grade level when first enrolled and the grade level attained on release to parole.

VOCATIONAL TRAINING

The department requests an appropriation of \$2,829,161 in 1969-70 to continue this program at the same level of service as authorized in the current year.

The 1968 Legislature recommended that the department develop a comprehensive format whereby it could evaluate the 45 vocations in which inmates are presently being trained, and to determine, on the basis of the training, placement potential and cost, the feasibility of continuing the individual vocational programs.

We have participated in meetings with agency personnel and can report that the format to provide the information requested has been

Department of Corrections—Continued

developed. However, due to the magnitude of the study it will be completed in two parts. The agency plans to submit part 1 relating to the inmate employability level on the basis of vocational training received, the job stability of the trainee before and after training, and other related information in May, 1969. Part 2 will relate to staff recommendations for vocational instruction in specific trades, anticipated effect this may have on the inmate's ultimate job assignment when he is released on parole, the effect the department's and the trade advisory roles may have in subsequent job placements of parolees and the anticipated effectiveness of this assistance in parolees performance. The agency expects to submit the part 2 report in August, 1969.

We are hopeful the results of the study will provide the department and Legislature with definitive information upon which to base the future direction of vocational training in this agency.

We recommend that in conjunction with the vocational study, the department endeavor to obtain from trade union representatives in the respective vocations a commitment or estimate as to the annual number of jobs that could be made available to parolees, trained in a particular vocation.

CALIFORNIA REHABILITATION CENTER

This center was established in 1961 to house narcotic civil addict commitments to this department under provisions set forth in Division 3, Section 3000 of the Welfare and Institutions Code.

In 1969-70, the agency estimates an average daily male population of 2,425 at this facility. The female narcotic addicts will all be transferred to a satellite unit on the grounds of the Patton State Hospital with an estimated population of 515 residents in the budget year.

Due to the increase in civil addict commitments in 1969-70, the California Correctional Institution at Tehachapi will also have an average daily population of 490 male narcotic addicts in its new 640-bed unit opened in 1967-68. We are informed that the department will continue to utilize this unit for civil addict commitments.

We recommend that the department establish a separate report on the annual cohort of parole releases from this facility, so that the Legislature will be apprised of any difference that may be reflected in the performance of these releases to outpatient status.

In the current year, the average stay for narcotic addicts before being released to outpatient status is approximately 11 months.

The provisions of Section 3201 of the Welfare and Institutions Code stipulates that involuntary commitments can be retained under jurisdiction for seven years unless they achieve three years of drug-free performance as outpatients. Involuntary commitments represent approximately 98 percent of the present civil addict population in the department's facilities.

Department of Corrections—Continued

Tables 11 and 12, reflect the performance of male and female outpatients by cohort years of release.

The important data reflected in the tables is the number of cases returned to court for discharge in 1963 and 1964.

These cases had to be drug free for three years on outpatient status to be recommended for discharge by the courts. Table 11 indicates 87 or 14.1 percent of the 1963 male cohorts and 99 or 14.6 percent of the 1964 males were discharged. Table 12 indicates that of the 1963 female cohorts released, 24 or 13.3 percent were discharged and in 1964, 40 or 22.1 percent of the female addicts released to outpatient status were discharged.

This performance reflects a significant improvement in the female arrestment rate.

In a prior section of this analysis, we have pointed out that civil addicts on outpatient status are assigned to special parole supervision and are also subject to nalline and related tests to confirm to their parole agents that they have not returned to narcotics or other dangerous drugs. When a patient is found to be using drugs, he is returned to the facility for further treatment.

Table 13 reflects the status of the institutional population on June 30, 1968.

Table 11

**Male Civil Narcotic Addicts Released to Outpatient Status
(By Cohort Year of Release)**

Status	Year of release to outpatient status									
	1963		1964		1965		1966		1967	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Number released to outpatient status -----	618	100.0	677	100.0	1,342	100.0	1,247	100.0	2,119	100.0
Status as of 6-30-68										
Active outpatient status -----	5	0.8	7	1.0	140	10.4	234	18.8	526	24.8
Inactive outpatient status * -----	7	1.1	13	1.9	48	3.6	109	8.7	314	14.8
Returned to CRC -----	436	70.6	508	75.1	987	73.5	827	66.3	1,196	56.4
Died -----	11	1.8	5	0.7	20	1.5	11	0.9	25	1.2
Discharged from civil commitment -----	159	25.7	144	21.3	147	11.0	66	5.3	58	2.8
Returned to court for discharge -----	87	14.1	99	14.6	56	4.2	-	-	-	-
Discharged by the department -----	11	1.8	8	1.2	22	1.6	22	1.8	10	0.5
Writ (Habeas Corpus) -----	40	6.5	13	1.9	18	1.4	3	0.2	9	0.4
Other court order discharge -----	4	0.6	4	0.6	9	0.7	9	0.7	6	0.3
Returned with new felony commitment -----	17	2.7	20	3.0	42	3.1	32	2.6	33	1.6

* Cases in suspended status, in detention, or whereabouts unknown.
Source: Department of Corrections Administrative Statistics Section.

Table 12
Women Civil Narcotic Addicts Released to Outpatient Status
(By Cohort Year of Release)

Status	Year of release to outpatient status									
	1963		1964		1965		1966		1967	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Number released to outpatient status -----	181	100.0	181	100.0	235	100.0	250*	100.0	372	100.0
Status as of 6-30-68										
Active outpatient status -----	1	0.5	4	2.2	32	13.6	48	19.2	111	29.9
Inactive outpatient status ** -----	5	2.8	7	3.9	14	6.0	27	10.8	86	23.1
Returned to CRC -----	106	58.6	111	61.4	154	65.5	164	65.6	163	43.8
Died -----	3	1.7	4	2.2	3	1.3	4	1.6	3	0.8
Discharged from civil commitment -----	66	36.4	55	30.3	32	13.6	7	2.8	9	2.4
Returned to court for discharge -----	24	13.3	40	22.1	11	4.7	-	-	-	-
Discharged by the Department -----	6	3.3	1	0.5	7	3.0	1	0.4	3	0.8
Writ (Habeas Corpus) -----	35	19.3	9	5.0	9	3.8	1	0.4	3	0.8
Other court order discharge -----	1	0.5	4	2.2	2	0.8	1	0.4	3	0.8
Returned with new felony commitment -----	-	-	1	0.5	3	1.3	4	1.6	-	-

* Excludes 3 women serving a felony commitment concurrent with their civil commitment.

** Cases in suspended status, in detention, or whereabouts unknown.

Source: Department of Corrections Administrative Statistics Section.

Department of Corrections—Continued

Table 13

California Rehabilitation Center Institution Program as of June 30, 1968

Type of admission	Total		Males		Females	
	Number	Percent	Number	Percent	Number	Percent
Total population	2,658	100.0	2,334	100.0	324	100.0
Not released to outpatient status since committed	1,455	54.7	1,277	54.7	178	54.9
Returned since release to outpatient status	1,203	45.3	1,057	45.3	146	45.1
Returned once	645	24.3	562	24.1	83	25.6
Returned twice	361	13.6	327	14.0	34	10.5
Returned three or more times	197	7.4	168	7.2	29	9.0

Table 13 indicates 45.3 percent of the institution population returned to the use of narcotics when released to outpatient status. On a recent visit to this facility, we were informed that the staff has revised its treatment procedures for the habitual returnees in the current year. Hopefully the data in future reports will reflect improvement.

OPERATING EXPENSE AND EQUIPMENT

An appropriation of \$22,702,101 is requested for operating expenses and equipment in 1969-70, an increase of \$1,804,647 or 8.6 percent over the amount now estimated will be expended in 1968-69. The major items of increase in operating expense can be attributed to cost of living increases in food and maintenance and the projected increase in population. Equipment requests submitted were reviewed.

The agency agreed to defer all requests for additional or replacement equipment for the vocational training program until the report on the overall effectiveness of this program is submitted to the Legislature as requested.

We are in accord with the amount now requested for equipment.

Department of Corrections

TRANSPORTATION OF PRISONERS

Item 78 from the General Fund

Requested 1969-70	\$112,000
Estimated 1968-69	112,000
Actual 1967-68	112,401
Requested increase—None	
Total recommended reduction	None

ANALYSIS AND RECOMMENDATIONS

We recommend approval of the item as budgeted.

This appropriation provides funds to reimburse counties and the Department of Corrections for necessary expenses incurred in convey-

Transportation of Prisoners—Continued

ing persons to or from state prisons, including the return of parole violators to other states, in accordance with provisions of the Western Interstate Correction's Compact.

The Board of Control has approved a fee schedule with fixed maximums for payment of these claims.

Department of Corrections

RETURNING FUGITIVES FROM JUSTICE

Item 79 from the General Fund

Requested 1969-70	\$300,000
Estimated 1968-69	300,000
Actual 1967-68	279,724
Requested increase—None	
Total recommended reduction	None

ANALYSIS AND RECOMMENDATIONS

We recommend approval of the item as budgeted.

This appropriation is utilized by the agency to reimburse counties for expenses incurred in returning fugitives apprehended out of state to the county of jurisdiction in this state.

Department of Corrections

COURT COSTS AND COUNTY CHARGES

Item 80 from the General Fund

Requested 1969-70	\$275,000
Estimated 1968-69	275,000
Actual 1967-68	261,720
Requested increase—None	
Total recommended reduction	None

ANALYSIS AND RECOMMENDATIONS

We recommend approval of the item as budgeted.

This appropriation is to provide the agency with funds to reimburse counties for costs of trials, coroner's expenses and related expenses that are incurred on behalf of prisoners in state institutions.

DEPARTMENT OF THE YOUTH AUTHORITY**Items 81 and 82 from the General Fund**

Requested 1969-70	\$47,737,248
Estimated 1968-69	43,806,777
Actual 1967-68	39,173,263

Requested increase \$3,930,471 (9.0 percent)

Increase to improve level of service \$111,645

Total recommended reduction	\$74,471
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SUMMARY OF RECOMMENDED REDUCTIONS

	<i>Amount</i>	<i>Analysis page</i>
Division of Delinquency Prevention		
Delete 1 delinquency prevention consultant II	\$12,576	158
Delete 0.5 stenographer II	2,676	158
Reduce Operating Expenses	5,000	159
Division of Parole and Community Services		
Delete 1 parole agent III	11,676	166
Delete 0.5 stenographer II	2,676	166
Institutions		
Reduce temporary help—teacher training	18,106	171
Delete 2 dental assistants (part year)	2,000	172
Delete 1 clerk-typist (part year)	1,340	172
Delete 1 painter II (part year)	404	172
Delete 1 plumber I (part year)	1,456	172
Delete 1 electrician (part time)	3,248	172
Delete 1 treatment team supervisor	10,640	173
Delete 0.5 clerk-typist II	2,673	173

SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS**1. Need for More Meaningful Juvenile Arrest Statistics**

We recommend that the department initiate procedures to provide the Legislature with more meaningful comparative data on juvenile arrests and dispositions on a calendar year-to-year basis. (Analysis page 155).

2. Need for College Work-Study Program

We recommend approval of \$20,000 for this new program. (Analysis page 157).

3. Emphasize Delinquency Prevention

(a) We recommend that the agency maximize its efforts in delinquency prevention.

(b) We recommend that the agency evaluate the effectiveness of local prevention programs (Analysis page 159).

4. Consolidation of Parole Programs

We recommend consolidation of experimental parole programs conditioned upon establishment of a control group research approach. Analysis page 162).

Department of the Youth Authority—Continued**5. Continuation of the Community Treatment Program**

We recommend approval of this modified program conditioned on the agency agreeing to establish a control group for comparative purposes. (Analysis page 164).

6. Need for More Accurate Population Projection

- (a) We recommend the agency review its population projections based on current information and submit appropriate budget revisions to the Legislature (Analysis page 169).
- (b) We recommend the agency produce more accurate population projections (Analysis page 169).

7. Lack of Post-testing of Education Programs

- (a) We recommend that the agency implement testing procedures to evaluate educational improvement of wards assigned to the academic and vocational training programs (Analysis page 173).
- (b) We recommend that the agency establish research procedures to determine the number of wards who are employed on parole in occupations for which trained and to compare the parole behavior of wards given vocational training with a control group which did not receive such training.

General Program Statement

The Department of the Youth Authority is the state agency with a primary responsibility under Section 1700, Division 2.5, Chapter 1 of the Welfare and Institutions Code to develop a method of training and treatment to rehabilitate young people convicted of public offenses and subsequently committed to it.

Another objective of the agency is to provide staff services to assist local communities to improve probation services, juvenile law enforcement and juvenile institutions in their continuing efforts to combat delinquency.

In 1969-70, the Department of the Youth Authority will operate 10 institutions, four reception guidance centers and four forestry camps in various locations throughout the state. Included are the Older Boys Reception Center clinic at Ontario scheduled to open on May 1, 1970, and the DeWitt Nelson School for Boys, the third unit at the Northern California Youth Center at Stockton scheduled for occupancy July 1, 1969.

Juvenile Delinquency Problem

The problem of juvenile and adult delinquency has been the subject of much discussion. Table 1 gives some indication of the magnitude of the problem in this state.

Department of the Youth Authority—Continued

Table 1

Felony Crimes Reported 1960, 1966, 1967
Seven Major Offense Groups

Year	<i>Felony Crimes Reported</i>			<i>Aged 10-39 in Thousands</i>	<i>Offense Rates¹</i>		
	<i>Total 7 Major Offenses</i>	<i>Crimes of Personal Violence</i>	<i>Property Crimes</i>		<i>Total 7 Major Offenses</i>	<i>Crimes of Personal Violence</i>	<i>Property Crimes</i>
1960 -----	251,495	37,686	213,809	6,875	3,658.1	548.1	3,110.0
1966 -----	418,967	56,942	362,025	8,536	4,908.2	667.1	4,241.1
1967 -----	475,835	67,670	408,165	8,762	5,430.7	772.3	4,658.4
<i>Percent Change in Rate</i>							
1967 over 1960 -----				27.5	48.5	40.9	49.8
1967 over 1966 -----				2.6	10.6	15.8	9.8

¹ Offense Rate—Related to 100,000 population, 10 to 39 years of age.

Source: Crime and Delinquency in California, 1967, Bureau of Criminal Statistics.

The table reflects that crimes reported in the seven major offenses in 1967 increased at an offense rate 48.5 percent greater than in 1960 and 10.6 percent greater than in 1966. This is significantly greater than the 1967 population increase of 27.5 percent over 1960 and 2.6 percent over 1966, and is indicative of the substantial increase in crimes compared with population growth.

The seven major offenses are broken into crimes of personal violence and property crimes. The 10-39 age group is used because 90 percent of all arrests for those offenses are of persons in that age range and therefore it is assumed this age group commits the preponderance of such crimes.

In reporting its crime data, the Bureau of Criminal Statistics warns that due to "greater professionalization of police activity and the recent programs urging citizens to bring the local law enforcement agencies all information they have concerning crime, there probably has been more of a tendency to report less serious criminal events in recent years than ever before." Also the bureau indicates that insurance companies now require that losses be reported to the police prior to filing and payment of claims and that this has undoubtedly increased crime reports to some extent. The bureau says that the proportion of crimes cleared and the ratio of arrests to crimes reported has decreased since 1960 and that this is indicative of increased reporting of less serious crimes.

Juvenile Arrests

Table 2 presents comparative arrest data for juveniles under 18 years of age. Juvenile arrests represent that portion of the juvenile delinquency problem that is of sufficient magnitude to require official action subsequent to the initial contact by a police officer.

Department of the Youth Authority—Continued

Table 2

Juvenile Arrests

<i>Year</i>	<i>Number</i>	<i>Rate¹</i>	<i>Percent of Rate Change Over 1960</i>
1960	182,715	8,630.8	
1966	303,020	10,745.4	24.5
1967	323,427	11,057.3	28.1

¹ Arrest Rate—per 100,000 population under 18 years of age.

There is a continuing, significant increase in the number of juvenile arrests. The rate per 100,000 in 1967 was 28.1 percent greater than in 1960.

It is the arrested delinquents who constitute that portion of the juvenile delinquency problem handled by state and local agencies including law enforcement, probation and the Department of the Youth Authority.

Two major causes for arrest are (1) drug offenses and (2) delinquent tendencies which include truancy, incorrigibility and similar activities which could lead to more serious offenses. Removing the delinquent tendency cases and the drug cases from total arrests results in a somewhat different picture as to the remaining delinquency offenses. In Table 3 it is seen that the juvenile arrest rate increased only 9.6 percent between 1960 and 1966 and the 1970 increase was only one tenth of one percent greater than the 1966 experience. Therefore, the more serious delinquency acts, exclusive of drug abuse cases, are increasing at a much slower rate.

Table 3

Juvenile Arrests
(excluding drug and delinquent tendency arrests)

<i>Year</i>	<i>Number Arrested</i>	<i>Rate per 100,000</i>	<i>Percent of change over 1960</i>
1960	73,544	3,474.0	
1966	107,331	3,809.6	9.6
1967	111,503	3,812.1	9.7

Juvenile Drug Arrests

Juvenile arrests (under 18 years of age) for all drug offenses are shown in Table 4.

Table 4

Juvenile Drug Arrests

<i>Year</i>	<i>Total Arrests</i>	<i>Drug Arrests</i>	<i>Percent of Total</i>
1960	182,715	1,624	.88
1965	277,649	2,689	.97
1966	303,020	4,824	1.6
1967	323,427	13,911	4.3

Source—Crime and Delinquency Report. Bureau of Criminal Statistics.

Based on information we have received from various law enforcement and probation officials, many juveniles picked up for casual drug or marijuana usage are not recorded as drug arrests unless possession

Department of the Youth Authority—Continued

or selling is involved. The lack of definitive data relating to juvenile use of drugs and various drug derivatives points up the need to develop a definitive reporting format on these cases and is the basis for the recommendation submitted in a following section of this analysis.

Disposition of Juvenile Arrests

In 1967, a total of 323,427 juvenile arrests were reported to the Bureau of Criminal Statistics by local law enforcement agencies throughout the state. The disposition of these arrests is shown in Table 5.

Table 5
Disposition of Juvenile Arrests—1967

Action taken	Number	Percent
Total arrests -----	323,427	100
Closed by informal action of		
arresting agency -----	162,037	50.1
Referred to probation -----	161,390	49.9
Disposition by probation -----	161,390	100
Placed on informal supervision -----	16,675	10.3
Petition filed -----	43,782	27.1
Closed by referral to another agency or		
other informal action -----	62,325	38.6
Disposition pending -----	38,608	24.0

Information submitted in Table 5 indicates that 162,037 or 50.1 of all juveniles arrested in 1967 were released after some informal action by the arresting authorities. We were informed the release could be an interview with parents, guardians or other persons responsible for the juvenile. Another factor for release could be the arresting authorities lack of evidence to justify filing a petition with the court.

Of the 161,390 cases referred to the probation departments for disposition, 43,782 or 27.1 percent had petitions filed which would necessitate an adjudication by a juvenile court to place the juvenile under formal probation supervision or commitment to a county camp or to the Youth Authority. Of the total number of cases referred to probation 62,325, or 38.6 percent were reported to be closed by referral to another agency or by informal action of the probation department. When the arresting agencies report closing 162,037 cases by informal action and another 62,325 cases are closed by the informal action of probation departments, it means that a total of 224,362 cases, or 69 percent, of all arrests in 1967 were closed by informal action. *We recommend that the department initiate procedures to provide the Legislature with more meaningful comparative data on juvenile arrests and dispositions on a calendar-year basis.*

ANALYSIS AND RECOMMENDATIONS

We recommend approval of this item in the reduced amount of \$47,-662,777.

The administration is presenting the 1969-70 Governor's Budget to the Legislature in a program format. This is supplemented by the tra-

Youth Authority

Items 81-82

Department of the Youth Authority—Continued

ditional line item budget containing detailed expenditure requests related to the organizational pattern of the department. The agency has adjusted and consolidated its line item budget requests relating to specific functions into the following program summary:

Summary of Program Requirements

	<i>Actual</i> 1967-68	<i>Estimated</i> 1968-69	<i>Proposed</i> 1969-70
I. Community Services -----	\$8,129,911	\$12,201,237	\$18,855,278
II. Rehabilitation -----	40,071,588	44,616,096	48,437,056
III. Research and Evaluation -----	532,944	616,416	530,758
IV. Administration—distributed to other programs -----	(1,571,570)	(1,733,073)	(1,779,194)
TOTALS, PROGRAMS -----	\$48,734,443	\$57,433,749	\$67,823,092
Reimbursements -----	—969,811	—1,060,540	—863,030
NET TOTALS, PROGRAMS -----	\$47,764,632	\$56,373,209	\$66,960,062
General Fund -----	46,709,792	55,271,352	65,595,095
Federal funds -----	1,054,840	1,101,857	1,364,967
SUMMARY OF PROGRAM AUGMENTATIONS			
I. Community services -----	--	--	\$252,280
II. Rehabilitation -----	--	--	45,388
Total, Augmentations (General Fund) -----	--	--	\$297,668
GRAND TOTALS, SUPPORT -----	\$47,764,632	\$56,373,209	\$67,257,730
General Fund -----	46,709,792	55,271,352	65,892,763
Federal funds -----	1,054,840	1,101,857	1,364,967

Our analysis of the agency's requests for proposed new positions, operating expenses and equipment will be related to the line item budget, because this document contains the specific amounts requested for each item and category of expense, details not readily determinable in the program budget.

The total General Fund expenditure request for this department for 1969-70 is \$65,892,763 including:

<i>Function</i>	<i>Amount</i>
1. Departmental Operations -----	\$47,737,248
2. Local Assistance -----	17,865,695
3. Program Augmentations -----	252,280
4. Transportation of Inmates and Parole Violators -----	37,540
	\$65,892,763

Youth Authority Board and Administration

The Youth Authority Board, consisting of seven members appointed by the Governor and assisted by seven civil service representatives, is the term setting and parole granting agency for wards committed to the state for criminal law violations and other delinquent activities. Administration consists of the director and staff necessary to administer and provide various services to the institutions, parole, and several subsidy programs related to delinquent youth.

Department of the Youth Authority—Continued

The portion of the total departmental administration budget requested for these two functions is \$3,315,210. The increased General Fund cost of these functions results from a projected decrease of \$91,930 in reimbursements in the current year. This decrease in reimbursements results from completion of projects for the Institute for the Study of Crime and Delinquency and the National Institute of Mental Health.

New Positions

We recommend approval of six proposed positions due to workload increases in the data processing and personnel functions.

Operating Expenses and Equipment

The agency is requesting total expenditures of \$983,544 in these categories for 1969-70. We have reviewed these items and they appear to be in line with the needs of the agency. Included is a new college work-study program budgeted at \$20,000 for 1969-70.

Need for College Work-Study Funds

We recommend approval of \$20,000 for this new program.

The funds appropriated are to reimburse state supported higher educational institutions for services of students employed in various capacities in the several youth institutions. This is part of a federal program to enable students to remain in higher education by providing employment opportunities which aid in their support. The federal contribution is \$80,000 to the state's \$20,000.

Reorganization of Administration

The agency has begun a reorganization of the Departmental Administration in the current year for the purpose of improving effectiveness and responsiveness of the total department in carrying out its functions. The reorganization is not completed and the agency admittedly is experimenting before final implementation of what eventually will be the completed reorganization. The steps taken so far are being accomplished within the number of positions and funds currently authorized. A major step has been to consolidate responsibility under a single administrative head for the operations of the institutional and parole divisions instead of each having a separate division chief. The parole division chief position becomes an assistant to the former institution division chief who has responsibility for the combined functions. The purpose is to break down the communication and treatment barriers between these functions and to create a continuity of treatment between institutions and parole.

Regionalization of Institutions

A second major organizational change has been to regionalize the institutions for administrative purposes. Thus all institutions from Paso Robles north constitute the northern region with operational responsibility vested in the superintendent of the Northern California Youth Center, Stockton. The remaining institutions comprise the south-

Department of the Youth Authority—Continued

ern region to be administered by the superintendent of the Southern California Youth Center, Ontario.

Division of Delinquency Prevention

The total request for this division of Departmental Administration for fiscal 1969-70 is \$474,428. This operating unit provides consultive services to the local communities in the areas of probation, juvenile law enforcement and delinquency prevention. The agency is charged with the responsibility of making inspections of juvenile detention facilities. It also provides consultive service and conducts surveys and studies of county probation operations. Administration of the probation subsidy program as well as subsidies for the construction and maintenance of county juvenile homes, ranches, and camps are within the jurisdiction of the division. The subsidy programs are analyzed as individual budget items in another section of this analysis.

Deletion of Proposed New Positions

We recommend deletion of one delinquency consultant II (\$12,576) and 0.5 stenographer II (\$2,676) for a reduction of \$15,252.

These 1.5 positions are to provide a consultant II to coordinate the statewide probation subsidy program. The 0.5 stenographer is to provide clerical support to the coordinator.

The justification submitted for these positions was related to the expansion and import of the state subsidy for special probation supervision. This program affords state support to each participating county for expanded probation services and the subsidy amount is based on the reduction in the county's rate of commitment to state institutions.

This agency was authorized four consultant and two clerical positions in the 1966-67 Governor's Budget for anticipated workload related to this program. One of these positions was authorized at the consultant II level to supervise and administer the program. The agency now claims the program is presently supervised by one-half the time of a consultant II position which it claims is not adequate. This is in conflict with the authorization of the consultant II position for this program.

The justification contains workload data relating to overtime worked to support the purported need for the requested position. The workload data related to the period of rapid buildup in program to the existing level of 41 participating counties. It is reported that 95 percent of the state's population is contained in the counties now participating in this program. We cannot agree with the agency anticipation of an accelerated buildup of workload in the budget year. Future workload developments will determine the validity of these suppositions at which time additional staff may be authorized if workload data submitted justifies the need.

Therefore, because the Legislature has previously approved a position for the purpose for which this position is proposed, the request should be denied. The 0.5 stenographic position is related to the need for the supervising consultant and should also be deleted.

Department of the Youth Authority—Continued

Emphasize Delinquency Prevention

We recommend that the agency continue to evaluate the relative needs of the various functions performed so as to maximize available effort in delinquency prevention services. We also recommend that it develop some meaningful standards and procedures to evaluate the effectiveness of local prevention programs established.

During 1967-68, the staff of the delinquency prevention unit devoted 31,598.5 hours to the performance of its assigned functions. These include consultation, training, inspections, surveys and studies, conferences, training, etc., to provide services to local law enforcement, probation, other local government agencies, delinquency prevention groups and community organizations. During 1967-68, this operating unit only devoted 8.5 percent of its staff time, or 1,515 hours, to delinquency prevention groups and individuals.

The agency should also evaluate the effectiveness of the prevention programs which are instituted at the local level. As a separate item of augmentation, the department is requesting \$200,000 to implement local delinquency prevention programs. These funds, if approved by the Legislature, will undoubtedly generate more activity in this area.

While delinquency has been attributed to many things, all of which may or may not contribute to the problem, there remains much disagreement and lack of proof as to actual causes. Cost of eliminating causes of delinquency, even if they were known, might be prohibitive. This is especially true if such programs would have to be provided to large segments of our juvenile population due to the lack of a means to accurately identify potential delinquents. While there has been some effort made to establish a test for early identification of a delinquent, no proven method has yet been established and implemented according to the President's Task Force on Juvenile Delinquency and Youth Crime.

It would be more desirable to attack the problem at the earliest stage now possible, i.e., when juveniles first come in contact with arresting authorities and probation departments. For that reason, our analysis of the separate budget item on the probation subsidy contains a recommendation that probation departments be permitted to direct a portion of their subsidy funds to provide casework services to juveniles exhibiting delinquent behavior prior to official court action placing the individual on probation.

Operating Expenses and Equipment

The total amount requested for these expenditure categories is \$106,671 for 1969-70.

Reduction in Operating Expenses—Camp Inspections

We recommend deletion of the requested amount representing a savings in operating expense of \$5,000.

The amount requested is to provide per diem and travel expenses for county camp superintendents to make inspections of other counties' camps. Currently, the state reimburses counties up to one-half the cost

Department of the Youth Authority—Continued

of maintaining juveniles in county camps with the state's share not to exceed \$95 per ward per month. The camps must be established under Section 887 of the Welfare and Institutions Code and meet minimum standards set forth in Section 885. The agency proposes that inspections to ascertain compliance with these standards which have been made by its staff be turned over to selected panels of county camp superintendents. These panels of three superintendents each would utilize Youth Authority inspection and report forms, and the effect would be to shift from the Youth Authority staff to county employees, the responsibility of inspecting facilities that they also must operate in compliance with state regulations.

The request deviates substantially from the previously approved operating procedures and raises a question as to the protection of the state's interest in compliance with minimum standards. We are recommending denial of the requested funds.

We have reviewed the remainder of the operating expense and equipment requests for this unit and they appear to be justified on the basis of need.

Division of Parole and Community Services

The parole division is headquartered in Sacramento and operates field offices throughout the state. This division will provide parole services for an estimated average daily parole population of 13,955 Youth Authority wards in 1969-70. This represents a decrease in total average caseload of 258 parolees under the estimated 1968-69 average caseload of 14,213 parolees. The decrease in caseload has occurred each year commencing in 1966-67 due to reductions in the rate of commitments to institutions and extension of the length of stay in institutions resulting in fewer releases to parole.

Parole supervision entails providing casework services based on client needs to the extent possible under the various staffing patterns authorized. The various ratios of parolees to parole agent presently authorized is shown in Table 8. Services provided include assistance to parolees in relation to employment, education, and personal care.

Need to Improve Parolee Performance

Due to the inclusion of special low-caseload programs there have been significant increases in the overall level of parole services provided as reflected in the Table 6.

Table 6
Parole Level of Service
Employee Hours Per Parolee

<i>Fiscal year</i>	<i>Average parole population</i>	<i>Total employees</i>	<i>Level of service</i>	<i>Increase over prior year</i>	
				<i>Hours</i>	<i>Percent</i>
1962-63	11,896	293.4	47.4	--	--
1967-68	14,246	467.6	60.4	1.6	3.4
1968-69 ¹	14,213	459.6	59.5	-0.9	-1.5
1969-70 ²	13,955	468.1	61.7	2.2	3.7
Increase level of service:					
1967-68 (actual) over 1962-63				13.0	27.4
1969-70 (proposed) over 1962-63				14.3	30.2

¹ Estimated, 1969-70 Governor's Budget

² Budget request.

Department of the Youth Authority—Continued

The table reflects increases in the level of parole service per parolee except for the current fiscal year. In 1967-68, the latest actual figure was 27.4 percent over 1962-63. The proposed level of service for 1969-70 represents an overall increase in this area of 30.2 percent above the 1962-63 experience.

In spite of the overall improved level of service there has not been a commensurate improvement in parole performance.

Table 7
Violation Status of Wards
California Supervision
(after 15 months parole exposure)

Year released	Number released	Revoked or discharged ^a	
		Number	Percent
1960	5,934	2,646	44.6
1961	6,679	3,035	45.4
1962	7,402	3,462	46.8
1963	8,004	3,703	46.3
1964	8,709	4,041	46.4
1965	9,720	4,339	44.6
1966 ¹	9,488	4,292	45.2

¹ Wards released 12 month period 10-1-65 to 9-30-66.

Table 7 reflects a relatively stable rate of parole revocations and no significant improvement in parole performance commensurate with the increased level of service authorized by the Legislature. This may be due to the relatively small number of wards involved in the special parole experimental programs or failure of these programs to substantially improve parole performance to reflect an overall improvement in the violation rate or a combination of both factors.

We also find in reviewing agency reports, that as of December 31, 1967, 63.3 percent of the 1962 releases and 60.4 percent of the 1963 releases had violated parole. The reduction in rate between 1962 and 1963 releases does not necessarily reflect improvement because the latter group was not on parole a comparable length of time. The department's institutional and parole programs are subject to continued modifications and changes in order to improve the ward's performance and reduce recidivism. It is apparent that the changes effectuated in institutional programs have not affected the violation rates. The various parole programs, regular and experimental caseloads, are set forth in Table 8 which contains data on the average caseload size for 1969-70, parolee-agent ratio and per capita costs of the various parole programs. Programs other than regular parole are experimental projects to test the validity of low-caseload community projects and various related treatment techniques. The two programs for which no caseload is shown for 1969-70 are to be merged into the Community Parole Center Program.

Department of the Youth Authority—Continued

Table 8

Parole Programs
Caseload Ratios and Per Capita Costs

Program	1969-70 Average daily parole caseload	Caseload ratio (parolees to agents)	Per capita cost		Increase	
			1968-69	1969-70	Amt.	Percent
Regular supervision -----	12,695	55 to 1	\$436	\$451	15	3.4
Community delinquency control -----	560 ¹	15.7 to 1	1,524	—	—	—
Community Treatment Project -----	177	13.1 to 1	2,240	2,407	167	7.5
Guided group interaction	110	13.3 to 1	1,966	1,667	-299	-15.2
Partway Home Program	10	10 to 1	4,667	4,806	139	3.0
Ventura intensive treatment -----	54 ¹	8.3 to 1	3,285	—	—	—
Community parole center -----	1,200 ²	22 to 1	1,182	954	-228	-19.3

¹ 1968-69 caseload.² Includes 330 in institutions.

Consolidation of Parole Programs

We recommend approval of the consolidation of three experimental parole programs as proposed in the Governor's Budget on condition that a research design be incorporated to test against a control group the rehabilitative effect of the program by improvement reflected in parole performance. A second condition to approval of the consolidated program is that the number of wards directly released from reception centers in lieu of institution care be maintained at substantially the same ratio as now pertains to the three separate programs in total.

The parole division proposes to consolidate three existing experimental programs and part of a fourth into one restructured parole center program. The consolidated program will provide services to 1,200 wards at a total cost of \$1,143,939. The total proposed expenditure is approximately \$95,000 per year under the total now budgeted for the separate programs. This \$95,000 will be used to partially offset the cost of expansion of the Guided Group Program to previously authorized but not obtained program level.

The consolidated program would provide enriched parole services for 870 wards in the community and 330 in institutions as compared to 900 parole cases presently budgeted in the low caseload parole programs to be consolidated. All three experimental programs were established to relieve the pressure of institutional population increase and to test the effectiveness of enriched parole services. Basically enriched parole services consisted of reduced caseload ratios ranging from 10 to 22 wards per agent, tutoring services, and a combined parole office-community center for group meetings and recreation. Involvement of the community indigenous to the center is encouraged. Research findings on the Community Delinquency Control Project and the Community Parole Center programs were not conclusive. While there were

Department of the Youth Authority—Continued

indications of improved performance, such results could have been due to chance because of the small numbers involved, program effectiveness, differential decision making or a combination of these. Differential decision making denotes the tendency of making staff recommendations and board decisions not to violate or suspend the parole of low caseload parolees and retain him on parole due to the fact he is on a low caseload and will receive more intensive supervision. Wards on regular caseload supervision would be revoked for the same offense and returned to an institution.

The Ventura Intensive Treatment Program was authorized for the 1967-68 fiscal year so that program is too new to provide definitive findings.

The Community Delinquency Control project provided enriched parole services on a 15-to-1 parolee to agent ratio for wards directly released from reception centers. The present parole center program provides similar services on a 30-to-1 ratio for wards living in a defined geographical ghetto area who have served a term in an institution. This latter program is also different from the other experimental programs wherein assignment of wards excludes those with more severe offense classifications. The department advised that the combined program will retain the in-lieu of institution care features of the existing programs.

The consolidated program will result in a parole agent being assigned 28 cases, 20 parolees in the community and eight wards in institutions. This latter feature is to involve the parole agent in the institution program of the ward so as to bring about a closer merger of institution and parole treatment. This program element would be impossible to implement in the total caseload. The increased travel cost would be prohibitive due to the location of the various institutions in relation to the communities where the parolees will be supervised.

There has been a tendency in the past to shift the basis or change the program format of experimental programs before conclusive data is obtained on which to base a final judgment on the rehabilitative effect of the experiment. Due to the investment made in 10 years of experimentation with low caseload parole programs, this proposed consolidated program should not be authorized unless the department agrees to continue it without modification until conclusive results are submitted to the Legislature on the performance of the wards selected for this program. For that reason and in order that data already obtained on the existing components of the merged program not be lost, the agency should continue to follow each group in the program. Research data should distinguish and report on the parole outcome of those directly released to the program from reception centers as opposed to those completing an institution stay prior to assignment to these special parole units. These evaluative reports should be on a cohort basis and comparisons made not only between the two experimental groups but also with control groups of similar wards who are given normal periods of institutional care and released to regular parole supervision.

Department of the Youth Authority—Continued

The Legislature has continuously supported low caseload experimentation by this agency. Results as to rehabilitative effects have not been conclusive although some programs have had some positive indications such as the two major programs to be consolidated under this proposal. Therefore, we have conditioned our recommended approval of this consolidation request on the basis that the agency assure the Legislature that it will develop a research design to compare the parole performance of this program against a comparable control group. The department has invested substantial staff efforts and funds to test the rehabilitative effect of low caseload programs. Delay in obtaining definitive answers to program effects on participants through constant changing of the program concept should not be permitted.

Continuation of the Community Treatment Project

We recommend that this program be approved subject to the condition that a control group of like wards receiving regular institution and parole treatment be established to test concurrently the effectiveness of the proposed program.

This experimental program was commenced September 1, 1961, as a federal-state cost sharing research project. The state provides for the operation of the program but is reimbursed by the federal government for the cost related to research personnel. The project has completed one three-year phase and the second phase of five years is scheduled for completion in September 1969. The Department of the Youth Authority has requested federal financing of the research costs of a third phase five-year program and state financing of operating costs.

Phases I and II of this program were low-caseload (10 parolees per parole agent) research projects. These two phases established that *selected parolees* could be released from reception centers to intensive parole without an intervening institutional stay now averaging 9.5 months. Current research reflects a greater parole success rate for parolees in the program. We have been advised that the latest research report, to be submitted to the Legislature in the near future, will show a parole failure rate of 31 percent for experimental program cases as opposed to 51 percent for a control group having regular institution and parole care after 15 months on parole, and 39 percent as compared to 61 percent after 24 months on parole. A total of 498 experimental cases were included in the 15-month study.

Phases I and II were restricted as to intake so that these findings would not be applicable to the total parole population. Further doubt as to the validity of the total difference in failure rate is raised due to the problem of differential decision making that we explained on page 163 of this analysis. Under such circumstances, the determination to continue an offender in the program on the basis that the program can provide the needed service adds one more potentially favorable opportunity to prove the effectiveness of the program, instead of violating the parole as would be the situation with a nonspecial program parolee committing the same offense. Thus the potential success of the program

Department of the Youth Authority—Continued

is enhanced by case decisions made on the basis that the program is providing needed services.

Phase III, as proposed, will delete the Stockton unit which will be consolidated with the previously described parole center program. The program will continue the Sacramento unit in a restructured manner, and will be augmented by providing a 24-hour residential treatment unit located in one 50-ward living unit at the Northern California Reception Center at Sacramento. Treatment will be provided on a short term basis at the residential unit involving a team treatment concept consisting of the living unit staff, teachers, counselors, and the community parole agent. Wards in the program will be from the Sacramento area. The existing intensive, low-caseload parole program will be continued and merged into the residence program.

The purpose of Phase III is to :

- a. Incorporate a 24-hour residence program for some wards initially entering the program but also for short term reincarceration of parolees for disciplinary purposes.
- b. Ascertain whether wards can be validly diagnosed as best requiring institutional care or immediate release on parole and the effects of this decision on parole outcome.
- c. Continue to collect data relating to effects of low parole caseloads, and the ability to match parole agent treatment styles to parolee treatment needs.
- d. Provide a residential community program which because of location can involve other family members.
- e. Expand the ward classification to include many of those excluded from the existing program.
- f. Attempt to provide treatment to match the individual needs of the wards.
- g. Compare this type of residential treatment program to contemporary Youth Authority programs.

The effectiveness of an integrated residential and parole program located within the community from which the wards are committed is worthy of exploration. Caution would have to be exercised in any future implementation proposed due to the substantially greater per capita cost involved in operating small residential units. Such implementation would have to be determined on the basis of the increased rehabilitative results achieved, if such be the case, related to the cost of establishing such centers.

The program, as proposed and assuming it resulted in increased ward rehabilitation, could be used as a model for county probation programs. Certain counties already operate 24-hour residential treatment programs in juvenile halls and camps, which are integrated in varying degrees with their overall probation program. The integrated residential and parole program contains virtually all of the treatment concepts currently in use in the Youth Authority programs such as large and small group and individual counseling, school and work programs, rec-

Department of the Youth Authority—Continued

reational activities, off-institution cultural enrichment trips, family counseling, out of home placement, etc.

With the incorporation of the residence treatment concept and the merging of institution and parole staff to work as a team in the handling of wards selected, we believe this experimental program is worthy of continued support. It may not be possible to identify which of these program components is responsible for improving the parole performance of the wards if such result is obtained, due to the interrelation and complexity of the overall program. Success or failure will have to be determined by the total program effect on the participants.

Post-discharge Behavior of Community Treatment Cases.

We have compared the subsequent behavior of 59 control cases and 48 wards who have completed the Community Treatment Program. Both of these groups received favorable discharges from parole between commencement of the program and March 1967.

Table 9
Community Treatment Program Dischargees
Arrest Data on Experimental and Control Cases

Type of action	Experimental		Control	
	Number	Percent	Number	Percent
Total discharges-----	48	100.0	58	100.0
Total arrests-----	33	68.8	29	50.0
Total convictions-----	29	60.4	28	48.3
No arrests reported-----	15	31.3	29	50.0

Table 9 reflects that subsequent to discharge, with no parole supervision, the experimental group had a higher percentage of reported arrests than the control group which had not received the intensive parole supervision during their parole period. These data are merely indicative and not conclusive due to the small numbers involved. These data do indicate that when supportive supervision is removed, a high percentage of the discharged wards commit offenses.

We urge the agency to provide more comprehensive evaluation in its research projects where by a ward's performance for a reasonable period after discharge can be determined and evaluated. The research personnel on the Community Treatment Project have indicated a desire to provide this type of information in future reports.

Proposed New Positions

We recommend deletion of one parole agent III (\$11,676) and 0.5 stenographer II (\$2,676) for a savings of \$14,352.

The agency advises that the proposed parole agent plus stenographic assistance is required to:

- (1) Work out uniform policies procedures, operating practices and staff ratios needed to operate a more adequate out-of-home placement program.
- (2) Assist in the development of new out-of-home placement programs.
- (3) Initiate, coordinate and evaluate out-of-home pilot projects.

Department of the Youth Authority—Continued

The agency states that its out-of-home placement program is inadequate, uncoordinated and in need of study and evaluation. These are generalized statements unsupported by specific details of deficiency.

It is recognized that there is a continuing problem of recruiting sufficient foster homes for Youth Authority wards. This state agency must compete with other state and local agencies some of which pay higher rates for these services. While the above listed functions should be performed, we question the need to establish a permanent position for this purpose.

The parole division has had the responsibility of operating a foster home program for a number of years. Recruitment of and giving guidance to foster homes is an established part of the parole program. The estimated expenditure for this program in 1969-70 will total \$1,144,000 in operating costs. The development of foster homes should continue to be a responsibility of the parole agents. In large metropolitan areas, this function might be assigned to one or more agents within the existing workload formula who could specialize in this endeavor with increased efficiency.

The department presently has established positions of Chief of Program Planning and Development and two management analysts. The parole division has a supervisor of program development purportedly devoting full time to program development and to improve the quality control of existing programs. Evaluation of the foster home program should be accomplished by personnel presently authorized for program analysis and development.

The parole division is requesting an additional 5.4 positions in conjunction with the proposed expansion of the Community Treatment and Guided Group experimental programs. We are in accord with these requests as they are justified on the basis of the projected workload increase.

Institutions

The Department of the Youth Authority currently operates three reception center-clinics, nine institutions (seven for boys, two for girls) and four forestry camps. During the budget year, the agency will open a new institution at the Northern California Youth Center, Stockton, and a reception center-clinic at the Southern California Youth Center at Ontario. The new Stockton facility has been named the DeWitt Nelson School and is to train older youths for camp placement. The new reception center will process superior court commitments currently received and processed at the Reception-Guidance Center, Deuel Vocational Institution. The opening of these two facilities is necessitated by the continuing shift of Youth Authority wards out of Department of Corrections facilities. This process has been in effect for the past several years and has been approved by legislative actions on prior budget requests.

The agency is requesting \$36,027,281 for institutional operations in fiscal 1969-70 as compared to \$32,510,008 for fiscal 1968-69 and \$28,901,848 for 1967-68. The increase is largely due to opening new facilities during the current and budget year.

Department of the Youth Authority—Continued
Per Capita Costs

Table 10

Institutional Per Capita Costs

<i>Institution</i>	<i>1967-68</i>	<i>1968-69</i>	<i>1969-70</i>
No. Cal. Reception Center-----	\$6,585	\$7,096	\$7,302
So. Cal. Reception Center-----	6,852	7,308	7,431
Conservation Camps-----	4,023	4,059	3,859
Fricot School for Boys-----	7,129	6,541	6,870
Nelles School for Boys-----	5,367	5,498	5,695
No. Cal. Youth Center-----	7,266	7,480	6,761
Paso Robles School for Boys-----	5,219	5,425	5,629
Preston School of Industry-----	4,973	5,426	5,538
So. Cal. Youth Center-----	5,043	4,495	5,090
Los Guilucos School for Girls-----	7,092	7,381	7,670
Ventura School for Girls-----	5,957	6,802	7,297
Average Population Per Capita Costs-----	\$4,465	\$5,844	\$6,091

Table 10 reflects a continuing increase in per capita costs resulting from program expansion and an operating cost increase. The institution per capita, exclusive of reception centers, ranges from a low of \$3,859 for camp placements to \$7,670 for the Los Guilucos School for Girls. The per capita cost for the Northern and Southern California Youth Centers are distorted due to the initially high cost of opening new facilities resulting from a disproportionately high staff to ward ratio until the population gradually builds to institutional capacity.

Level of Service

This distortion is also seen in Table 11, relating to the level of service expressed in terms of employee hours per ward.

Table 11

Level of Service

Employee Hours Available per Ward

<i>Fiscal year</i>	<i>Average daily population</i>	<i>Level of service</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1963-64-----	5,003	782	-18	-2.3
1967-68-----	5,289	908	47	5.5
1968-69 ¹ -----	5,563	900	-8	-0.9
1969-70 ² -----	5,915	958	58	6.4
Increased level of service				
1967-68 over 1963-64 (actual)-----			126	16.1
1969-70 over 1963-64 (proposed)-----			176	22.5

¹ Estimated, 1969-70 Governor's Budget.

² Budget request.

There has been an almost constant increase in level of service provided in the years shown. The increase from 1963-64 to 1968-69 is 16.1 percent. The 22.5 percent increase in 1969-70 over 1963-64 is partially distorted by the opening of new facilities. The increased services provided in institutions have not resulted in a comparable reduction in the rate of recidivism of wards exposed to the enriched program as reflected in Table 7.

Department of the Youth Authority—Continued
Need for More Accurate Population Projections

1. *We recommend that the agency review its population projections based on current information and submit appropriate budget revisions to the Legislature.*

2. *We recommend that the agency endeavor to submit more accurate population projections for budgetary purposes.*

In the 1967-68 and 1968-69 analysis of the Budget Bill, we pointed out that over projection of populations result in over budgeting of funds and the premature opening of institutions. It appears that the agency is continuing to over estimate population growth in relation to current conditions.

Table 12
Average Daily Institutional Population Projections

Fiscal year	Originally budgeted pop.	Reestimate one year later	Actual	Difference		Increase over prior years	
				Original Number	Actual Percent	Actual Amount	Percent
1961-62	4,341	4,334	4,128	-213	-4.9	--	--
1962-63	4,777	4,643	4,588	-189	-4.0	460	11.1
1963-64	4,766	4,912	5,003	237	5.0	415	9.1
1964-65	4,964	5,154	5,155	191	3.9	152	3.0
1965-66	5,281	5,395	5,210	-71	-1.3	55	1.1
1966-67	5,681	5,759	5,342	-339	-6.0	132	2.5
1967-68 ¹	5,644	5,471	5,289	-355	-6.3	-53	-1.0
1968-69	5,574	5,563 ²				274	5.2
1969-70 ²	5,915					352	6.3

¹ Modified budget reduced original estimate 692 wards or 10.9%.

² 1969-70 budget estimate.

Table 12 presents population estimates as originally budgeted, as revised in the following year's budget, and finally the actual average daily population. For five of the seven years for which data is presented in this table, original estimates were excessive. Actual population increases over the prior year reflects a decreasing rate percentage increase from 11.1 percent in 1962-63 to a 1 percent decrease in 1967-68. The figure for 1967-68 is from the modified budget and is 10.9 percent below the governor's original budget estimate. The original 1967-68 estimate of 6,334 prompted our comments in the analysis for that year as it was so out of line with the then existing circumstances.

The agency is now projecting a 5.2 percent increase in the current year and an additional 6.3 percent increase in 1969-70. While much of the 1969-70 increase can be attributed to the transfer of Youth Authority cases from the Department of Corrections, a part of the increase is based on the current year projection.

For the current year, the agency estimates an average daily population of 5,563 wards in institutions. The average daily population for the first half of this fiscal was 5,264 wards. To average 5,563 as projected, the agency would have to average 5,862 wards for the remainder of this fiscal year. It is extremely unlikely that the agency will increase the population by 598 cases during this period. Therefore,

Department of the Youth Authority—Continued

average daily population for the budget year to the extent based on current year projections could be considerably over projected. While the two new institutions will be required for the age group to be transferred from Deuel, the agency is apparently budgeting other facilities to a greater extent than may be necessary.

It is noted that the population report for January 17, 1969, reflects that the agency has opened a fifth cottage at the Karl Holton School. At that time this 50-boy unit was housing approximately 22 wards, assuming the other four cottages were at capacity. At this same time, there was ample capacity at other facilities to handle this population.

The agency should provide a detailed explanation of steps taken or to be taken in the current fiscal year to maximize savings resulting from not reaching budgeted capacity levels. The agency should also explain why staffing is being provided for additional capacity at the Karl Holton School when there is ample capacity at the other schools and if such increased staffing is offset by staff savings at other institutions.

Based on the above, it would appear that the agency is over estimating population and should reduce its budget requests accordingly after reestimating population based on more current data than when the budget was prepared.

Institution Reorganization

During the current year, the agency is reorganizing the staffing structure of several institutions by reclassification of positions and duties and we have reported our approval of the agency's action. The reorganization is to be accomplished without budgetary increases. Basically, the reorganization will provide the Fricot, Nelles, Paso Robles, Preston and Youth Training Schools with a staffing pattern and treatment concept commensurate with that previously approved for the O.H. Close and Karl Holton schools.

The reorganization will result in the merger of the current Psychiatric Treatment Unit staff into the overall treatment program instead of concentrating all its efforts on a small segment of the institution population. The agency contends this will not reduce the level of services needed by this special group for which this particular staff was originally budgeted. The psychiatric treatment program failed to show improvement in parole performance of wards assigned to the program, but as such treatment has been deemed necessary, it is more efficient to use this special staff as proposed and thereby enrich treatment for the entire ward population.

This reorganization is a continuation of a trend commenced several years ago toward an integrated treatment team approach joining the efforts of the teachers, social workers, and the youth counselors. This treatment concept and staffing pattern including the new position series of youth counselor has been approved by the Legislature and adopted by all boys institutions and camps. The evaluation of the new institutional program concept will have to be made on the basis

Department of the Youth Authority—Continued

of wards returned to institutions for parole violations which is not as satisfactory as a controlled experiment. The changes in parole revocations and returns may be due to other variables not related to the treatment program.

Proposed New Positions

We recommend the deletion of 7.5 positions plus a reduction in temporary help for teacher training, all separately discussed herein, at a savings in salaries and wages of \$39,867.

The agency is requesting 407.5 proposed new positions at a salary cost of \$1,518,574 as reflected in table 13.

Table 13
Proposed New Positions

<i>Institution</i>	<i>Requested positions</i>
Northern California Reception Center-Clinic -----	2
Southern California Reception Center-Clinic -----	3.4
Conservation camps -----	4
Fricot Ranch School -----	2
Fred C. Nelles School -----	8.1
Northern California Youth Center:	
Central Facility -----	31.1
O. H. Close School -----	1.4
Karl Holton School -----	3.8
DeWitt Nelson Training Center -----	113.9
Paso Robles School -----	2.7
Preston School of Industry -----	2.1
Southern California Youth Center:	
Central Facility -----	57.4
Youth Training School -----	9.4
Older Boys Reception Center -----	161.1
Los Guilucos School for Girls -----	1.7
Ventura School for Girls -----	3.4
Total -----	407.5

Of the 407.5 requested positions, 363.5 are related to the opening of new facilities including the DeWitt Nelson School and the Older Boys Reception Center. The need for these new facilities is primarily due to the transfer of wards from the Department of Corrections facilities as previously noted. The remaining 44 positions are requested to provide for workload increases based on population increases, to overcome staffing deficiencies and a number of partial positions in the temporary help category required by various workload changes. Notable among the temporary help increases is increased training due to expected turnover caused by the opening of new facilities and anticipated teacher training requirements as authorized by law.

Reduction in Teacher Training Relief

We recommend that temporary help-teacher training relief be reduced \$7,710 for the Nelles School and \$10,396 for the Youth Training School.

The department requests a total of \$155,502 for temporary help-teacher training relief. This is an overbudgeting of teacher training

Department of the Youth Authority—Continued

relief in relation to past usage. The temporary help category covers various employee classifications wherein overtime or relief funds are needed because full positions are not required.

The agency projects its needs on the basis of optimum teacher entitlement for educational leave rather than on the basis of its much lower usage experience. In the subsequent year budget, the requests are reduced. The actual expenditures are subsequently determined to be much lower. This results in the excessive allocation of funds for a purpose for which experience shows it will not be needed.

In the budgets of the Nelles and Youth Training Schools temporary help-teacher relief is budgeted at \$53,705 or \$27,160 more than previously. The agency should base its budget request on estimated need related to actual experience. We believe the request would be more realistic at one-third the increase requested, resulting in a reduction in amount budgeted for temporary help of \$7,710 for Nelles and \$10,396 for the Youth Training School.

Proposed New Positions Recommended for Deletion

We recommend the deletion of two of the seven dental assistants requested for the Older Boys Reception Center for a part year saving of \$2,000.

The potential full-year cost of the positions recommended for deletion is \$13,344. Dental assistants are authorized on a formula of one position for each dentist. The agency is requesting five new dentists on the basis of an approved formula related to projected work intake. Therefore, only five dental assistants are justified.

We recommend the deletion of one clerk-typist for a part year saving of \$1,340.

The potential full year cost of this position is \$5,484. The position was requested to provide clerical services to the food manager at the Southern California Youth Center. This is a new level of service not authorized at any other institution. Statements of need for the position are generalized and do not justify the addition of the requested position.

We recommend the deletion of one painter II (\$404), one plumber I (\$1,456), and one electrician I (\$3,248) for a saving of \$5,108.

These positions are requested to provide maintenance services at the new Older Boys Reception Center. As the institution is not scheduled for opening until May 1, 1970, the salary cost shown is only for a part year. The optimum full year salary cost for these three positions would be \$28,836.

This new institution is located on the same site as the Youth Training School. That latter institution houses older Youth Authority wards and has an extensive vocational training program. Wards are trained to perform on the job maintenance tasks throughout the institution working out of a vocational shop as would be the case in the community. There are three instructors each in plumbing and electrical work and four in painting at the Youth Training School. A problem in the past at that school has been the lack of sufficient maintenance work to pro-

Department of the Youth Authority—Continued

vide adequate training. Therefore additional academic instructors were authorized to provide program to overcome that deficiency. We believe the agency should experiment with the use of ward maintenance services for this new institution exclusive of the positions requested. This is a new facility and maintenance needs in the area represented by the positions recommended for deletion should not be so great as to preclude use of ward personnel.

We recommend deletion of one treatment team supervisor (\$10,640) and 0.5 clerk-typist II (\$2,673) for a saving of \$13,313.

The 1.5 proposed new positions represent an increase in the approved level of service at the Los Guilucos School for Girls. The positions are requested to provide additional services to the adjustment unit for disturbed and acting out wards.

The treatment team supervisor is to provide a supervisory position on the unit. Staff currently authorized for the unit includes one senior youth counselor, four youth counselors, a social worker and a teacher. The senior position has supervisory responsibility over the youth counselors but not over the social worker or the teacher. Each of the three, senior youth counselor, social worker, and teacher, report to different supervisors. The agency infers without giving detail that this is not a satisfactory arrangement. The staff at this facility is not so remote or the lines of communication and supervision so long as to justify this added cost. The need for an additional supervisory position cannot be justified on the basis that staff in the unit reports to three separate supervisors.

The half time clerical position is requested to provide clerical services to staff on the unit. This represents a staff increase in excess of previously established standards and no workload deficiencies were submitted to justify a need to provide this additional service.

Lack of Post-Testing of Education Programs

- 1. We recommend that the agency implement testing procedures to evaluate educational improvement of wards assigned to the academic and vocational training programs.*
- 2. We recommend that the agency establish research procedures to determine the number of wards who are employed on parole in occupations for which trained in institutions and to compare the parole behavior of wards given vocational training with a control group that did not receive such training.*

The institution program places significant emphasis on the academic and, where appropriate, the vocational training programs. This is necessitated to some extent by the age group (under 16) requiring an academic program. The academic program is staffed on the basis of one teacher to fifteen pupils which is much lower than the average public school program.

All wards are tested for academic achievement upon admission to the department. At present, only one institution tests all wards released as to academic improvement while in its program. Post-testing of both

Department of the Youth Authority—Continued

academic and vocational training should be implemented at all facilities to provide a means to evaluate the needs and effectiveness of these programs.

There are no present means established to evaluate routinely the amount of training accomplished in the various vocational programs. Also lacking is knowledge as to the use made of such training upon release and the rehabilitative value of such training. The agency should establish testing and research measures to provide answers to these questions as a means to evaluate the value of these vocational programs. This information could be used to determine the need for various types of vocational programs or whether the moneys provided might be better utilized for other purposes.

Youth Authority

TRANSPORTATION OF INMATES AND PAROLE VIOLATORS

Item 83 from the General Fund

Requested 1969-70	\$37,540
Estimated 1968-69	37,540
Actual 1967-68	36,933
Requested increase—None	
Total recommended reduction	None

ANALYSIS AND RECOMMENDATIONS

We recommend approval of this item.

This appropriation provides for transportation expenses of law enforcement officers delivering youth commitments to state institutions. The funds also are for traveling expenses of Youth Authority transportation officers transferring juveniles between the various state and local facilities as required.

EDUCATION

California's total system of public education is composed of: elementary, high school and unified school districts, the community colleges (formerly junior colleges), the California State Colleges, the University of California, the California Maritime Academy and the state operated schools for handicapped children. Support for education is derived from a variety of sources including the State School Fund, local property taxes, State General Fund appropriations and programs of federal aid. The term "support" does not include state construction expenditures for local schools. Table 1 provides a summary of the sources of support to each of the components of the state educational system.