

**POULTRY IMPROVEMENT COMMISSION**

ITEM 61 of the Budget Bill

Budget page 110

**FOR AUGMENTATION OF THE POULTRY TESTING PROJECT FUND FROM THE GENERAL FUND**

Amount requested in Budget Bill.....		\$28,351
Budget request before identified adjustments.....	\$30,654	
Increase to recognize full workload change.....	847	
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Budget as adjusted for workload change.....	\$31,501	
Adjustment—undetailed reduction (10 percent).....	3,150	
<b>RECOMMENDED REDUCTION FROM WORKLOAD BUDGET</b> ....		\$31,501
<b>RECOMMENDED REDUCTION FROM APPROPRIATION REQUEST</b> .....		\$28,351

**Summary of Recommended Reductions**

	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Delete General Fund support from workload budget.....	\$31,501	106	4

**ANALYSIS AND RECOMMENDATIONS**

This item transfers \$28,351 from the General Fund to augment the support of the Poultry Improvement Commission. *In line with our recommendation in Item 60, we recommend that this item be deleted.*

**Youth and Adult Corrections Agency**

**YOUTH AND ADULT CORRECTIONS AGENCY ADMINISTRATOR**

ITEM 62 of the Budget Bill

Budget page 112

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

Amount requested in Budget Bill.....		\$82,865
Budget request before identified adjustments.....	\$91,823	
Increase to recognize full workload change.....	250	
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Budget as adjusted for workload change.....	\$92,073	
Adjustment—undetailed reduction (10 percent).....	9,208	
<b>RECOMMENDED REDUCTION FROM APPROPRIATION REQUEST</b> .....		\$82,865

**Summary of Recommended Reductions**

	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Delete appropriation requested.....	\$82,865	112	5

**GENERAL PROGRAM STATEMENT**

The Agency Administrator concept was established by the Legislature in 1961, when the statutes were amended by Chapter 2037 to create this new level of supervision in the state correctional system.

Responsibility for the overall direction of the Department of Corrections and Youth Authority is vested in the Agency Administrator. However, formulation of operating policies and procedures is developed in collaboration with the directors of the two departments.

**ANALYSIS AND RECOMMENDATIONS**

The total amount requested for 1967-68 is \$82,865 a decrease of \$1,244 or 1.5 percent below the amount now estimated to be expended

**Youth and Adult Corrections Agency Administrator—Continued**

during the current year. This reduction will be effected despite a rent charge for office space of \$8,190 being including under operating expense. In prior years this expense was budgeted in the Department of General Services.

When the legislation proposed by the Governor was enacted in 1961 to create this office the stated purpose of the position of agency administrator was "to have general supervision and be directly responsible to the Governor for the operations of each department under his jurisdiction."

It should be noted that despite the above statement, department directors under the administrator continued to have all the powers previously delegated to them for the operation of their respective departments.

Creation of this agency superimposed another layer of administration over the functions of 2 departments. However, reflecting on the past 5 year operations of this office we cannot verify any significant specific benefits that have accrued to the departments supervised.

In the initial plan the operations of this office was to be financed through savings attributable to the function. However, information submitted to substantiate this savings was so nebulous that the effort to identify savings was discontinued in the second year of operation.

*We recommend that legislation be enacted to abolish the office of Youth and Adult Corrections Agency Administrator and delete the appropriation of \$82,865 requested for 1967-68.*

**DEPARTMENT OF CORRECTIONS****GENERAL PROGRAM STATEMENT**

The Department of Corrections as presently constituted represents the development of a state correctional system that was reorganized by the Legislature in 1944. In 1961 legislative action created the Youth and Adult Corrections Agency and the office of Agency Administrator.

The primary functions of the department are the care and custody of felons for the protection of society and treatment of inmates to insure future protection to the public from subsequent antisocial activity of inmates when they are released on parole or discharged on termination of sentence.

The responsibility for the overall operation of the department is vested in the Director of Corrections. The central office for Departmental Administration and the Division of Parole and Community Services is located in Sacramento.

Ten felon institutions, 3 conservation centers and 40 related conservation camps and 1 nonfelon narcotic rehabilitation center are presently operated by the agency at various locations throughout the state. In conjunction with institutional operation, the following boards were created as the sentencing and paroling authority for all adult felon cases committed to the agency, the Adult Authority of 9 members and 11 hearing representatives and the Women's Board of Terms and Parole consisting of 5 members.

## General Program

## Corrections

### Department of Corrections—Continued

The Narcotic Addict Evaluation Authority of four members adjudges all nonfelon addict cases for release to outpatient status and recommendation for discharge to the courts.

The Board of Corrections was created as an advisory group, chaired by the Director of Corrections and having as members representatives from the Department of the Youth Authority, Adult Authority, Youth Authority Board, Women's Board of Terms and Paroles and two appointees of the Governor.

The Correctional Industries Commission of seven members was created to give advice and guidance to the Director of Corrections regarding the operations of the industries program presently conducted by the agency in various institutions.

The total requested appropriation for support of this department in 1967-68 is \$76,605,480, a reduction of \$5,583,622 or 6.8 percent under the amount now estimated will be expended in the current year.

The following table reflects the net appropriation allocated for the major functions of the agency taking into consideration the adjustment effected by the administration to the requested appropriation.

	<i>Actual</i> 1965-66	<i>Estimated</i> 1966-67	<i>Proposed</i> 1967-68	<i>Change from</i> <i>prior year</i>
Departmental Administration and parole	\$10,106,268	\$11,702,954	\$10,423,705	\$-1,279,249
Institutions for Felons	58,162,963	63,975,673	60,057,985	-3,917,688
Narcotic Program Rehabilitation Center	5,627,475	6,510,475	6,123,790	-386,685
<b>Totals</b>	<b>\$73,896,706</b>	<b>\$82,189,102</b>	<b>\$76,605,480</b>	<b>\$5,583,622</b>

While the above table indicates an overall reduction in expenditures for the budget year, in a following section of this analysis we will point out that in prior years the agency by projecting increases in parole and institutional population that did not occur, received appropriations in excess of its needs.

The following table indicates the total and per capita expenditures for a 10-year period.

### Department of Corrections Consolidated Per Capita Costs

<i>Fiscal</i> <i>year</i>	<i>Average</i> <i>institutional</i> <i>population</i>	<i>Total</i> <i>expenditures</i> †	<i>Per capita</i> <i>cost</i>	<i>Increase over prior year</i>	
				<i>Amount</i>	<i>Percent</i>
1958-59	18,968	\$30,399,941	\$1,603	\$-28	-1.7
1959-60	19,496	33,164,369	1,701	98	6.1
1960-61	21,750	38,551,168	1,772	71	4.2
1961-62	23,696	43,735,913	1,846	74	4.2
1962-63	24,157	50,380,908	2,085	239	12.9
1963-64	26,177	56,886,519	2,173	88	4.2
1964-65	26,618	61,585,086	2,313	140	6.4
1965-66	26,348	66,907,320	2,539	226	9.8
1966-67 *	27,313	74,252,839	2,718	179	7.0
1967-68 †	28,140	69,290,681	2,462	-256	-9.4

\* Estimated as shown in 1967-68 budget.

† Budget request.

‡ Excludes Division of Parole and Community Services expenditure.

**Department of Corrections—Continued**

The indicated reduction in per capita cost in the above table represents a substantial change in the trend as projected for the past 10 years. However, when the 1966-67 budget was presented it was indicated, based on population estimates submitted in the budget, that per capita cost would be reduced \$49. The revised estimate now submitted by the agency reflects that per capita cost for the current year will increase \$179 over the prior year.

**DEPARTMENT OF CORRECTIONS**

**ITEM 63 of the Budget Bill**

Budget page 123

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

Amount requested in Budget Bill.....		\$10,423,705
Budget request before identified adjustments.....	\$11,095,131	
Increase to recognize full workload change.....	486,763	
	<hr/>	
Budget as adjusted for workload change.....	\$11,581,894	
Adjustment—undetailed reduction (10 percent).....	1,158,189	
<b>RECOMMENDED REDUCTION FROM WORKLOAD BUDGET----</b>		<b>\$1,046,000</b>
<b>BALANCE OF UNDETAILED REDUCTION—REVIEW PENDING</b>		<b>\$112,189</b>

**Summary of Recommended Reductions**

	<i>Amount</i>	<i>Page</i>	<i>Line</i>
Reduce appropriation to coincide with revised institutional population estimate .....	\$186,000	136	54
Delete 86 parole positions and related expense.....	860,000	126	25
<b>Policy Option</b>			
Abolish Women's Board of Terms and Paroles.....	110,938	127	68

Departmental Administration provides the overall administrative services and direction for the agency and includes the offices of the Adult Authority and the Women's Board of Terms and Paroles.

**ANALYSIS AND RECOMMENDATIONS**

The appropriation requested for the various functions totals \$10,423,705; however, this amount does not include three special items of expense totaling \$700,000 that are presented and discussed as separate items in this analysis; namely, transportation of prisoners, returning fugitives from justice and court costs and county charges.

It should be noted that \$70,000 of the 10-percent reduction of \$1,228,189 on Budget page 123, line 28, relates to these items of expense.

Total support requested for this item is \$1,279,249 or 10.9 percent under the amount now estimated to be expended in the current year.

The following table sets forth the change in per capita cost for administration for a 10-year period.

## Department of Corrections—Continued

## Per Capita Costs for Administration

Fiscal year	Total average daily population	Total administration costs	Per capita cost	Increase over prior year per capita cost	
				Amount	Percent
1957-58	17,012	\$612,669	\$36.01	\$4.61	14.7
1958-59	18,964	639,966	33.75	-2.26	-6.3
1959-60	19,496	803,930	41.24	7.49	22.2
1960-61	21,750	1,011,502	46.51	5.27	12.8
1961-62	23,696	1,177,297	49.68	3.17	6.8
1962-63	24,157	1,312,821	54.35	4.67	9.4
1963-64	26,177	1,402,143	53.56	-0.79	-1.4
1964-65	26,618	1,677,697	63.02	9.46	17.7
1965-66	26,348	1,816,137	68.92	5.90	9.4
1966-67 *	27,313	2,220,837	81.31	12.39	18.0
1967-68 †	28,140	1,667,235	59.24	-22.07	-27.1

\* Estimated as shown in 1967-68 budget.

† Budget request.

While the appropriation includes the overall cost of the parole operation, for comparative purposes the expenditures and per capita cost for the parole function is set forth separately in the following table for a 10-year period.

## 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
1957-58	7,397	\$1,536,836	\$208	--	--
1958-59	7,370	1,528,165	207	\$-1	-0.4
1959-60	8,770	1,910,986	218	11	5.0
1960-61	9,130	2,547,427	279	61	27.9
1961-62	10,079	2,932,663	291	12	4.3
1962-63	11,644	3,578,904	307	16	5.5
1963-64	11,791	4,223,908	358	51	16.6
1964-65	12,968	5,661,312	436	78	21.8
1965-66	14,150	7,618,941	538	102	23.4
1966-67 *	14,243	8,675,967	609	71	13.2
1967-68 †	14,660	7,944,556	542	-67	-11.0

\* Estimated as shown in 1967-68 budget.

† Budget request.

Both of the above tables reflect a reduction in per capita cost for the budget year and represent a significant change in the trend for the period covered by the tables.

The following tables are also presented to show the level of service provided to the institutional population and to parolees.

## Total Institutional Level of Service—Employee Hours Available per Inmate \*

Fiscal year	Total employees	Population	Level of service	Increase over prior years	
				Amount	Percent
1959-60	3,643	20,040	332	--	--
1963-64	5,504	26,420	380	48	14.4%
1965-66	5,734	26,383	396	16	4.2
1966-67 †	5,958	27,405	396	--	--

\* Excludes Parole and Community Services.

† Estimated as shown in 1967-68 budget.

Department of Corrections—Continued

The foregoing table indicates that compared to 1959-60 every inmate is receiving 64 additional hours of employee time in the current year, an increase of 19.3 percent. This is predicated on an employee's net working hours available, deducting vacation, holiday and sick leave allowances.

Since the employee adjustments are not available at this time we will provide the level of service for 1967-68 when the specific employee totals are resolved by the agency.

The following table indicates the level of service provided in the parole operation since 1959-60.

Parole and Community Services

Level of service—employee hour available per parolee

Fiscal year	Total employees	Average number parolees supervised	Level of service	Increase over prior years	
				Amount	Percent
1959-60	225	7,250	57	--	--
1963-64	492	14,349	62	5	8.8
1965-66	651	14,150	85	23	37.1
1966-67 †	711	14,243	91	6	7.0

† Estimated as shown in 1967-68 budget.

As indicated by the above table each parolee on an average receives an additional 34 hours of employee service, which is a 59.6 percent increase in the level of employee time in 1966-67 over the 1959-60 average.

It should be pointed out that a portion of the increase in the level of service can also be attributed to a reduced caseload experimental program that is being terminated in the current year. However, when the agency presents the employee information for 1967-68 we will then supplement the foregoing information with the estimated level of service that will be provided in the 1967-68 fiscal year.

In prior year's analyses we have pointed out the disparity between the population estimate prepared by the agency when the budget is submitted to the Legislature and the actual population for the year as finally reported.

The following table indicates the differences between estimated and actual institutional populations since 1961-62.

Average Daily Population

Fiscal year	Original estimate	Reestimate	Actual	Change from Budget estimate	Percent
1961-62	22,100	24,491	23,696	1,596	7.2
1962-63	26,515	24,355	24,157	-2,358	-8.9
1963-64	26,420	26,035	26,420	--	--
1964-65	27,530	26,470	26,618	-912	-3.3
1965-66	27,685	26,580	26,348	-1,337	-4.8
1966-67 *	28,565	27,313	--	-1,252	-4.4
1967-68 †	28,140	--	--	--	--

\* Estimated as shown in 1967-68 budget.

† Budget request.

It is apparent in reviewing the above table that the agency has attempted to rectify the prior years overestimates of population, as evidenced by the revised estimate for 1966-67 being reduced by 1,252

## Department of Corrections—Continued

inmates less than the 28,565 institutional population estimate for which a budget appropriation was approved by the 1966 Legislature.

However, it should be pointed out that many of the positions recommended for approval were predicated on staffing formulas related to population; therefore, the positions were not established. The number of positions being deleted in the current and budget year budget reflect the excessive appropriations approved by the Legislature due to this factor.

Notwithstanding the revisions in the agency's population estimates for the current year and its estimate for the budget year, on the basis of the past five years' experience we conclude that an average daily population of 27,840 inmates for 1967-68 would be more realistic than the 28,140 estimate of the agency.

Adjusting for past year price increases the agency now estimates the annual cost of maintaining one inmate including pro rata charge for all services provided will be \$620.

*Predicated on an estimated reduction of 300 inmates in the A.D.P. we recommend a reduction of \$186,000 in the requested workload budget.*

## Parole and Community Services Division

This division has the responsibility for the supervision of all adult felon and nonfelon cases paroled from the state correctional institutions. In conjunction with the parole function the division operates two psychiatric out-patient clinics in San Francisco and Los Angeles and four community correctional centers. The Legislature authorized the halfway house program on an experimental basis for narcotic addicts and other selected cases that in the agency's judgment would benefit by their participation in this new treatment concept. Certain of these centers have been in operation long enough for the agency to now provide the Legislature with a report on the performance of the parolees that have participated in this program. It is our understanding a report will be submitted to the Legislature in the near future.

The agency is requesting an appropriation of \$7,944,556 for this program in 1967-68, a decrease of \$731,411 or 8.4 percent under the amount now estimated to be expended in the current year.

In this division 40 positions included in the current year's budget are being deleted because the agency overestimated the caseload increase for 1966-67.

*Adjustment to recognize full workload change ----- \$486,763*

This amount was added to the appropriation to provide for workload, predicated on projected increases in the felon and nonfelon parole caseloads and for operating expense price adjustments and equipment related to the new parole positions.

The parole agent and clerical positions included in the workload for the parole division are to meet projected caseload increases in 1967-68 and are based on currently approved staffing formulas.

We are also in accord with the related price and equipment adjustment expenditures included in this item.

Department of Corrections—Continued

At this time the type of parolees included in the 3,125 cases indicated on budget page 125, lines 46 and 49 as work unit cases are not classified.

Inasmuch as the work unit parole positions terminate June 30, 1967 and are not requested in the 1967-68 budget, we will defer consideration of this segment of the total caseload until the agency can provide definitive information on the type of cases and the reason for assignment to this special classification.

The nonfelon addict out-patient caseload is also included in this budget on a staffing ratio of 25 parolees to one agent.

In the past 22 years this state with legislative approval built modern facilities and implemented every aspect of its correctional program that gave promise it would improve the treatment, training and the ultimate rehabilitation of felons committed to the department.

California is unequalled in the comprehensive training, treatment and parole supervision provided to felons. Approximately 98 percent of felons are released to again attempt to live in a free society.

Measurements of parole performance have been refined from year to year. The following report reflects the parole performance of male felons for a six-year period.

Male Felon Parolees Returned to Prison  
(Cumulative Percentage)

	1960	1961	1962	1963	1964	1965
Total number paroled	4,871	5,689	7,457	5,821	7,216	8,163
Parolees returned WITHOUT new commitment:						
Within year of parole	5.7%	4.9%	7.0%	9.0%	7.9%	9.5%
First year after parole	19.2	18.3	22.2	26.2	24.2	
Second year after parole	24.6	26.1	29.5	32.8		
Parolees returned WITH new commitment:						
Within year of parole	4.9	3.8	5.0	3.4	2.8	3.5
First year after parole	14.3	13.0	14.0	10.4	9.8	
Second year after parole	18.0	16.7	17.2	13.3		
Total returned to prison:						
Within year of parole	10.6	8.7	12.0	12.4	10.7	13.0
First year after parole	33.5	31.3	36.2	36.6	34.0	
Second year after parole	42.6	42.8	46.7	46.1		

Male Felon Parolees on Inactive Parole Status\*  
As of December 31, 1964 and December 31, 1965

Within year of parole		7.9	9.4
First year after parole		8.3	9.2

\* Parole cases in local detention, whereabouts unknown or suspended status.

Source: Department of Corrections, Statistical Section.

The foregoing table sets forth the annual release cohort and based on an average parole period of 30 months shows the percentage of parolees that were returned to prison for a technical violation or because they had committed another felony. In 1960, for instance, the agency released 4,871 on parole and after two years, 2,075 or 42.6 percent of this group had their paroles revoked and returned to prison. Of the 5,821 released to parole in 1963, two years later 2,683 or 46.1 percent had been revoked and returned to prison. Of the 1965 releases 13 percent



**Department of Corrections—Continued**

were returned to the institutions the year they were paroled compared to 10.7 percent in 1964.

It is apparent that while improvement may be achieved with certain selected groups of felons in the overall, the trend toward a higher rate of recidivism continues.

In various studies of narcotic addict parolees, caseload size was varied from 15 to 1 to 45 to 1 to determine if the overall performance varied to any significant degree by more intensive supervision. All experimental groups participated in naline testing, surprise tests and related evaluations to ascertain any subsequent opiate usage.

On the basis of evaluations in the report submitted by the agency, no significant differences were found in the performance of parolees between the 15-man and the 45-man caseload. However, the agency did not continue 45-man caseloads but did establish, with legislative approval, a 25-to-1 ratio. Considering the proven efficiency of continued naline testing as a control device on narcotic addict parolees, we recommend a revised staffing ratio of 45 to 1 for the narcotic addict felon and nonfelon caseload. Furthermore, as evidenced by the parole performance reflected in the foregoing table, parole supervision presently approved has produced no appreciable effect on recidivism, therefore, we recommend revision of the current conventional parole staffing ratio from 53 to 1 to 60 to 1.

*To effectuate the revision in parole agent staffing ratios we recommend deletion of 86 parole agent positions reducing salaries and wages in the amount of \$860,000.*

**POLICY OPTION**

The overall operations of the parole division for male and female parolees is a responsibility of the Department of Corrections. However, authority for term setting and release to, or revocation of, parole for male and female cases is vested in two boards, Adult Authority for males and the Women's Board of Terms and Paroles for female felons.

In a prior year's analysis we reported that integration of male and female parole functions had been accomplished by the agency and recommended that the Legislature abolish the Board of Trustees, now identified by legislation enacted in 1966 as the Women's Board of Terms and Paroles.

Acceptance of this recommendation by the Legislature would eliminate operational problems created in dealing with policy discussions of the two boards.

The Special Study Commission on Correctional Facilities and Services has also made this recommendation and states in its report the basis for submitting this recommendation:

“In planning for the long-term development of the correctional system, it appears to be inefficient and unnecessary to continue the present separation of the Adult Authority and the Board of Trustees (Women's Board of Terms and Parole). It is frequently asserted that a proper concern for the special problems of women inmates and parolees requires a separate women's agency. On logical grounds this

**Department of Corrections—Continued**

point has little merit. Much more important than male-female classification is the unity of the entire diagnostic, treatment, and supervision process in which clinical and social factors are the dominant considerations. On practical grounds, it is clearly apparent that all other correctional organizations in California make no such distinction."

*We recommend that legislation be enacted abolishing the Women's Board of Terms and Paroles and consolidating the functions in the Adult Authority. Further, we recommend that \$110,938, the amount requested to operate this board, be deleted from the 1967-68 budget.*

**Department of Corrections**

**TRANSPORTATION OF PRISONERS AND PAROLE VIOLATORS**

**ITEM 64 of the Budget Bill** Budget page 128

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

Amount requested in Budget Bill	-----	\$112,500
Budget request before identified adjustments	-----	\$125,000
Increase to recognize full workload change	-----	None
Budget as adjusted for workload change		\$125,000
Adjustment—undetailed reduction (10 percent)	-----	12,500

**RECOMMENDED REDUCTION FROM WORKLOAD BUDGET** None

**BALANCE OF UNDETAILED REDUCTION—REVIEW PENDING** \$12,500

**ANALYSIS AND RECOMMENDATIONS**

This appropriation is to provide reimbursement to the counties and the Department of Corrections for expenses incurred in conveying persons to and from state prisons including out-of-state travel to return parole violators and other persons to the state under provisions of the Western Interstate Corrections Compact.

The Board of Control approved fee schedule has established fixed maximums for this service.

In 1965-66, the state expended \$102,957 to defray the cost of this function.

**Department of Corrections**

**RETURNING FUGITIVES FROM JUSTICE**

**ITEM 65 of the Budget Bill** Budget page 128

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

Amount requested in Budget Bill	-----	\$315,000
Budget request before identified adjustments	-----	\$350,000
Increase to recognize full workload change	-----	None
Budget as adjusted for workload change		\$350,000
Adjustment—undetailed reduction (10 percent)	-----	35,000

**RECOMMENDED REDUCTION FROM WORKLOAD BUDGET** None

**BALANCE OF UNDETAILED REDUCTION—REVIEW PENDING** \$35,000

Returning Fugitives From Justice—Continued  
**ANALYSIS AND RECOMMENDATIONS**

This appropriation will provide funds to reimburse counties for expenses incurred in returning out-of-state fugitives from justice within this state.

The counties must return these fugitives for arraignment or trial.

In 1965-66, the sum of \$321,773 was expended to reimburse counties for performing this function.

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

ITEM 66 of the Budget Bill Budget page 128  
**FOR SUPPORT OF COURT COSTS AND COUNTY CHARGES FROM, THE GENERAL FUND**

Amount requested in Budget Bill		\$202,500
Budget request before identified adjustments	\$225,000	
Increase to recognize full workload change	None	
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Budget as adjusted for workload change	\$225,000	
Adjustment—undetailed reduction (10 percent)	22,500	
<b>RECOMMENDED REDUCTION FROM WORKLOAD BUDGET</b>		None
<b>BALANCE OF UNDETAILED REDUCTION—REVIEW PENDING</b>		\$22,500

**ANALYSIS AND RECOMMENDATIONS**

This appropriation will provide reimbursement to counties for the court costs of trials of inmates for crimes committed within a state institution.

It also provides reimbursement for costs involved in hearings on writs of habeas corpus by or on behalf of prisoners in state facilities and coroner's expenses involved in examining deaths of inmates.

Presently there is no time limitation on payment of county claims and we are informed that several claims were paid by the Controller in the current year on county costs incurred during fiscal year 1964-65.

*We recommend that a time certain be established for the filing and payment of these claims.*

**Department of Corrections**  
**INSTITUTIONS FOR FELONS**

ITEM 67 of the Budget Bill Budget page 132  
**FOR SUPPORT OF INSTITUTIONS FOR FELONS FROM THE GENERAL FUND**

Amount requested in Budget Bill		\$60,057,742
Budget request before identified adjustments	\$66,119,067	
Increase to recognize full workload change	611,757	
<hr/>		
Budget as adjusted for workload change	\$66,730,824	
Adjustment—undetailed reduction (10 percent)	6,061,325	
<b>RECOMMENDED REDUCTION FROM WORKLOAD BUDGET</b>		\$102,200
<b>BALANCE OF UNDETAILED REDUCTION—REVIEW PENDING</b>		\$5,949,125

Institutions for Felons—Continued

Summary of Recommended Reductions

	Budget		
	Amount	Page	Line
Reclassify 165 C.P.S. positions .....	\$102,200	135	67

GENERAL PROGRAM STATEMENT

The department operates 13 felon institutions in various locations throughout the state. Included in this correctional system are three conservation centers and 40 forestry camps that in the budget year will contain approximately 5,495 felons assigned to this expanding program.

In June 1967, a 640-bed medium security addition is scheduled to open at the California Correctional Institution near Tehachapi. A North Coast Branch Conservation Center and two additional 80-bed forestry camps will also be opened during the current year.

ANALYSIS AND RECOMMENDATIONS

The total amount requested to operate these facilities in 1967-68 is \$60,057,742, a decrease of \$3,917,931 or 6.1 percent under the amount now estimated to be expended in 1966-67.

The following table reflects the per capita costs.

Per Capita Costs—Felon Institutions

Fiscal year	Average daily population	Per capita cost	Increase over prior year	
			Amount	Percent
1965-66 .....	24,258	\$2,398	—	—
1966-67* .....	25,097	2,549	\$151	6.3
1967-68† .....	25,855	2,323	-226	-8.9

\* Estimated as shown in 1967-68 budget.

† Budget request.

It is apparent from the foregoing table that the adjustments effected in the 1967-68 budget results in a reduction of 8.9 percent in per capita cost under the prior year.

The department's emphasis on implementing the treatment aspects of the institutional program has regularly been approved by the Legislature.

The following table sets forth the various institutional activities and the number of positions and expenditures related to each function.

## INSTITUTIONAL PROGRAMS

### Comparative Factors—Positions and Expenditure

Program	1965-66 Actual		1966-67 Estimated		1967-68 Proposed *	
	Positions	Expenditure	Positions	Expenditure	Positions	Expenditure
Custody and control	2,781	\$21,420,068	2,867	\$23,281,031	2,898	\$24,443,527
Adjustment centers	29	293,193	24	238,495	24	240,705
Condemned row	16	109,945	29	218,695	29	227,645
Feeding	144	7,998,804	157	8,884,033	157	9,128,847
Housekeeping—laundry	38	1,247,312	39	1,372,033	39	1,399,183
Clothing	24	1,141,287	24	1,359,257	24	1,423,486
Medical	285	3,485,703	290	3,844,002	299	3,988,219
Dental	53	1,034,223	57	1,184,581	59	1,233,994
Psychiatric services	58	756,582	68	977,934	70	1,046,162
Casework counseling	368	2,707,488	347	2,866,421	362	3,001,284
Group counseling	81	755,070	83	852,466	83	869,657
Vocational education	154	2,287,543	165	2,589,287	171	2,746,207
Academic education	173	1,975,832	183	2,234,437	184	2,323,819
Library services	12	144,657	13	166,318	13	168,605
Religion (chaplains)	33	374,853	35	416,698	35	427,885
Physical education—recreation	20	279,157	22	311,232	22	321,152
Conservation Centers—camps	912	11,353,054	920	13,150,423	1,010	13,485,748
Correctional Industries (Revolving Fund)	267	10,057,464	282	10,941,884	284	11,318,394
Inmate Welfare Fund (self-supporting)	44	2,631,768	48	2,717,852	48	2,748,057
Research—statistics	48	406,927	54	608,737	49	649,660

\* Subject to subsequent revision by agency.

**Institutions for Felons—Continued**

In conjunction with many of the institutional activities set forth in the table, a necessary supplement is the inmate worker assigned to the various functions.

It is essential that inmates participate not only to maintain the day to day operations of the facility but more important, to provide meaningful work outlets for the felon population.

The following table gives the total inmate manpower assigned to the various activities conducted within the institutions in December 1966.

Culinary	2,275
Maintenance	2,466
Procurement	1,268
Accounting	67
Vocational Shops (8 types)	992
Medical (clerks, attendants, technicians)	554
Dental	118
Housekeeping	1,384
Misc. work assignments	667
Correctional industries	3,186
<b>Total</b>	<b>12,977</b>

In addition to the foregoing job assignments, the agency reports approximately 8,370 inmates are enrolled in academic courses during the current year and of this number 940 or 55 percent of all illiterate felons are enrolled and hopefully will be taught to read and write before they are released.

The agency is presently preparing a report on male felons paroled in October 1966 which will be submitted to the Legislature in the near future and will provide information on the number of hours of academic education, vocational training or correctional industry training the inmates received before they were released to parole.

Another major aspect of the treatment program is the small group counseling sessions which are conducted weekly and in some facilities more frequently when they can be arranged. In the current year in addition to the professional counselors, approximately 1,100 employees in the various facilities will be meeting with 15,000 inmates in small group counseling sessions. The impact of this particular activity on inmates is difficult to evaluate. However, we believe it has provided an excellent safety valve and outlet for inmates to express their feelings, and the exchange of viewpoints between staff and inmates undoubtedly has benefited many inmates.

**Psychiatric Service**

In the budget year the agency proposes to expend \$1,046,162 for this service. One area of concern is the inability of the agency to recruit psychiatrists to fill positions authorized by the Legislature. Under the law certain inmates must receive a psychiatric evaluation before the Adult Authority can consider the case for parole. In addition, the board may request that an inmate receive a psychiatric evaluation be-

**Institutions for Felons—Continued**

fore it reviews the case. The agency has been required to recruit by contracting for the services of psychiatrists in private practice and psychiatrists employed by other state agencies to provide the service.

In 1966-67 the agency will pay from \$650 to \$7,500 to certain psychiatrists employed by another state department to complete psychiatric evaluations on inmates in felon institutions. We think it is poor public policy to employ state employees to regularly work in other state employment and recommended that the department make every effort to supervise and in time correct this situation.

**Conservation Centers**

This program was authorized by the Legislature in 1959 to provide for maximum utilization of inmate manpower under minimum custody conditions to accomplish needed conservation work and firefighting protection throughout the state.

The centers that would receive and train the inmates for work in the forestry camps were scheduled for construction and opened on a staggered basis as follows:

<i>Locations</i>	<i>Capacity</i>	<i>Date opened</i>
Calif. Conservation Center—Susanville -----	1,200	February 1963
Southern Conservation Center—Chino -----	640	July 1963
Sierra Conservation Center—Jamestown -----	1,200	July 1965

In 1962 the agency conceived a new concept of position to integrate the custodial and counseling functions for each 16 men units in the conservation center with a position titled Correctional Program Supervisor, and requested the 1962 Legislature to approve this new type of position in staffing the new California Conservation Center at Susanville.

When the Legislature approved this new position concept it was predicated on the department's hypothesis that this would result in a more effective rehabilitation program through:

(1) Better institutional performance, as measured by number, frequency and severity of incident reports on a per capita basis compared to other correctional facilities.

(2) Better parole performance as measured by revocations and suspensions, the rate of commission of new offenses by parolees, and discharges processed by the Conservation Center compared on a per capita basis with similar data on other inmates processed through other departmental facilities.

(3) Increased length of time in a satisfactory adjustment status after discharge or release on parole, compared on a per capita basis with the same factor for other inmates processed through the other correctional facilities.

To comply with legislative recommendations the department has submitted the following data on institutional incidents at the California Conservation Center at Susanville.

Institutions for Felons—Continued

Number of Reported Institutional Incidents  
(May through September)

	<i>No. incidents</i>	<i>Rate per 100 Average daily population</i>
1964 -----	209	5.09
1965 -----	252	6.83
1966 -----	234	6.41

It is recognized that this center encountered many personnel and training problems during the transitional period of the operation. However, the institutional incidents reported for the last two years reflect no appreciable difference in inmate performance.

The parole performance of inmate participants in this program is the other area in which any progress in rehabilitation should be reflected and the following table provides the initial report on conservation centers and their camps:

MALE FELONS RETURNED EACH YEAR AFTER PAROLE FROM  
CONSERVATION CENTERS

(Cumulative Percentage)

	<i>Year of parole</i>		
	<i>1963</i>	<i>1964</i>	<i>1965</i>
Total number paroled-----	221	1,065	1,517 *
Parolees returned WITHOUT new commitment			
Year of parole -----	4.1%	7.1%	8.8%
1st year after parole -----	22.2	22.5	
2nd year after parole -----	29.9		
Parolees returned WITH new commitment			
Year of parole -----	0.9	3.3	4.9
1st year after parole -----	9.5	11.5	
2nd year after parole -----	14.0		
Total returned to prison			
Year of parole -----	5.0	10.4	13.7
1st year after parole -----	31.7	34.0	
2nd year after parole -----	43.9		

\* Includes 15 parolees from Sierra Conservation Center, none of whom were returned as of December 31, 1965.

Excluding the initial small group paroled in 1963 the parole performance reflected in the above table for 1964 shows no difference and is identical to the percentage of the total revocations reported for all institutions.

In fact the 1965 cohort of 1,517 felons released to parole in the foregoing table reflect that 13.7 percent were revoked and returned to prison as compared to 13 percent for all institutions.

When this program was initially proposed in 1962 we recommended that it be considered as a controlled experiment, and that the CPS series of positions be restricted to one conservation center. The 1962 Legislature accepted this recommendation; however, subsequent Legislatures approved the new class of positions for the Sierra and Southern Conservation Centers thereby nullifying any opportunity of providing the Legislature with a definitive evaluation of the results achieved by the facility with the CPS positions compared with others staffed on a conventional basis with correctional officers.



## Institutions for Felons—Continued

On the basis of the information submitted by the agency and with due consideration for the monumental task accomplished by the agency in the past several years consolidating all camp operations under the jurisdiction of the three conservation centers we make the following recommendations:

*We recommend that the Correctional Program Supervisor series of positions be restricted to one of the three Conservation Centers and that the camps of the center selected to continue the CPS positions be staffed accordingly to provide the complete service to all inmates. Further, the agency should annually submit a comparative evaluation of the results achieved to the Legislature.*

Acceptance of the foregoing recommendation would result in reclassifying 165 CPS series positions, reducing salaries and wages in the amount of \$102,200.

The 43.6 positions requested are related to workload increases and include 20 new positions that were deferred in the 1966-67 budget pending the opening of the new unit at Tehachapi.

*We recommend approval of the positions requested.*

*Increase to recognize full workload change----- \$611,757*

This amount was added to the appropriation to provide for projected workload increases in the reception guidance centers and increased institutional population. In addition, funds for equipment related to new positions and operating expense price adjustments was also included in the item.

We have reviewed all positions and they are in accord with currently authorized staffing formulas. The other price adjustments for equipment and operating expense appear to be in order as presented. However, we are not in accord with the amount of \$68,254 allocated to provide for positions to initiate the civil addict program and house an estimated 240 civil addict commitments at the Men's Colony-East Facility in San Luis Obispo.

This is a policy question that should be resolved by the Legislature. In the 1967-68 budget the agency proposes to expand the civil narcotic addict program whereby an estimated 240 of these cases would be commingled with felon cases housed at the California Men's Colony-East in San Luis Obispo. This facility consists of 600 men quads of single locked cells for medium custody felons. Based on current construction prices the estimated cost per bed would be \$18,000 to build a comparable facility today whereas civil narcotic addicts are presently housed in 60-bed dormitories at the Rehabilitation Center at an estimated construction cost per bed of \$4,000. Therefore, under the agency proposal despite the continuing need for medium custody cell facilities for felons, the civil addicts cases would be housed in single locked door cells that would cost an estimated \$3,360,000 to duplicate when they appear to be presently housed satisfactorily in facilities that would cost an estimated \$960,000 to construct today.

**Institutions for Felons—Continued**

*We recommend that the department cancel the proposed plan and consider the feasibility of providing additional dormitories at the California Rehabilitation Center or develop some alternative plan at a more reasonable cost to house the civil addict population.*

Equipment expenses appear to be in line as budgeted. The original request totaled approximately \$481,897. This amount was subsequently reduced \$44,099 or 9.1 percent.

**Department of Corrections  
NONFELON NARCOTIC PROGRAM**

ITEM 68 of the Budget Bill

Budget page 138

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

Amount requested in Budget Bill		\$6,123,790
Budget request before identified adjustments	\$6,736,472	
Increase to recognize full workload change	67,739	
	<hr/>	
Budget as adjusted for workload change	\$6,804,211	
Adjustment—undetailed reduction (10 percent)	612,682	

**RECOMMENDED REDUCTION FROM WORKLOAD BUDGET** \_\_\_\_\_ None

**BALANCE OF UNDETAILED REDUCTION—REVIEW PENDING** \$612,682

**GENERAL PROGRAM STATEMENT**

In 1961 legislation enacted to establish the civil narcotic addict program also authorized the agency to develop a facility and treatment plan for nonfelon male and female narcotic addicts.

Division 3, Section 3000 of the Welfare and Institutions Code sets forth the authority and legal procedure for the courts to commit a nonfelon addict to the agency and also includes provision for voluntary commitments.

In January 1963, the former naval hospital at Corona, after extensive remodeling, opened as the rehabilitation center for these cases with a planned capacity for 1,900 male and 400 female inmates.

**ANALYSIS AND RECOMMENDATIONS**

The proposed expenditure for 1967-68 totals \$6,123,790, a decrease of \$386,685 or 5.9 percent under the amount now estimated to be expended in the current year. The following table shows the change in the per capita cost since this facility opened in 1963.

<i>Fiscal year</i>	<i>Institution population</i>	<b>Per Capita Costs</b>		<i>Increase over prior year</i>	
		<i>Per capita cost</i>	<i>Amount</i>	<i>Percent</i>	
1962-63	276	\$5,875			
1963-64	1,280	3,662	\$-2,213	-37.6	
1964-65	1,844	3,141	-521	-14.2	
1965-66	2,184	2,577	-564	-17.9	
1966-67 *	2,155	3,021	444	17.2	
1967-68 †	2,315	2,645	-376	-12.4	

\* Estimated as shown in 1967-68 budget.

† Budget request.

## Nonfelon Narcotic Program—Continued

The reduction in per capita cost reflected in the foregoing table can be attributed in part to the increased population projected for this facility in 1967-68, but is primarily due to the undetailed 10-percent reduction.

*Increase to recognize full workload change* ----- \$67,739

The agency is projecting an increase in daily population of 160 inmates at this facility in 1967-68. We are in accord with the amount included in this item for positions, equipment and operating expense price adjustment.

The 5.6 custodial positions requested by the agency will provide the required custody coverage for the additional 100-bed women's unit that will be opened at this facility in 1967-68.

*We recommend approval of the positions requested.*

In a prior year's analysis, we reported that the agency had transferred the Narcotic Treatment Control Unit consisting of approximately 120 felon narcotic addict cases to this facility.

In the current year, to relieve the population pressure of civil addict commitments, we were informed the agency is now transferring this unit back to the California Institution for Men, the facility that originally handled this experimental program.

It is our understanding the agency will submit a report to the Legislature in the near future on the subsequent performance of narcotic addict parolees exposed to this treatment concept.

The present program at this facility provides that when a patient is released to out-patient status he is subject to immediate return to the facility if he again begins using drugs or if the parole agent handling the case recommends return.

Tables on the next 2 pages show the performance of male and female cases by cohort year of release.

**Male Civil Narcotic Addicts Released to Outpatient Status**  
(by cohort year of release)

<i>Status</i>	<i>Year of release to outpatient status</i>							
	<i>1962</i>		<i>1963</i>		<i>1964</i>		<i>1965</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Number released to outpatient status -----	53	100.0	618	100.0	677	100.0	1,342	100.0
<i>Status as of June 30, 1966:</i>								
Active outpatient status -----	1	1.9	71	11.5	155	22.9	510	38.0
Inactive outpatient status * -----	1	1.9	15	2.4	26	3.8	149	11.1
Returned to CRC -----	42	79.2	427	69.1	459	67.8	640	47.7
Death -----	2	3.8	9	1.5	3	0.4	6	0.4
<i>Total Discharges from civil commitment</i> -----	7	13.2	96	15.5	34	5.1	37	2.8
(a) Returned to court for discharge -----	4	7.5	34	5.5	--	--	--	--
(b) Discharge by the department -----	1	1.9	7	1.1	2	0.3	1	0.1
(c) Writ (habeas corpus) -----	1	1.9	39	6.3	12	1.8	10	0.8
(d) Other court order discharge -----	1	1.9	16	2.6	20	3.0	26	1.9

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

**Female Civil Narcotic Addicts Released to Outpatient Status**  
(by cohort year of release)

<i>Status</i>	<i>Year of release to outpatient status</i>							
	<i>1962</i>		<i>1963</i>		<i>1964</i>		<i>1965</i>	
	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
Number released to outpatient status -----	58	100.0	181	100.0	181	100.0	235	100.0
<i>Status as of June 30, 1966:</i>								
Active outpatient status -----	1	1.7	18	9.9	49	27.0	84	35.7
Inactive outpatient status * -----	1	1.7	9	5.0	15	8.3	30	12.8
Returned to CRC -----	36	62.1	102	56.4	103	56.9	111	47.2
Deaths -----	1	1.7	3	1.6	2	1.1	--	--
<i>Total Discharges from civil commitment</i> -----	19	32.8	49	27.1	12	6.7	10	4.3
(a) Returned to court for discharge -----	10	17.3	11	6.1	--	--	--	--
(b) Discharge by the department -----	--	--	3	1.7	--	--	--	--
(c) Writ (habeas corpus) -----	9	15.5	34	18.8	9	5.0	8	3.4
(d) Other court order discharge -----	--	--	1	0.5	3	1.7	2	0.9

Nonfelon Narcotic Program—Continued

These tables provide the first comprehensive data developed by the agency on outpatient performance in accordance with present law. If the patient remains drug-free long enough (36 months) the Narcotic Addict Evaluation Committee then can recommend him to the court for discharge. For example, of the 53 male cases released to O.P.S. (outpatient status) in 1962 (items a and b on the table represent successful cases) five cases or 9.4 percent were discharged. In 1963, of 618 male cases released to O.P.S., 41 or 6.6 percent were discharged as successful cases. The female cases reflect a slightly higher percentage of successful drug arrestment. For example, in 1962 10 cases or 17.3 percent were discharged and in 1963 14 cases or 7.8 percent of the 181 cases released to O.P.S. were discharged.

The foregoing results are encouraging and we recommend that the department continue to provide the O.P.S. data to the Legislature annually.

We have previously stated that O.P.S. cases are immediately returned to the rehabilitation center when drug usage is detected.

The following table presents the composition of the total institutional population in November 1966.

Composition of Institutional Population  
November 15, 1966

	Male	Percent	Female	Percent
Population .....	1,679	100.0	275	100.0
1 return from O.P.S. * .....	452	26.9	76	27.6
2 returns from O.P.S. ....	147	8.7	25	9.0
3 or more returns from O.P.S. ....	22	1.3	13	4.7
<b>Total .....</b>	<b>621</b>	<b>36.9</b>	<b>114</b>	<b>41.3</b>

\* Outpatient status.

This is the initial report on the number of cases that are returned to the facility repeatedly for further treatment. However, we were informed that this was anticipated by the professional practitioner when this program was initiated.

*We recommend that this report be annually submitted to the Legislature in order that it may be informed on the degree of compaction that occurs in the institutional caseload from year to year.*

DEPARTMENT OF THE YOUTH AUTHORITY

ITEM 69 of the Budget Bill

Budget page 142

FOR SUPPORT OF THE YOUTH AUTHORITY  
FROM THE GENERAL FUND

Amount requested in Budget Bill .....		\$37,786,292
Budget request before identified adjustments .....	\$40,590,486	
Increase to recognize full workload change .....	1,394,282	
<b>Budget as adjusted for workload change .....</b>	<b>\$41,984,768</b>	
Adjustment—undetailed reduction (10 percent) .....	4,198,476	
<b>RECOMMENDED REDUCTION FROM WORKLOAD BUDGET .....</b>		<b>\$2,814,228</b>
<b>BALANCE OF UNDETAILED REDUCTION—REVIEW PENDING</b>		<b>\$1,384,248</b>

**General Summary**

**Youth Authority**

**Department of the Youth Authority—Continued**

**Summary of Recommended Reductions**

	Amount	Budget	
		Page	Line
Reduce appropriation to coincide with revised institutional population estimate .....	\$1,200,000	142	43
Increase to recognize full workload change .....	434,158	142	47
Two youth authority members .....	41,000	151	68
One intermediate stenographer .....	5,050	151	69
Contractual services .....	19,500	153	55
Operating expenses, violence control demonstration units .....	60,000	153	55
Personal services, departmental administration .....	222,915	153	42
Personal services, institutions .....	831,605	156	79

**Policy Options**

Ward shift from Corrections to Youth Authority .....	600,000	142	43
Increase pupil-teacher ratios .....	680,000	156	79

**GENERAL PROGRAM STATEMENT**

The Department of the Youth Authority was established in 1941 for the protection of society and the rehabilitation of the wards committed thereto. These two major responsibilities of the department are set forth in Section 1700, Article I, Chapter 1, Division 2.5 of the Welfare and Institutions Code.

In endeavoring to carry out the duties of public protection and ward rehabilitation and/or correction, the agency currently operates a widespread institution and parole program. The two separate but related programs will be further described in following sections of this analysis.

**ANALYSIS AND RECOMMENDATIONS**

The total net amount requested in the Budget Bill for this department in 1967-68 is \$37,786,292. This represents a decrease of \$803,389 or 1.9 percent below the estimated 1966-67 total expenditures of \$38,501,571 and \$5,903,874 or 18.5 percent above the actual expenditure of \$31,882,418 for fiscal year 1965-66.

The substantial increase in expenditures in 1967-68 over 1965-66 is primarily due to the difference between positions authorized for 1967-68 and the number utilized in 1965-66, a difference of 717.5 positions. A major part of the position difference represents 384.4 positions for opening new facilities at the Northern California Youth Center since 1965-66. Another major factor is the \$1,786,288 in salary increases authorized in 1966-67 and carried over into increased salary costs in 1967-68 over 1965-66. Other increases in operating expenses are primarily due to population increases and opening of new facilities. The amounts requested will be reviewed in greater detail as to the budgetary division for which requested.

A substantial portion of the increase in the Governor's Budget over 1965-66 actual expenditures is the increase to recognize full workload change totaling \$1,405,842. Included in this total amount is \$231,346 for equipment.

*Increase to recognize full workload change (budget page 142, line 47) ----- \$1,405,842*

*We recommend a reduction of \$188,849 in this amount.*

Department of the Youth Authority—Continued

We are making the above recommendation at this point as it relates to the various budget units separately reviewed in this analysis.

The amount requested for equipment in the Governor's Budget is \$232,898. In the workload adjustment there are additional requests for equipment totaling \$231,346. These two figures would represent a total equipment request of \$464,244 if all such requests were included in the final budget. This would represent a substantial increase in the level of expenditure for equipment in relation to prior years as reflected in the following table.

Equipment Expenditures

Fiscal year	Total expenditure	Increase over prior year	
		Amount	Percent
1962-63 -----	\$187,303	--	--
1963-64 -----	181,338	-5,965	-3.2
1964-65 -----	245,989	64,651	35.7
1965-66 -----	260,589	14,600	5.9
1966-67 * -----	312,552 (Est.)	51,963	19.9
1967-68 † -----	464,244 (Est.)	151,692	48.5

\* As shown in 1967-68 Governor's Budget

† Includes workload adjustment

The above table indicates that the amount allocated for equipment requests in the Governor's Budget and the workload adjustment would be far in excess of prior years' expenditure levels. The adjusted amount for 1967-68 would more than double the increase for the next highest increase over prior year set in 1964-65. The equipment figure included in workload adjustment substantially represents the difference of approximately \$110,000 between the agency's original request of \$342,488 and the amount included in the Governor's Budget. Traditionally, the original requests have been greater than were included in the actual Governors' Budgets.

We have reviewed these reductions from the original request totaling \$110,000 and find that they should not have been included in the Governor's Budget on the basis on which it was presented. These requests plus an additional total of \$79,000 should not have been included in the workload adjustment.

The recommended reduction would leave the agency with equipment authorizations in the budget detail and workload adjustment totaling \$275,395 which is more in line with the needs of the agency.

Youth Authority Board and Administration

Included under this budget heading in the Governor's Budget is the Youth Authority Board, Departmental Administration, the Division of Delinquency Prevention and the Division of Parole and Community Services. The Youth Authority Board consists of seven members appointed to four year terms by the Governor with the advice and consent of the Senate and the Director of the Youth Authority. The board is the term setting and parole granting agency for wards committed to and accepted by the Youth Authority. It is not mandatory that the Youth Authority accept all commitments. The Youth Authority Board generally operates in panels of one member and one hearing



## General Summary

## Youth Authority

### Department of the Youth Authority—Continued

representative for the hearing of cases. However, they hold full meetings of the board to adjudicate special cases.

The Departmental Administration provides overall administrative direction and services to the entire department including institutions and parole.

The total amount requested in the Governor's Budget for these two functions in 1967-68 is \$2,832,452. This amount which is not adjusted to the Budget Bill amounts to an increase of \$320,660 or 12.8 percent over the \$2,511,792 estimated for expenditure in 1966-67.

The projected increase is primarily for merit salary adjustments, three proposed new positions and increases in operating expenses. The increase in operating expense is primarily due to a \$193,060 increase in rental expense which represents rental charges on state owned building space for which rent was not previously budgeted. The three new positions represent two new board members and a related clerical position authorized at the 1966 legislative session.

2 Youth Authority board members (budget page 151, line 68)	\$41,000
1 Intermediate stenographer (budget page 151, line 69)	5,050
<hr/>	
3	<hr/> \$46,050

The two proposed new board members were authorized at the 1966 legislative session.

*We recommend that funds for these positions be disapproved for a saving of \$46,050.*

The 1966-67 Governor's Budget contained a request for two additional board representatives. The positions were requested on a workload basis. Although we did not believe the agency was entitled to any increase on a workload basis, the agency was granted one of the two positions requested. Subsequently legislation was passed at the 1966 session authorizing the appointment of two more board members. Inasmuch as the workload increase did not warrant additional board representatives then such would not justify additional board members. The workload is not developing in 1966-67 and 1967-68 as population will probably not increase as projected by the agency. The population projections are more fully discussed in the institution section of the analysis of this agency's budget requests.

While there will be some workload increase in 1967-68 over 1966-67, the one hearing representative added in the 1966-67 Governor's Budget should be adequate to handle the increase.

It has been expressed previously by agency representatives and others in this field, that the continual increase in board members will produce an unwieldy and sectionalized board which may detract from uniformity of case handling. Uniformity of treatment of cases was one of the primary reasons for centralizing the sentencing function in the board instead of the courts.

<i>Increase to recognize full workload change (budget page 142, line 47)</i>	<hr/> \$1,405,842
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Department of the Youth Authority—Continued

Included in the total amount is approximately \$100,338 representing 18 positions for Departmental Administration, exclusive of paroles and delinquency prevention.

*We recommend a reduction of \$80,822 in this amount.*

The \$80,922 reduction represents 10.5 positions included for workload adjustment which we do not agree are justified on a workload basis. Approval would constitute an increase in the level of service.

Division of Delinquency Prevention

The Division of Delinquency Prevention was established to provide leadership, guidance and assistance to local jurisdictions in delinquency prevention. The division is also engaged in activities designed to improve probation and police juvenile services.

A total of 27.1 positions are authorized for this division. The amount requested in the Governor's Budget for 1967-68 is \$363,936. This represents a decrease of \$5,620 or 1.5 percent below the estimated \$369,556 for the current fiscal year. The amount requested is \$84,996 or 30.5 percent above the actual expenditure total for 1965-66.

The substantial increase in expenditures in 1967-68 over 1965-66 is due almost wholly to new positions added in 1966-67 related to the probation subsidy program and to salary increases authorized for in 1966-67. The decrease in 1967-68 under 1966-67 is due to a decrease in equipment expenditures from \$7,160 to \$611.

Division of Parole and Community Services

This division performs the necessary parole services for wards released from Youth Authority institutions. A total of 529.1 positions are currently authorized for this function.

The total amount requested for this program in 1967-68 in the Governor's Budget is \$7,428,365. This is an increase of \$141,179 or 1.9 percent over the estimated expenditures of \$7,287,186.

The agency in carrying out its parole programs is generally staffed on a ratio of 55 parolees per agent for regular parole. In addition, the agency operates a number of experimental parole programs. The various parole programs and caseload and cost factors are as follows:

Parole Programs  
Caseloads and Per Capita Costs

Type of program	Caseload End of year	Parole Agent ratio	Per capita cost
Regular supervision -----	13,989	57.6	\$350
Community delinquency control -----	600	16.7	1,184
Community treatment project -----	252	9.7	2,199
Guided group interaction -----	90	12.9	1,680
Narcotic treatment unit -----	250	31.2	634
Part-way home -----	30	20	3,771
Violence control demonstration unit -----	400	25	799
Community parole center -----	400	22.2	450

The various experimental programs, numbers 2 through 8 above, all have the common feature of lower than regular parole agent to parolee ratio. This ranges from a low of 9.7-1 to 25-1 in the experimental cases as compared to 57.6-1 in regular parole. There are differences as to the

Department of the Youth Authority—Continued

types of wards assigned and treatment programs although all emphasize counseling in various forms and degrees. The lowering of caseloads has long been the clarion call of parole and probation services as the primary need to improve casework results. There has been little evidence presented as to the accuracy of this view although in some programs there are indications that in selective groups a lower caseload may result in improvement.

Notable is the example of the community treatment project. This experimental program which is partly financed by federal funds results in some improvement in parole results of the very highly selected parolees. Experimentation is continuing to further define the results of this program.

It is also noted that the community delinquency control program has exhibited some measure of success according to the agency. In this program, wards are released directly to close parole supervision from the reception centers after processing. There is no intervening institution incarceration. Preliminary findings indicate that these parolees performed somewhat better than all first admissions to the Youth Authority in 1964. This comparison is not valid as the experimental group is more selective than the group to which it was compared. It is further noted that 65.7 percent of those referred to the community delinquency control program were rejected.

Since 1956-57, there has been a substantial enrichment of parole through the lowering of the caseloads of regular parole and the addition of the above listed experimental programs. Such enrichments have not resulted in overall improved parole performance as reflected in the following tables and discussion.

Table 1  
Comparison of Parole Violations Returned to Youth Authority Facilities  
(California Supervision)

Fiscal year	Average parole population	Parolees returned		With new commitment		Without new commitment	
		Number	Percent	Number	Percent	Number	Percent
1958-59	8,257	1,903	23.0	559	29	1,344	71
1959-60	9,138	2,217	24.3	642	29	1,575	71
1960-61	9,793	2,458	25.1	767	31	1,691	69
1961-62	10,624	2,938	27.7	961	33	1,977	67
1962-63	11,396	3,167	27.8	925	29	2,242	71
1963-64	12,167	3,656	30.1	857	23	2,799	77
1964-65	13,025	3,892	29.9	945	24	2,947	76
1965-66	14,338	4,024	28.1	1,214	30	2,810	70

The above table reflects a decrease of 1.8 percent in 1965-66 in the rate of parole violations below the previous year's rate of return.

This is a turn in the right direction from the prior year but is still substantially above prior experience.

The following table presents information on parole performance after a 15-month period on parole.

Department of the Youth Authority—Continued

Table 2

Violation Status of Wards Released to California Parole Supervision, 1957-64  
(Showing number and percent revoked or discharged for parole violation)

Year of release	Total released	Total violations		Boys		Girls	
		Number	Percent	Number	Percent	Number	Percent
1958	4,966	2,063	41.5	1,933	44.4	130	21.2
1959	5,334	2,330	43.7	2,174	46.2	156	24.8
1960	5,934	2,646	44.6	2,430	47.3	216	26.9
1961	6,679	3,035	45.4	2,784	47.4	251	31.1
1962	7,402	3,462	46.8	3,133	48.5	329	35.0
1963	8,004	3,703	46.3	3,341	48.2	362	33.6
1964	8,709	4,041	46.4	3,603	48.3	438	35.0

The above table reflects increasing parole violations rates except for the last three years when the rate remains relatively constant. The period in the above table was a period of substantial changes in parole coverage. First, the overall parolee-parole officer ratio was reduced from 64-1 to 55-1.

In spite of the increase in parole services through a reduction in the number of parolees per agent and the various low caseload projects initiated, there has not been improvement in overall parole performance reflected in the above tables. It is noted that there have also been improvements in the institution programs which were requested and approved on the basis that such would improve the rehabilitation of the wards.

*Personal Services (budget page 153, line 42)----- \$4,883,413*  
*Increase to recognize full workload change (budget page*  
*142, line 47)----- \$1,405,842*

Included in the two above amounts are sums relating to positions for parole services discussed immediately following.

*We recommend a reduction in personal services totaling \$94,008 representing salary and wage costs of 2 parole agents II, 8 parole agents I and 2 intermediate typists. We also recommend that the workload adjustment increase be reduced by \$106,386 representing positions requested on a workload basis that would be inconsistent with the above recommendation.*

For several years the agency has been budgeting parole positions on a ratio of 55 parolees per agent. The ratio was changed in 1957-58 when the ratio was 64 to 1. The above tables reflect that the improved parole ratio and improved institution programs have not resulted in improved parole performance. For instance, in 1958-59 the parolees returned for parole violations represented 23 percent of those released that fiscal year as reflected in Table I above. In 1965-66, this violation rate increased to 28.1. This represented a decrease of 2 percent below 1963-64 but was still substantially above 1958-59.

When followed for 15 months as reflected in Table 2, the rate of parole violation for the 1958 cohort was 41.5 percent as compared to 46.4 percent for the 1964 cohort.

Department of the Youth Authority—Continued

The Governor's Budget reflects an increase in the parole agent-parolee ratio from 55-1 to 57.6-1. Included in the workload adjustment were funds representing sufficient positions to restore the 55 to 1 ratio.

As the reduction in caseload from 64-1 to 55-1, and even lower as to the experimental caseloads, has not resulted in improved parole performance, *we are recommending that the ratio be changed to 60 to 1 for the conventional caseload.*

*Increase to recognize full workload change*  
*(budget page 142, line 47)----- \$1,405,842*

Included in the above total are funds representing 1.5 positions for parole foster home services.

*We recommend that the adjustment be reduced by \$12,378 representing these 1.5 positions.*

We make the above recommendation inasmuch as the agency's material submitted in support of this request does not adequately justify the need for the positions. The material outlines duties to be performed but does not adequately set forth the deficiencies to be overcome in the current operation or explain why existing staff cannot handle the program adequately.

*Personal services (budget page 153, line 42)----- \$4,883,413*

Included in the above total are eight agents for the narcotics treatment unit.

*We recommend the deletion of two parole agents I for a reduction in salaries and wages of \$16,656.*

The present ratio of parolees to agents in this experimental program is 31.2 to 1. The experiment does not reflect improvement in parole performance attributable to parole caseload size. The combination of antinarcotic (nalline) drug testing and parole supervision has resulted in better results than other programs that did not include these features. It appears from experiments conducted to date by this and other agencies that nalline testing is an effective tool in the detection and control of drug use. There is insufficient evidence to show that caseload size is effective. The agency has experimented with a 30-to-1 ratio. *We recommend that the agency continue to utilize nalline testing in conjunction with a 45-to-1 caseload ratio.*

Adoption of this recommendation would result in the savings recommended above.

*Contractual services (budget page 153, line 55)----- \$116,100*

Included in the total is an amount totaling \$22,500 to finance the private agency treatment program.

*We recommend the deletion of the private agency treatment program for a net reduction of \$19,500.*

This program was established to demonstrate that wards could be assigned to private agencies in lieu of state institutional care. There are five wards housed in private agencies. The per capita cost of such care is \$4,500. This cost compares with the overall Youth Authority per capita cost, but the number of wards involved made this a very un-

**Department of the Youth Authority—Continued**

economical program. The five wards assigned to this program could be absorbed within the regular institution programs with only a slight increase in overall cost for their care of approximately \$3,000.

<i>Personal services (budget page 153, line 42)</i> -----	\$4,883,413
<i>Operating expenses, violence control demonstration units (budget page 153, line 59)</i> -----	115,560

Included in the total for personal services are 16 parole agents and five clerical positions for the violence control demonstration unit.

*We recommend the deletion of this experimental program for a savings of \$112,251 in salaries and wages, representing 9 parole agents and 3 related clerical positions, and \$60,000 in operating expenses for a total savings of \$172,251.*

This program was authorized in 1964-65 to determine if increased parole supervision would reduce the number of violent offenses committed by parolees. The program was approved on an experimental basis limited to June 30, 1966. The program was extended at the last legislative session to permit further evaluation of the project.

The agency is unable to show a statistically significant decrease in violent behavior by wards or to present evidence that violence has been reduced as a result of this program. The net reduction recommended above has been adjusted so as to provide regular parole supervision for the number of wards in this program.

**Part-Way Home Program**

This is an experimental parole program to substitute controlled living circumstances for parolees without suitable homes. The homes provided on a contractual basis are in lieu of placing the parolees in substandard public accommodations which may be detrimental to their rehabilitation.

The Governor's Budget on page 149, lines 38 through 43, reflects a proposed 1967-68 caseload of 30 wards at a per capita cost of \$3,771. For 1965-66, the actual per capita is shown at \$3,499 for 30 wards. A report on the program by the agency which is dated January 1967 reflects that in 1965-66 there was an average population in the program of 19.6 or 20 wards which, when divided into the total cost of \$99,393.91, represents a per capita cost of \$4,965. The agency should explain these differences.

**Institutions**

The agency currently operates eight institutions, two reception centers, and three camps. There are two new institutions under construction, one to be completed in May 1967 and the other approximately in April 1968. In addition, older wards are also housed in Department of Corrections facilities primarily at the Deuel Vocational Institution at Tracy and the Correctional Training Facility at Soledad.

There is a good deal of similarity in the various institution programs. The differences are primarily due to the age of the institution population and the severity of the custody factors involved. Except for the older wards that are separated between the Youth Training School and Department of Corrections institutions for custody reasons, the re-

Department of the Youth Authority—Continued

maining ward population is assigned to institutions primarily on the basis of the ward's age.

Treatment programs for the purpose of rehabilitation consist of academic education, vocational training, various counseling programs, psychiatric treatment units and special parole programs. Counseling programs include individual counseling, formal and informal, by various employees, and small and large group counseling. These counseling programs have led to the development of a team treatment approach superimposed upon the large and small group counseling concept. The team consists of the custody positions in each living unit plus the instructors and counselors to whom are assigned the wards from a particular living unit. The team treatment approach, although relatively new in a correctional setting, gave rise to a new series of positions. During the last legislative session, the agency was authorized to substitute a new series of positions, youth counselor, to replace a major portion of the previously authorized group supervisor series of positions at two institutions. The new position series was authorized for the first two facilities at the Northern California Youth Center. This was done despite the fact that this treatment approach was pioneered and implemented at the Preston School of Industry and the Paso Robles School for Boys without the benefit of the new position series. This new series of positions will be further discussed subsequently in this report.

There have been several new treatment concepts, primarily in the counseling area since 1960-61. There have been enrichments in program, notably in the special psychiatric treatment units as well as other program enrichments in institutions and especially on parole, without improvement in overall results.

While there are no measurements completely acceptable to all concerned to evaluate the program results, there are a number of indicators, the principal ones being institution behavior and parole success.

A measure of institution behavior is the number of reported disciplinary incidents occurring within the institutions as reflected in the following table.

Ward Incidents					
<i>Fiscal year</i>	<i>Average daily population</i>	<i>Number of incidents</i>	<i>Percent of Average daily population</i>	<i>Wards involved</i>	<i>Percent of Average daily population</i>
1959-60	3,055	492	16.1	688	22.4
1960-61	3,475	468	13.5	719	20.7
1961-62	4,128	754	18.3	1,274	30.9
1962-63	4,588	698	15.2	1,104	24.1
1963-64	5,003	707	14.1	1,069	21.4
1964-65	5,155	716	13.9	1,112	21.6
1965-66	5,210	734	14.1	1,105	21.2

This shows a relatively stable situation in the percentage of incidents in relation to population in current years. There has been no substantial improvement since 1962-63.

Another measure of the beneficial effect of institution programs is the success of the wards on parole. Parole performance was discussed in relation to the analysis of the Division of Paroles and Community Serv-

Department of the Youth Authority—Continued

ices budget requests. As previously demonstrated, there has been no substantial improvement in overall parole violation rates.

During 1967-68 the agency projects an average daily population of 6,334 wards will be housed in Youth Authority institutions. A total of \$29,965,733 is requested for institutional care in the Governor's Budget. This represents an increase of \$1,632,696 or 5.8 percent above the \$28,333,037 estimated for expenditure in this category in 1966-67.

The majority of the total requested in the Governor's Budget for institutional care during 1967-68 will be expended in the following categories. (See page 163.)

The table presents, in summary form, the amounts expended and proposed to be expended in the institutional programs designated.

The large differences between estimated and proposed expenditures for 1966-67 and 1967-68 over 1965-66 are primarily due to the failure to utilize all positions authorized in 1965-66 due to turnover and other factors, new positions and institutions added based on projected population, and salary and price increases. The full impact of new program related to a new series of positions added at the Northern California Youth Center is reflected in this budget item.

*Total expenditures (budget page 142, line 43)----- \$40,678,596*

Included in the above totals are funds to provide for a projected population increase of 575 wards.

*We recommend that the total expenditures be reduced a total of \$1,200,000 to reflect a reduction of 480 in projected average daily population.*

During recent years, the institution average daily population has been increasing an average of 6 percent per year ranging from 11.1 percent in 1962-63 to 1.1 percent in 1965-66. The agency projects an increase of 10.5 percent in the current year over the 1965-66 fiscal year and an additional 10 percent increase in 1967-68 over 1966-67. Allowing for a 6 percent increase in 1966-67 over 1965-66 instead of the 10.5 percent projected would result in an average daily population of 5,523. The population for the first 6 months of 1966-67 has averaged 5,304 wards or 455 wards below the agency's most recent projection. To reach an average daily population of 5,739 for 1966-67 would require an increased population of 800 wards on the average for the last 6 months of the current year.

By providing for another 6-percent increase in 1967-68 over the 5,523 average daily population for 1966-67 would result in an average daily population of 5,854. This is 480 wards less than the 6,334 currently projected by the department for 1967-68. To reach an average daily population of 6,334 over the 5,304 average for the first 6 months of 1966-67 would require an average daily population of approximately 1,000 additional wards. This would represent an increase of 18.8 percent in one year.

It is noted that while the agency is projecting substantial population increases, the Governor's Budget on page 154, lines 7 to 13 reflects that admissions estimated for 1966-67 are not being received as previously



**Institutional Program**  
**Comparative Factors—Positions and Expenditures**

<i>Program</i>	<i>1965-66 actual</i>		<i>1966-67 estimated</i>		<i>1967-68 proposed *</i>	
	<i>Positions</i>	<i>Expenditure</i>	<i>Positions</i>	<i>Expenditure</i>	<i>Positions</i>	<i>Expenditure</i>
Reception—diagnostic centers -----	98.6	\$820,190	121.1	\$991,970	119.7	\$1,043,539
Custodial—security -----	944.5	7,179,080	1,153.9	8,682,661	1,146.0	9,134,048
Feeding -----	148.8	2,377,601	182.6	2,875,564	180.1	3,025,057
Housekeeping—laundry -----	39.7	590,999	48.8	714,777	48.2	751,936
Classification, parole and group counseling -----	75.2	674,172	92.3	816,425	91.3	858,869
Medical—dental care -----	119.0	1,313,478	146.0	1,588,573	144.3	1,671,158
Academic education -----	202.4	2,335,359	248.3	2,824,475	245.6	2,971,312
Vocational education -----	88.7	1,173,071	103.9	1,418,758	107.7	1,492,515
Psychiatric and casework services -----	95.8	927,519	117.6	1,121,778	116.3	1,180,096
Religion -----	21.7	226,496	26.6	273,933	26.3	288,174
Physical education—recreation -----	25.1	354,592	30.8	422,779	30.4	444,758
Forestry camps -----	106.4	1,126,949	130.6	1,362,975	130.6	1,433,833
Research—statistics -----	40.0	359,567	47.0	483,538	54.0	595,955
<b>Totals -----</b>	<b>2,005.9</b>	<b>\$19,459,073</b>	<b>2,459.5</b>	<b>\$23,578,206</b>	<b>2,440.5</b>	<b>\$24,891,250</b>

\* Subject to subsequent revision by the agency.

Department of the Youth Authority—Continued

projected. While the agency indicates that admissions are expected to go up in 1967-68, the workload adjustment for 1967-68 provides for fewer processing personnel than is being deleted for 1966-67 in the 1967-68 Governor's Budget. Therefore, the projected admissions cannot be sufficiently high to generate the average daily population projected. The agency is also projecting a much higher population increase in the current and budget years, despite the fact it is also projecting a substantial (\$3,000,000) use of probation subsidy funds. The probation subsidy, if it achieves results projected for it should result in fewer wards being sent to the Youth Authority. Therefore, the rate of increase should be less than in prior years.

In computing the amount of reduction, we have used an average cost of \$2,500 per ward. This is approximately one-half the average per capita cost. Full per capita was not used as such would require the closing of an entire institution. The reduction in population would apply generally to the various age groups and not to a single facility.

It is noted that a somewhat greater reduction could be made if an entire institution such as the Karl Holton School was closed. We selected the Holton School as it is not scheduled to open until May of 1967. This institution would probably have to be opened in the latter part of the 1967-68 fiscal year to take care of even the reduced population above projected. This could result in leaving an institution vacant while there was overpopulation in some institutions.

*Increase to recognize full workload change*  
*(budget page 142, line 47)----- \$1,405,842*

Included in this total are funds representing 91.9 positions and operating expenses related to the opening of new facilities totaling \$830,726.

*We recommend a reduction of \$45,723 in the total amount requested.*

Included in the total 91.9 positions and operating expenses are 49.3 positions relating to projected population increases. These 49.3 positions plus operating expenses and equipment total \$473,068 in expenditures. This amount could be reduced in line with our previous recommendation relating to overestimating population increases. Of the remaining 42.6 positions 8.6 positions totaling \$45,723 were not adequately justified on a workload basis and should be deleted from the workload adjustment.

*Totals, personal services (budget page 156, line 79)---- \$24,590,398*

Included in the total above is \$1,123,072 representing salary costs of the special treatment program.

*We recommend a deletion of 79 positions for a reduction in salaries and wages of \$696,050.*

The special treatment program was approved by the Legislature in 1957. The purpose of the program is to provide psychiatrically oriented treatment to emotionally disturbed and mentally retarded wards. The wards were committed because of law violations and not solely due to their emotional condition, for such cases would then go to the Department of Mental Hygiene if sufficiently disturbed.

## Department of the Youth Authority—Continued

The program was originally established in two institutions. Later, units were established in all institutions except the reception centers, the Youth Training School and camps. In fiscal year 1967-68, salaries and wages for this program are projected to total \$1,123,072 for 122.5 positions.

At the time the program was established, special living units were established at the institutions. This was done as the wards in the special treatment category, according to the agency, would be too disruptive in the regular living units. Subsequently, some unit populations have been dispersed or are no longer segregated to the same degree as previously.

Research conducted by the agency over a period of four years failed to reflect significant improvement in the wards' parole performance as a result of this program.

*We recommend that psychiatrist services be provided as currently authorized in the various facilities but that all other special treatment staff be deleted except at one boys' school and one girls' school.*

Adoption of this recommendation would permit the agency to again proceed to evaluate the effectiveness of the program as to all results, not only parole outcome, with the results of such evaluation to be used to determine if it is desirable to continue the services on the recommended level or to restore the presently authorized level of service.

Adoption of our recommendation would provide each institution with psychiatrist's services at the current level plus full special treatment staff at two facilities. The reduction of 79 positions for a savings of \$696,050 includes psychologist, social worker and clerical positions plus one supervisor of special treatment at each institution except the two which would have full units.

The program as recommended should be continued for such time as necessary to complete a comprehensive evaluation and report to the Legislature.

*Totals, personal services (budget page 156, line 79)----- \$24,590,398*

Included in the above total is \$52,416 representing eight group supervisors currently authorized for the Los Guilucos School for Girls.

*We recommend deletion of the positions reducing salaries and wages \$52,416.*

There are 5 girls' cottages of 40 wards each. These cottages had four-post coverage which means one group supervisor for each eight-hour shift with a senior group supervisor working a separate shift overlapping two group supervisor shifts. During the night hours when the girls are locked in their rooms, there is one position on duty and no additional coverage is requested for this shift. From 8 a.m. to 2 p.m. there previously was one group supervisor on duty, and the positions authorized in 1966-67 were to provide additional coverage during the day.

To support its claimed need for the additional positions, the agency submitted statistics relating to disciplinary problems at the institution. The information relative to special incidents does not necessarily sup-

## Department of the Youth Authority—Continued

port the need for additional staff on the living units for it does not identify how many of the total incidents occurred in the cottages and how many at other parts of the facility. Since the time of such occurrences is also not indicated, we do not know how many occurred in the cottages when there was one employee on duty or when there was more than one staff member on the unit. The material also does not identify how many of the incidents happened in the adjustment cottages where the more severe discipline problems are housed. Without such basic information, the need for additional cottage staff cannot be validly justified.

A part of the statistical data submitted compared the percentage decrease in certain described incident categories for the same two cottages during the same two-month period in 1963-64 and 1964-65. During the 1964-65 period these cottages had five-post coverage due to a temporary closing of one cottage because of population decrease. This information reflected a dramatic percentage decrease in the selected types of incidents. Such is not a valid comparison; for instance, although a 75-percent reduction in staff attacks was recorded, this could have been based on a small number of incidents which would not justify the addition of the requested staff. The agency, upon request, was unable to furnish the number involved or the time of day such attacks occurred. While the reported percentage decreases in selected incidents on these two cottages was dramatic, the actual numbers on which the percentage calculations were made must have been fairly insignificant as it apparently had no effect on the annual rate of incidents reported relating to attacks on staff. The special incident reports reflect 71 attacks on staff in 1963-64 and 18 in 1964-65. We point out that we do not know how many of the attacks reported occurred in the cottages and whether one or more staff persons were on duty at the time. Such information is essential to making a valid determination that more staff is needed on the cottages.

The agency makes reference, without adequate supporting data, to the supposition that wards being committed to this institution have more serious behavior and personality problems. The agency points out that the percentage of girls with commitment offenses involving assault and battery has increased from 4.1 percent in 1960 to 8.9 percent in 1964. In actual numbers, the agency is referring to an increase from 9 to 20 girls in a population of over 250 wards. There is no information as to the number of staff attacks that were committed by these particular wards.

As to the increase in disciplinary cases and personality problems, we point out that this institution was provided with a special living unit for girls needing psychiatric treatment because of disciplinary and personality problems. They were removed from the main housing area because the agency believed they were a disrupting factor due to behavior problems and provided this unit with five-post coverage. The agency has seen fit to redistribute many of these girls back into the

## Department of the Youth Authority—Continued

regular housing units. Therefore, part of the problem can be attributed to actions of the agency.

*Totals, personal services (budget page 156, line 79)----- \$24,590,398*

The total amount requested for personal services includes funds for a new position series at the two new facilities at the Northern California Youth Center.

*We recommend a reduction in the amount requested totaling \$83,139.*

The 1966-67 Governor's Budget as approved by the Legislature contained funds to establish a new youth counselor series of positions at the Northern California Youth Center. The new position series is an attempt to provide a series of positions to replace the normal group counselor series. The new series of positions would have more treatment responsibilities according to the agency.

Subsequent expansion of this new series to all institutions would result in substantial budgetary increases.

The agency should first experiment with this new position series to prove its worth. Our recommendation would provide the new series of positions for one-half of the first of the two institutions at the Northern California Youth Center. Comparisons could then be made of results as to the wards exposed to the two different position series at O. H. Close and comparison between parole results of O. H. Close releasees and other institutions.

**POLICY OPTIONS**

Traditionally, one-third of older Youth Authority wards committed by superior courts were housed in Youth Authority institutions and two-thirds were housed in Department of Corrections institutions. We were informed the Youth Authority Board was not in accord with the programs and staffing patterns in the Department of Corrections which are somewhat less than in the youth institutions, and these distribution ratios are gradually being reversed.

During 1967-68, there will be approximately 3,000 wards in this category. Assuming a shift of wards from two-thirds in Corrections to two-thirds in the Youth Authority, a net shift of approximately 1,000 wards would result. It is noted that due to the change in policy this shift has been taking place over the past several years. In 1967-68, the Youth Authority will have approximately 60 percent of this group.

The net of 1,000 wards being shifted from one agency to the other would cost the state an additional \$600,000 annually for the care and treatment of the wards. The \$600,000 represents the difference in per capita cost between the Youth Training School and the Deuel Vocational Institution wherein the age group in question is currently housed.

We are bringing this matter to the attention of the Legislature for a review of previously determined policy as a possible economy measure. The policy has been previously approved in capital outlay submissions.

**Academic and Vocational Instruction**

The various youth institutions are presently provided academic and vocational instructors on a ratio of 1 position for 15 wards.

**Department of the Youth Authority—Continued**

Vocational programs are provided principally at the Youth Training School. The age group incarcerated there is approximately the same as the Youth Authority wards at the Deuel Vocational Institution and the Correctional Training Facility. The wards most amenable to training and who are the less severe disciplinary problems are assigned to the Youth Training School. Yet, the teacher-student ratio at Deuel and Soledad is 20 to 1 as opposed to 15 to 1 at the Youth Training School. The result is that the largest classes consist of the more severe cases. Therefore, the Youth Authority institutions should be able to conduct vocational training with a class size of 20 to 1.

The academic classes in the youth institutions are also at 15 to 1. This ratio is substantially below outside classroom situations of approximately 30 to 1.

It would appear, that in the interest of economy, an increase in class size to 20 students should not be an undue burden.

Adoption of these two policy options would result in savings in salaries and wages of approximately \$680,000, including \$220,000 reduction in vocational salaries and \$460,000 in academic.

**Department of the Youth Authority**

**DEPORTATION OF NONRESIDENTS AND INTERSTATE COMPACT ON JUVENILES**  
**ITEM 70 of the Budget Bill** **Budget page 157**

<b>FOR SUPPORT OF DEPORTATION OF NONRESIDENTS AND INTERSTATE COMPACT ON JUVENILES FROM THE GENERAL FUND</b>		
Amount requested in Budget Bill .....		\$34,290
Budget request before identified adjustments .....	\$35,490	
Increase to recognize full workload change .....	2,610	
	\$38,100	
Budget as adjusted for workload change .....	\$38,100	
Adjustment—undetailed reduction (10 percent) .....	3,810	
<b>RECOMMENDED REDUCTION FROM WORKLOAD BUDGET</b> .....		None
<b>BALANCE OF UNDETAILED REDUCTION—REVIEW PENDING</b> .....		\$3,810
<b>ANALYSIS AND RECOMMENDATIONS</b>		

This appropriation will defray cost of returning juveniles to their state of residence after commitment to the Youth Authority. The appropriation also provides for this state's participation in the Interstate Compact on Juveniles, a reciprocal agreement between states to provide for out-of-state supervision of our parole and probation cases and also provide for the return of juveniles to other states when they are apprehended in this state.

The \$34,290 requested for 1967-68 is a \$1,241 increase over the amount expended in 1965-66.

## Department of the Youth Authority

## TRANSPORTATION OF INMATES AND PAROLE VIOLATORS

ITEM 71 of the Budget Bill

Budget page 158

FOR SUPPORT OF TRANSPORTATION OF INMATES AND  
PAROLE VIOLATORS FROM THE GENERAL FUND

Amount requested in Budget Bill		\$55,413
Budget request before identified adjustments	\$52,620	
Increase to recognize full workload change	8,950	
Budget as adjusted for workload change	\$61,570	
Adjustment—undetailed reduction (10 percent)	6,157	

RECOMMENDED REDUCTION FROM WORKLOAD BUDGET... None

BALANCE OF UNDETAILED REDUCTION—REVIEW PENDING \$6,157

## ANALYSIS AND RECOMMENDATIONS

This appropriation request provides for the following expenditures:

1. Transportation expenses for local law enforcement delivering wards committed to the Youth Authority to the reception centers of the agency.
2. Travel expenses of departmental transportation officers transferring wards to and between various state and local institutions.

The \$55,413 requested for these functions in 1967-68 is an increase of \$1,256 over the amount expended in 1965-66.

## EDUCATION

## SUMMARY OF STATE EXPENDITURES FOR EDUCATION

In 1967-68, as in the past several years, state expenditures for education will continue to account for the largest share of the budget dollar. Budget summaries indicate that in the budget year more than \$1.7 billion will be expended by the State of California for all facets of public education; this represents over 54 percent of the General Fund dollars that will be expended during the budget year. These expenditures include support for the University and the state college system, support for the public schools through the State School Fund, support for special programs such as vocational education and compensatory education, debt service on public school bonds and capital outlay for the University, the state colleges and the state-operated special schools for handicapped children. Table I shows the total state expenditures from bond funds and from the General Fund for the past fiscal year, estimated expenditures for the current year and the proposed sums for 1967-68. The budget proposes that total state expenditures for education will decrease by \$127 million below the present level.