

Item 65**Corrections****Department of Commerce—Continued**

The museum is requesting a General Fund appropriation of \$1,132,042 for fiscal 1970-71. The museum proposes to allocate these funds in the following manner.

<i>Personnel</i>	<i>Positions</i>	<i>Total expenditures</i>
Administration -----	33	\$269,447
Maintenance -----	40	316,746
Security -----	30	218,629
Total, museum personnel -----	103	\$804,822
Parking lot personnel -----	17	104,450
Operating expenses and equipment -----		216,770
Reimbursements -----		6,000
Total requested -----		\$1,132,042

The allocation of personnel to provide security for the museum has grown more rapidly than the museum program. In 1961, when there was 68,000 square feet of exhibit space the museum assigned one security position for every 7,500 square feet of area. Today, the museum has increased total exhibit space to 115,000 square feet but has increased security personnel by more than a proportional amount so that now there is one security officer for every 3,500 square feet of exhibit space. The museum should be encouraged to find alternative methods for protecting the premises in order to reduce this expensive service.

The museum has allocated \$317,000 to maintenance and custodial operations. Although there are 17 positions directly assigned to exhibit repair and maintenance, we found many of the exhibits, especially those funded by the state, to be in very poor operating condition. Most of the state exhibits, which represent approximately one-half of the total museum presentations, were constructed prior to 1953. Many of these have become noticeably deteriorated. The state exhibits take up valuable museum space, but their educational contribution becomes questionable considering their present condition.

DEPARTMENT OF CORRECTIONS**Item 65 from the General Fund****Budget page 169**

Requested 1970-71 -----	\$99,427,418
Estimated 1969-70 -----	97,934,129
Actual 1968-69 -----	89,224,978
Requested increase \$1,493,289 (1.5 percent)	
Increase to improve level of service -----	123,805
Total recommended reduction -----	14,451

Department of Corrections—Continued

SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS

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| 1. Delete 1.6 correctional officer positions, \$14,451. | 147 |
| 2. We recommend that the department submit an annual report on the academic achievement of inmates. | 148 |
| 3. We recommend that the department submit an annual report that will reflect the work performance of parolees who received a minimum of 300 hours of vocational training while incarcerated in a correctional facility. | 150 |
| 4. We recommend that the Legislature amend the probation subsidy law to provide that all commitments to the Department of Corrections shall be charged against the committing county. | 152 |
| 5. We recommend that the department submit an annual report to the Legislature on the parole performance of parolees who receive outpatient psychiatric treatment from the agencies' clinics. | 155 |

GENERAL PROGRAM STATEMENT

The Department of Corrections' primary responsibility in California is the detention, training and control of convicted adult offenders committed to this agency by the courts.

In fiscal year 1970-71, approximately 45,000 persons will be under its supervision and control with approximately 16,000 of this total on parole living in various communities throughout the state under the supervision of department parole agents.

In recent years, the Legislature has authorized implementation of various programs in the community such as the expansion of community correctional centers, short-term return units and reduction in parole agent caseloads to work with selected types of parolees. However, despite improvement in certain treatment concepts for felons, the disposition of defendants convicted and sentenced by the courts in recent years has resulted in a significant reduction in commitments to state prisons. This can be attributed in part to the probation subsidy law, enacted by the Legislature in 1965 (Sections 1820-1827, Welfare and Institutions Code), which provides payments to participating counties that reduced commitments to state penal institutions.

Court Dispositions

Data recently released by the Bureau of Criminal Statistics in the Department of Justice reflect an overall increase in the incidence of crimes committed in the local communities throughout the state. These data also indicate the impact court action has on the ultimate disposition of felony cases.

Table 1 reflects court disposition of the total adult felony arrests and subsequent superior court convictions reported in this state for the calendar years 1966, 1967 and 1968.

Department of Corrections—Continued

Table 1
Commitments and Sentences of Felony Defendants Convicted in California Superior Courts

<i>Action</i>	<i>1966</i>	<i>Percent of total</i>	<i>1967</i>	<i>Percent of total</i>	<i>1968</i>	<i>Percent of total</i>
Total adult felony arrests reported	114,283	-	138,488	-	168,511	-
Defendants convicted	32,000	100.0	34,683	100.0	40,477	100.0
Convicted of misdemeanor	12,293	38.4	12,537	36.1	16,371	40.4
Convicted of felony	19,707	61.6	22,146	63.9	24,106	59.6
<i>Disposition by Court</i>						
Placed on probation	9,883	30.9	11,070	31.9	13,536	33.4
Probation and jail	6,871	21.5	9,265	26.7	11,524	28.5
Jail (local)	4,777	14.9	4,335	12.5	5,283	13.0
Fine	596	1.9	570	1.6	919	2.3
Committed to Dept. of						
Youth Authority	1,831	5.7	1,993	5.8	2,056	5.1
Mental Hygiene	350	1.1	265	0.8	278	0.7
Dept. of Corrections						
(felony commitment)	6,731	21.0	5,990	17.3	5,492	13.6
(narcotics addicts—civil commitment)	961	3.0	1,195	3.4	1,389	3.4
Dept. of Corrections— Total	7,692	24.0	7,185	20.7	6,881	17.0

Source—Crime and Delinquency in California, 1968

Total commitments during the year to the Department of Corrections dropped from 7,692 in 1966 to 6,881 in 1968, a reduction of 811 cases or 10.5 percent. This reduction occurred despite an increase of 425 civil commitment (narcotic addict) cases to the agency and an increase in felony convictions of 4,399 cases for the same period. Court disposition resulted in probation sentences for 52.4 percent of the defendants convicted in 1966. In 1968 61.9 percent of the defendants convicted were placed on probation or probation and jail.

It would appear from this that the payment of a state subsidy to counties for reducing commitments to state institutions has had its impact and is affecting court decisions. However, this has also affected the composition of the state prison population. A higher percentage of this inmate population is the so-called hard core prisoner. Conversely convicted forgers, checkpassers and certain type of burglars are now being retained in local jurisdictions.

In 1966-67, counties expended \$79,875,071 for probation services and for that year received a state subsidy of \$3,599,000. In 1967-68, counties expended \$87,615,030 and received a state subsidy of \$6,770,322 to reimburse them for expanded probation services.

ANALYSIS AND RECOMMENDATIONS

The 1970-71 budget is presented in a program budget format which omits the detail of specific expenditures related to the organizational structure of the department. The agency revised and consolidated its line item budget requests relating to specific functions into the following summary of program requirements.

Department of Corrections—Continued

SUMMARY OF PROGRAM REQUIREMENTS

	<i>Actual</i> 1968-69	<i>Estimated</i> 1969-70	<i>Proposed</i> 1970-71
I. Precommitment Program -----	\$218,899	\$225,754	\$227,887
II. Initial Intake and Diagnosis Program -----	1,297,177	1,406,620	1,419,914
III. Institutional Program -----	91,331,740	98,440,819	100,085,080
IV. Release Program -----	4,482,620	4,870,835	4,913,370
V. Community Correctional Program -----	9,768,036	11,494,449	12,541,909
VI. Special Items of Expense -----	602,226	731,300	724,600
VII. Administration—Distributed to other programs -----	(6,160,969)	(6,923,583)	(6,955,347)
TOTALS, PROGRAMS -----	\$107,700,698	\$117,169,777	\$119,712,760
<i>Less Reimbursements</i> -----	<i>—2,902,546</i>	<i>—2,752,669</i>	<i>—3,195,996</i>
NET TOTALS, PROGRAMS -----	\$104,798,152	\$114,417,108	\$116,516,764
<i>General Fund</i> -----	89,827,204	98,665,429	100,152,018
<i>Correctional Industries Revolving Fund</i> -----	11,737,116	12,425,901	12,936,539
<i>Inmate Welfare Fund</i> -----	3,233,832	3,325,778	3,428,207

Our analysis of the department's budget request will be related to specific program activities. However, when necessary, we will refer to the line item information obtained from the agency or the salary and wage supplement for clarification on specific positions, operating expense and equipment requests presented in the analysis. The appropriation requested for support of department operations for 1970-71 is \$99,427,418. This represents an increase of \$1,493,289 or 1.5 percent over the amount now estimated to be expended in the current year.

The budget also includes three special items of expense totaling \$724,600 for (1) transportation of prisoners, (2) returning fugitives from justice, and (3) court costs and county charges. These will be reviewed separately.

Administration

The department's program summary of expenditures contains \$6,955,347 for administrative services in 1970-71. This represents the overall cost of administration for all institutions, parole and central office operations in Sacramento. This amount has been distributed on a pro rata basis to each of the respective program activities presented in the budget.

The following is an estimate of the department's total expenditures for 1969-70 and proposed expenditures for 1970-71 by organizational segments as submitted by the agency.

	1969-70	1970-71	<i>Increase Over Prior Year Amount</i>
Administration—Central Office	\$2,823,021	\$2,793,089	—\$29,932
Institutions -----	83,542,534	84,048,905	506,371
Parole and Community Services -----	10,590,867	11,601,478	1,010,611
Adult Authority -----	785,473	784,809	—664
Women's Board of Terms and Parole -----	117,530	121,566	4,036
Narcotic Addict Evaluation Authority -----	74,704	77,571	2,867
Totals -----	\$97,934,129	\$99,427,418	\$1,493,289

Department of Corrections—Continued

INSTITUTIONS

The department estimates it will have a total average daily inmate population of 29,000 in 1970-71. This represents an increase of 805 inmates or 2.9 percent over the population of 28,195 now estimated for the current year.

Table 2 presents the positions allocated and the estimated expenditure for each institutional activity for 1970-71 with comparative data provided for 1968-69 and 1969-70.

The department estimates a total expenditure of \$87,765,417 to operate its 13 institutions and 33 conservation camps in 1970-71. The Correctional Industries Revolving Fund and Inmate Welfare Fund, which is self-supporting, are excluded from this figure. On the basis of a projected daily population of 29,000 inmates, the per capita cost will be \$3,026 for 1970-71 compared with an actual per capita cost of \$2,826 for 1968-69, an increase of \$200 or 6.6 percent. The major portion of the increased cost can be attributed to merit salary increases plus the overall 5 percent salary increase approved by the 1969 Legislature.

The department, in the current year, has completed certain major changes to facilities that had previously been approved by the Legislature.

- (a) Constructed a new 100-bed adjustment center in the Reception Guidance Center at Chino. This unit is conducting a specialized program for "hard to handle" inmates selected at random from the adjustment centers at San Quentin, Soledad and Folsom.
- (b) A 400-bed unit for female narcotic addicts has been occupied at the Patton State Hospital. This will release an additional 400 beds for male narcotic addicts at the California Rehabilitation Center which will now be operated exclusively for male addicts.

In 1970-71 the department is requesting a total of 33 new positions throughout its facilities. Despite a projected increase of 2.9 percent in daily population, the agency will close the 400 bed south facility at the Correctional Training Institution at Soledad during the current year. This action, with the workload and administrative changes to be initiated by the agency, will result in a net reduction of 47.7 positions throughout the department's institutional activities in 1970-71.

We have reviewed and concur with the workload and administrative adjustments effected by the agency resulting in a reduction of 80.7 positions as set forth on pages 120 to 128 of the 1970-71 salaries and wage supplement.

We have reviewed the justifications for each of the 33 new positions requested by the agency to provide for workload and operating deficiencies created in part by shifts in the projected inmate population, increases in the male narcotic civil addict populations at the Tehachapi, Corona and Soledad institutions and the projected increase in the number of psychotic inmates in remission that will be domiciled in the east facility at the California Men's Colony, San Luis Obispo. Based on workload and related information reviewed on our institutional visits, we recommend 31.4 of the new positions requested by the agency.

Table 2
Institutional Programs
Comparative Factors—Positions and Expenditure

<i>Program</i>	<i>1968-69 Actual</i>		<i>1969-70 Estimated</i>		<i>1970-71 Proposed ¹</i>	
	<i>Positions</i>	<i>Expenditures</i>	<i>Positions</i>	<i>Expenditures</i>	<i>Positions</i>	<i>Expenditures</i>
Administration (distributed) -----	(438.1)	(\$5,747,012)	(450.4)	(\$6,486,474)	(449.4)	(\$6,512,353)
Security -----	3,299.5	36,236,031	3,311.9	39,024,029	3,256.0	39,404,348
Adjustment Centers -----	99.7	934,917	128.6	1,223,552	128.6	1,229,427
Condemned Row -----	31.6	290,808	47.3	470,565	47.3	471,135
Reception Guidance Center -----	120.1	1,516,076	124.0	1,632,374	120.5	1,647,801
Feeding -----	152.7	10,705,064	157.7	11,513,024	155.3	11,705,964
Housekeeping -----	31.1	1,840,370	32.1	1,997,053	31.2	2,015,927
Clothing -----	22.6	1,580,935	23.4	1,710,519	22.7	1,726,685
Medical-dental -----	355.4	5,958,908	367.1	6,460,032	356.8	6,591,084
Psychiatric services and counseling -----	557.8	7,287,465	572.8	7,815,617	558.4	7,923,716
Vocational Education -----	147.9	2,505,174	152.8	2,717,728	148.5	2,743,413
Academic Education -----	70.8	2,894,327	73.4	3,134,505	71.4	3,164,128
Religion -----	38.4	575,622	39.7	625,164	38.6	631,073
Recreation -----	24.6	405,368	25.1	434,142	24.3	438,245
Maintenance and Utilities -----	268.5	7,377,696	277.4	7,896,543	269.6	8,072,471
Correctional Industries (Revolving Fund) -----	279.6	11,737,116	295.3	12,425,901	287.3	12,936,539
Inmate Welfare Fund (self-supporting) -----	47.6	3,233,832	49.5	3,325,778	47.5	3,428,207
Totals -----	5,547.9	\$95,079,709	5,678.1	\$102,406,526	5,564.0	\$104,130,163

¹ Subject to subsequent revision by agency.

Department of Corrections—Continued

and disapproval of 1.6 positions at the California Correctional Institution at Tehachapi for the following reasons:

Position Recommended for Deletion

We recommend deletion of 1.6 correctional officer positions at California Correctional Institution for a reduction in the amount of \$14,451.

The agency is requesting 4.8 custody positions to provide additional coverage for the 24 single cell restricted housing unit for recalcitrant inmates. This request would provide two officers on each of three shifts, seven days per week. We recommend five post coverage to provide two officers, 16 hours per day, with one officer assigned to the first watch. This is the period when these inmates are sleeping in locked cells and double coverage on this unit is not required. During our onsite inspection of this unit, the agency, at our request, reviewed its records and could not provide one incident that had occurred on the first watch in the past year that would have justified the need for a second custody officer.

Institutional Activities

Table 2 sets forth the activities to which inmates are assigned during their period of incarceration. The departmental intent is to provide to each inmate additional education or training that will enable these individuals to maintain themselves in a free society when they are released. In conjunction with the training received, inmate participation in these various activities represents a major contribution to the daily operations of the institutions and to the state's forest conservation program.

In Table 3 we set forth the inmates' area of assignment for the current year and as projected for 1970-71.

Table 3
INMATE INSTITUTIONAL ASSIGNMENTS
(All Facilities)

Area of assignment	1969-70	Projected 1970-71
Facility management		
Feeding -----	2,602	2,449
Housekeeping/maintenance -----	6,549	6,455
Custody -----	5,779	5,351
Unassigned -----	(891)	(1,637)
Business management -----	367	365
Care and treatment -----	6,790	8,572
Academic -----	(2,107)	(2,840)
Vocational training -----	(2,447)	(2,791)
Correctional industries -----	3,050	3,003
Conservation camps—training -----	2,779	2,805
Totals -----	27,916	29,000

Academic-Vocational Programs

The assignment schedule indicates 2,840 inmates will participate in the academic program in 1970-71, an increase of 733 inmates or 34.7 percent over the current year enrollments. This total represents the full-day inmate enrollment when in actual practice the agency estimates in 1970-71 approximately 9,300 inmates will be enrolled in some phase

Department of Corrections—Continued

of the academic program, either in one-half day school sessions or for an evening or cell study course.

To comply with a legislative request, the agency has developed a plan to evaluate by institution the academic progress of inmate participants in this program. It will measure academic progress consistent with the inmate's actual achievement level at the time of admission to an institution, related to the progress reflected in the achievement test given when the inmate is paroled or discharged.

We recommend that the agency prepare and submit to the Legislature annually a report on the academic achievement of inmates.

Vocational Training

The assignment schedule indicates 2,791 inmates will receive vocational training in the budget year. However, many of these inmates will participate one-half day in the academic program and one-half day in vocational training. The agency projects a total enrollment of approximately 4,300 inmates in vocational training in 1970-71.

The 1968 Legislature requested the department to study and submit an evaluation report on the effectiveness of the vocational training program related to job placement potential and parole performance. During the past two years, the agency has developed this study with particular reference to parolees who received at least 200 hours of vocational training prior to their release.

The department presently, and for the past several years, has provided training in 45 vocations. However, the 20 trades selected for the study were those generally taught in several of the institutions.

A total of 804 inmates who had received vocational training and were subsequently released to parole formed the base for the study. Table 4 indicates the five vocations that reflect the highest percentage in which parolees obtained initial employment related to their vocational training and the five vocations with the lowest percentage in which parolees obtained initial employment.

Table 4
Employment Obtained in Trade Identical or Related to Vocational Training Received

Trade	Initial employment		12 months after release	
	No. inmates	Percentage ¹	No. inmates	Percentage ¹
Sewing machine repair.....	8	71	6	60
Silk screen	14	64	13	38
Machine shop	39	61	23	81
Offset printing	21	56	18	40
Office machine repair.....	32	47	24	48
Total.....	114		94	
Masonry	34	0	14	0
Shoe repair	25	29	12	9
Culinary	60	18	27	15
Baking	54	29	26	15
Refrigeration and air conditioning	18	0	9	0
Total.....	191		88	

¹ Percentage of inmates after deducting those with preprison training in trade.

Department of Corrections—Continued

The data in Table 4 indicate that machine shop leads all trades with a range in percentage of placement from 61 to 81 percent over a one-year period on parole. Conspicuously low are the placements from the masonry and refrigeration and air conditioning programs. Of the 52 inmates trained in these vocations, not one obtained employment in these trades or in a job related to the training they received.

The agency has already reclassified three vocational instructor positions to production positions of supervising cook and meatcutters because of the study results.

As a result of the study the department reports that 12 of the 45 vocations which reflect a low percentage of job placements will be subject to further study and evaluation during the current and budget year to determine whether they should be continued.

Many factors such as a decreasing labor market need for particular skills, the parolees' lack of motivation to engage in steady employment, training methods that may have become obsolete, and placement assistance that may have been inadequate can all contribute to an unsatisfactory performance. However, this initial study has given the agency some rather significant information about the effect of its vocational training on the initial and continuing job performance of parolees.

Much of the evaluative work in this study was performed manually by case review and with a selected sample that represents approximately 20 percent of the inmates that received vocational training in 1967-68.

Other findings that should merit the continued consideration of the departmental administrators are:

1. Inmates released within six months after the termination of their vocational training were placed in the trades to a greater extent than inmates released one year or more after training.
2. Inmates who received the most training are more likely to be placed, and to maintain themselves in the trade in which they were trained.

The department reports it is working on plans to develop a flexibility in programming inmates to insure that qualified inmates will be scheduled for vocational training closer to their date of release.

Another major problem area revealed in the study is the need to develop a workable system of communication with the respective parole units and with the various trade unions and state job placement offices located in all metropolitan areas throughout the state to provide current information on the availability of jobs in the various vocations. In conjunction with this information, the agency can and should coordinate submission of information on a regular schedule to the respective parole units on the number of parolees being released to the unit and the vocations in which they have received significant training. Under present procedure the individual parole agent receives information on inmates that will be subsequently paroled under his jurisdiction. However, he does not generally know the availability of various job

Department of Corrections—Continued

categories in his community at any given time. Yet, the agency depends entirely on the initiative of individual parole agents to assist parolees or on the inmates' own efforts to find a job.

In recent discussions with agency administrators they concur that it is necessary to revise and update procedures relating to job finding and placement of parolees in jobs, particularly for those inmates that have received meaningful training and work experience either in a vocational program, correctional industries, or some other area of institutional operation.

We believe it is essential for the agency to continue making an annual evaluation of inmates paroled and their success in obtaining jobs in the area of their vocational training. In subsequent years the agency should report to the Legislature on the annual cohort of releases in this category as to the percentage that obtained employment in a trade identical or related to the vocational training received while in prison.

Specifically we recommend that the agency submit an annual report that will reflect the work performance of parolees that received a minimum of 300 hours of vocational or correctional industries training while incarcerated in a correctional facility.

Correctional Industries

In addition to vocational training this program consists of industrial and agricultural enterprises conducted in nine institutions. In 1970-71 approximately 3,000 inmates will be employed in meaningful work experiences ranging from woodworking and food processing to dairy and farming operations.

In 1968-69, gross sales from all operations totaled \$12,106,000 with a net profit of \$308,000, an increase of \$237,300 over the prior year's operations.

In conjunction with the ongoing evaluation of vocational training, this agency is developing procedures to produce a report that will reflect the inmate's job performance on parole related to his correctional industries work experience.

Conservation Centers and Camps

In 1970-71 the department estimates 6,120 inmates will be assigned to this program with 3,315 inmates in the three conservation centers located at Susanville, Jamestown and Chino. An additional 2,805 inmates will be assigned to the 34 conservation camps that are operated by the agency in conjunction with the Division of Forestry.

The agency estimates an expenditure of \$14,202,630 in 1970-71 to operate this program. This is a reduction of \$129,485 from the amount estimated for the current year.

Table 5 reflects the parole performance of the annual cohort of inmates released from the conservation centers to parole and indicates a significant reduction in returns to prison in 1966 and in subsequent years.

Department of Corrections—Continued

Table 5

Male Felons Returned Each Year After Parole From Conservation Centers
(Cumulative Percentage)

	1963	1964	1965	1966	1967	1968
Total number paroled -----	221	1,065	1,517	2,053	2,321	2,001
Parolees returned WITHOUT new commitment:						
Year of release -----	4.1	7.1	8.8	5.0	6.5	5.2
First year after parole --	22.2	22.5	23.7	17.2	18.8	
Second year after parole	29.9	28.4	31.8	24.3		
Parolees returned WITH new commitment:						
Year of release -----	0.9	3.3	4.9	2.7	1.7	1.7
First year after parole --	9.5	11.5	10.6	8.8	6.7	
Second year after parole--	14.0	14.4	14.3	11.5		
Total returned to prison:						
Year of release -----	5.0	10.4	13.7	7.7	8.2	6.9
First year after parole --	31.7	34.0	34.3	26.0	25.5	
Second year after parole	43.9	42.8	46.1	35.8		

Narcotic Civil Addict Program

This program was established by the 1961 Legislature (Division 3, Section 3000 of the Welfare and Institutions Code) to provide a new method of treatment for persons addicted to narcotics or to individuals that by their actions were in imminent danger of becoming addicted to narcotics.

It should be noted that although the department estimates that 4,425 civil addict cases, or 15 percent of the total institutional population, will participate in this specialized treatment program, no information other than a population table is submitted in the program budget.

In 1970-71, approximately \$14,000,000 will be expended for the institutional care and treatment of civil narcotic addict commitments.

In the current year, the median stay for narcotic addicts before first release to outpatient status is approximately 10 months.

The annual increase in court commitments to this program has forced the agency to utilize bed capacity in institutions that had originally been planned and constructed for the anticipated increase of felon commitments. Table 6 indicates the distribution of the civil addict average daily population now projected by the agency for 1969-70 and 1970-71.

Table 6
Distribution of Civil Addict Population ¹

<i>Institution</i>	<i>Reestimate 1969-70</i>	<i>Estimate 1970-71</i>
California Rehabilitation Center-----	2,045	2,325
California Correctional Facility-----	950	1,125
Correctional Training Facility-----	-	345
Men's Colony (East)-----	125	135
California Medical Facility-----	25	25
Patton State Hospital (Women's unit)-----	425	460
Institution for Women-----	10	10
Totals-----	3,580	4,425

¹ Average daily population.

Department of Corrections—Continued

On the basis of the revised population estimate for 1970-71 submitted by the agency, the A.D.P. of civil addicts as indicated in Table 6 will increase 845 cases or 23.6 percent over the 1969-70 population.

Since the enactment of the probation subsidy law in 1965, the composition of civil addict commitments reflects an increase in the number of felony conviction cases that were set aside, with the individual being committed to the civil addict program.

Statistical reports compiled by the agency indicate that in 1963, 65.6 percent of male civil addict commitments were charged with felonies. In 1968, 72.6 percent of civil addict commitments were charged with felonies.

In July and August of 1969, the department made an effort to eliminate from the program uncooperative and recalcitrant inmates that disrupted treatment procedures because they would not participate in the daily program. The agency referred back to the courts 174 of these cases for "exclusion" proceedings because the court must determine ultimate disposition. Information has been obtained on 139 court dispositions or 80 percent of the cases referred by the agency. A total of 58 cases or 41.7 percent were recommitted to the department by the courts as criminal commitments. However, 81 cases or 58.3 percent of the total were disposed of by the court by placing the individual on probation, probation with county jail sentence, county jail sentence or referral for a diagnostic evaluation. This court action in conjunction with a random case review conducted by our office confirms the contention that some courts are sending "hard core" criminals to the civil addict program instead of committing them as felons.

It should be noted that Section 1825 (b) of the Welfare and Institutions Code relating to the payment of a state subsidy to counties for reducing commitments to the Department of Corrections and the Youth Authority states that counties will be charged with "new criminal commitments to the Department of Corrections." Therefore, the narcotic addict cases with felony charges set aside committed to the department are not charged against the county and therefore do not act to reduce the probation subsidy payment paid to the county. The state assumes the full cost and responsibility for the involuntary commitments to this program for a maximum period of seven years from the date of commitment. At this time, approximately 97 percent of the civil narcotic addict population consists of involuntary commitment cases.

We recommend that the Legislature amend the law to provide that all commitments to the department shall be charged against the committing county to eliminate this imperfection in the present law.

Tables 7 and 8 reflect the performance of male and female outpatients by cohort year of release.

Under existing law, the agency can refer cases back to the court with a recommendation for discharge if the individual has been drug-free for three years. The important data reflected in the tables is the line titled "returned to court for discharge."

Table 7 indicates 133 or 9.9 percent of the 1965 male cohort and 101 or 15 percent of the 1964 male cohort were discharged by the courts. The 1965 male cohort of 1342 outpatients indicates a decline in cases dis-

Table 7
Male Civil Narcotic Addicts Released to Outpatient Status
(By Cohort Year of Release)

Status	1963		1964		Year of release to outpatient status				1967		1968	
	No.	Pct.	No.	Pct.	1965	Pct.	1966	Pct.	No.	Pct.	No.	Pct.
Number released to outpatient status-----	618	100.0	677	100.0	1,342	100.0	1,247	100.0	2,119	100.0	2,508	100.0
Status as of 6-30-69												
Active outpatient status -----	2	0.3	3	0.4	40	3.0	165	13.2	301	14.2	704	28.1
Inactive outpatient status ¹ -----	4	0.6	8	1.2	33	2.4	64	5.1	171	8.1	400	15.9
Returned to CRC -----	438	70.9	509	75.2	1,012	75.4	895	71.8	1,490	70.3	1,336	53.3
Died -----	11	1.8	5	0.7	21	1.6	12	1.0	32	1.5	23	0.9
Discharged from civil commitment -----	163	26.4	152	22.5	236	17.6	111	8.9	125	5.9	45	1.8
Returned to court for discharge -----	89	14.4	101	15.0	133	9.9	16	1.3	-	-	-	-
Discharged by the Department -----	12	1.9	9	1.3	24	1.8	27	2.2	15	0.7	4	0.2
Writ (Habeas Corpus) -----	40	6.5	13	1.9	19	1.4	7	0.5	11	0.5	3	0.1
Returned with new felony commit. -----	18	2.9	20	3.0	45	3.4	37	3.0	55	2.6	29	1.1
Other court order discharge -----	4	0.7	9	1.3	15	1.1	24	1.9	44	2.1	9	0.4

¹ Cases in suspended status, in detention, or whereabouts unknown.
Source—Department of Corrections—Statistical Unit.

Table 8
Women Civil Narcotic Addicts Released to Outpatient Status
(By Cohort Year of Release)

Status	1963		1964		Year of release to outpatient status				1967		1968	
	No.	Pct.	No.	Pct.	1965	Pct.	1966	Pct.	No.	Pct.	No.	Pct.
Number released to outpatient status-----	181	100.0	181	100.0	235	100.0	250	100.0	372	100.0	374	100.0
Status as of 6-30-69												
Active outpatient status -----	-	-	3	1.7	3	1.3	34	13.6	79	21.2	130	34.8
Inactive outpatient status ¹ -----	4	2.2	2	1.1	9	3.8	12	4.8	47	12.6	87	23.3
Returned to CRC -----	107	59.1	112	61.9	160	68.1	179	71.6	215	57.8	148	39.6
Died -----	3	1.7	4	2.2	3	1.3	4	1.6	4	1.1	3	0.7
Discharged from civil commitment -----	67	37.0	60	33.1	60	25.5	21	8.4	27	7.3	6	1.6
Returned to court for discharge -----	24	13.3	42	23.2	35	14.9	8	3.2	-	-	-	-
Discharged by the Department -----	6	3.3	-	-	9	3.8	2	0.8	8	2.2	1	0.3
Writ (Habeas Corpus) -----	35	19.3	9	5.0	9	3.8	1	0.4	6	1.6	3	0.7
Returned with new felony commit. -----	-	-	4	2.2	3	1.3	5	2.0	2	0.5	1	0.3
Other court order discharge -----	2	1.1	5	2.7	4	1.7	5	2.0	11	3.0	1	0.3

¹ Cases in suspended status, in detention, or whereabouts unknown.
Source—Department of Corrections—Statistical Unit.

Department of Corrections—Continued

charged of 4.7 percent for male cases when compared to the performance of the 1964 releases on outpatient status.

In this program, civil addicts on outpatient status are assigned to special parole supervision and are also subject to Nalline and urine tests to insure the parole agent that the addict has not returned to the use of narcotics or other dangerous drugs. When a test reveals the outpatient is using drugs, he is returned to the facility for further treatment. Table 9 reflects the status of the institutional population on June 30, 1969. It indicates that 44.7 of the population returned to the use of narcotics or dangerous drugs when they were released to outpatient status. However, the returns represent a slight reduction of six-tenths of 1 percent over the returnees in 1968.

Table 9
Civil Narcotic Addict Program
As of June 30, 1969

Type of admission	Total		Males		Females	
	Number	Percent	Number	Percent	Number	Percent
Total population	2,649	100.0	2,197	100.0	452	100.0
Not released to outpatient status						
since committed	1,466	55.3	1,208	55.0	258	57.1
Returned since release to						
outpatient status	1,183	44.7	989	45.0	194	42.9
Returned once	729	27.5	608	27.7	121	26.8
Returned twice	328	12.4	275	12.5	53	11.7
Returned three or more times	126	4.8	106	4.8	20	4.4

RELEASE PROGRAM

In California under the present indeterminate sentence law the decision as to the time an individual committed to the department must spend in an adult correctional institution and on parole status is determined by boards established for that purpose.

The department routinely refers all cases to one of the three boards established by the Legislature to determine the length of time the individual shall be imprisoned.

The Governor appoints members to serve on the respective boards for terms of four years. Each board determines sentences for the specific types of cases under its jurisdiction.

- (a) The Adult Authority under powers and duties in Sections 3000-5094 of the Penal Code is responsible for male felon cases.
- (b) The Women's Board of Terms and Parole under powers and duties in Sections 6035-6053 of the Penal Code is responsible for female felon cases.
- (c) The Narcotic Addict Evaluation Authority under powers and duties in Section 3150 of the Welfare and Institutions Code is responsible for male and female narcotic addict cases.

The total expenditure to perform the functions of these boards in the budget year is \$983,946. This represents an increase of \$6,239 over the amount now estimated to be expended in 1969-70.

Department of Corrections—Continued
Parole and Community Services

In 1970-71 this division will supervise an estimated caseload of 17,203 male and female parolees. It operates through a statewide system of five regional offices and 65 parole units located in 27 offices in various communities throughout the state. The division also supervises the operation of three community correctional centers and two outpatient psychiatric clinics located in Los Angeles and San Francisco. A fourth correctional center authorized by the 1969 Legislature is in the planning stage and will be located in the Los Angeles area.

The department is requesting \$11,601,478 for this division in 1970-71. This is \$1,010,611 or 9.5 percent over the amount now estimated to be expended in 1969-70.

In the budget year, the estimated caseload of 17,203 cases will be assigned as follows:

- 7,905 cases or 45.9 percent conventional supervision (1 parole agent—68 parolees)
- 5,200 cases or 30.3 percent special supervision (1 parole agent—35 parolees)
- 4,098 cases or 23.8 percent narcotic addict (1 parole agent—32 parolees)

We concur with the department's request for 52 additional parole positions which will be required to provide supervision for the projected increase in the parole caseload in accordance with approved workload standards.

Psychiatric Outpatient Clinics

The agency is requesting \$96,984 for four additional psychiatrists and two clerical positions to augment the present staff of the two outpatient clinics operated by the agency in Los Angeles and San Francisco.

On the basis of workload information submitted, we concur with the department's request.

The agency reports that 11,767 psychiatric evaluations were completed in the institutions at the Adult Authority's request in 1968-69. This was an increase of 1,285 or 3.5 percent over the number of psychiatric evaluations completed in 1967-68. As of November 1969, the outpatient clinics had a total active caseload of 1,042 cases with 958 cases or 91.9 percent of the total being assigned by the Adult Authority. These cases were released to parole with a mandatory requirement to receive psychiatric treatment. This caseload increased 214 cases or 29.9 percent over the 1968 total.

We were informed by the agency that at this time 92 percent or approximately 958 cases receive weekly psychotherapy, drug therapy treatment or a combination of both at the respective clinics.

Considering the increase in this workload we believe it is essential for the agency to develop an annual cohort of these cases and provide the Legislature with an annual performance report.

We recommend that the agency submit an annual parole performance report to the Legislature on the cohort of outpatient psychiatric cases.

**Department of Corrections—Continued
Experimental Programs**

The department has been conducting four experimental programs authorized by the Legislature in recent years.

1. S.T.R.U.—Short Term Return Units
2. Work Furlough—Work out, live in state or county facility
3. Community Service Trainee—Selected to work in ghetto areas
4. Special supervision parole caseload—reduced caseload experiment

We recommend approval to the continuation of each of these programs on the basis of the annual performance reports submitted to the Legislature. Each program is summarized hereafter.

Short-Term Return Unit

This program was initiated in the 1966-67 fiscal year to provide a short-term return to institutional treatment for selected parole violations with the approval of the Adult Authority.

Presently a parolee that has had his parole revoked either for a technical violation or commission of another crime spends an average of 19 months in an institution before being rereleased to parole.

This program plans a maximum institution in time of six months.

In 1968-69 a total of 1,114 men were terminated from the Short-Term Return Unit with 947 or 85 percent being returned to parole status.

On 228 participants released in 1968, 71 or 56.8 percent are on satisfactory parole status one year after release. This compares favorably with prior years' information.

Work Furlough

There are now 22 counties in the state conducting their own work furlough program, and the state has contractual arrangements with seven counties.

Since the inception of the work furlough program in this department in April 1966, 1,027 inmates have participated and their earnings total \$840,800 or approximately \$818 per worker. Of the amount earned, \$200,000 was paid to the counties for cost of care, \$100,000 paid to the state for administration and supervision and \$100,000 paid in income tax and fringe benefits. While this information is impressive, the parole performance information on the basis of a 12-month followup of 101 furlough cases released to parole, approximately 70 percent maintained a satisfactory parole performance which compares favorably with the annual cohort of inmates released to parole.

Community Service Trainee—Parole Aide Program

This program was initially financed by the federal government as a "New Careers" job development training program for unemployed adults in the ghetto areas of San Francisco, Oakland, Fresno, Los Angeles and San Diego.

In 1970-71 the department is requesting \$217,212 to operate the revised program concept and provide 26 trainee positions located in parole offices in the aforementioned cities.

Department of Corrections—Continued

The agency submitted a progress report on the 40 parole aides that have participated in this program since December 1967. A total of 13 or 32.5 percent left the program and of this number, eight were discharged for unsatisfactory performance. The ethnic composition of the 26 aides still in the program is as follows: 20 Negro, 3 Mexican-American, 1 Puerto Rican, 1 Filipino and 1 Caucasian. The agency reports that in the fall of 1969, the academic status of the trainees reflects real progress. Ten have completed their first semester of college, 10 have completed one year, six have completed two years and one has completed 2½ years of college.

In addition to the 20 hours of academic work, the trainees also work a minimum of 20 hours in the parole unit to which they are assigned and, based on the report submitted, all trainees are making a meaningful contribution in their liaison work between parolees in the ghetto areas and parole agents.

We concur with the agency's request for continuation of this experimental program.

Special Supervision Caseload (Work Unit Program)

This program was initiated in 1964 to increase the time and attention parole agents could devote to parolees with histories of violence and aggressive acts and with certain felon narcotic addicts. These cases were classified as special and assigned to a parole agent with an average work unit caseload of 35 which, on a weighted basis as set forth in the following criteria, would total 120 units.

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

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

The program initially did not provide for a control group, i.e., a complement of parolees with comparable records being assigned as conventional caseloads to parole agents handling an average of 68 cases. The 1967 Legislature requested the agency to establish a control and experimental cohort of parolees to provide a basis for subsequent evaluation reports on the performance of parolees in each cohort.

The agency complied with this request and on the basis of data available after one year, of 1,042 parolees assigned to conventional supervision, 173 or 16.6 percent were returned to prison. On the other hand, of the 1,364 parolees assigned to work unit supervision, 201 or 15.5 percent were returned to prison. While these data are favorable to the work unit program, the 116 aggressive history cases in the control unit are too few to produce a meaningful evaluation and the comparison has been made over too short a time to be definitive.

Department of Corrections—Continued

We recommend that the agency continue assigning cases to these cohorts and provide the 1971 Legislature with a two-year record of performance on these caseloads.

Performance of Parolees

The only meaningful index of performance that provides some basis to determine the effect past and present institutional and parole programs may have had on the felons committed to this department is the performance of these individuals when they are released to parole or discharged.

Table 10 reflects the male felon performance on parole related to year of release to parole from 1963 to 1968 inclusive.

The downward trend in the percentage returned to prison reflected in the table is encouraging. However, we find, referring to prior years' performance, the 1958 cohort of releases after two years on parole had a revocation rate of 37.9 percent and in the following four years revocations increased to a high of 46.7 percent in 1962.

There is no definitive explanation of the change in the trend in returns to prison, but improvement in parole supervision and the utilization of community resources have contributed to it.

Table 10
Male Felon Parolees Returned to Prison
(Cumulative Percentage)

	1963	1964	1965	1966	1967	1968
Total number paroled	5,821	7,216	8,163	6,489	6,709	6,021
Parolee returned WITHOUT						
new commitment:						
Year of release	9.0	7.9	9.5	6.5	7.9	6.2
First year after parole	26.2	24.2	22.7	20.4	21.6	
Second year after parole	32.8	29.7	28.8	26.9		
Parolees returned WITH						
new commitment:						
Year of release	3.4	2.8	3.5	2.7	2.1	1.6
First year after parole	10.4	9.8	10.0	9.1	7.1	
Second year after parole	13.3	12.8	12.3	11.7		
Total returned to prison:						
Year of release	12.4	10.7	13.0	9.2	10.0	7.8
First year after parole	36.6	34.0	32.7	29.5	30.7	
Second year after parole	46.1	42.5	41.1	38.6		
Male Felon Parolees on Inactive Parole Status ¹						
Same year	7.6	7.9	9.4	9.7	9.5	7.8
1st year	8.3	9.2	8.9	10.3	9.6	
2nd year	5.6	6.4	6.4	7.0		

¹ Parole cases in local detention or (whereabouts) unknown.
Source—Department of Corrections, statistical section.

Department of Corrections
TRANSPORTATION OF PRISONERS

Item 66 from the General Fund

Budget page 199

Requested 1970-71	\$116,600
Estimated 1969-70	113,300
Actual 1968-69	99,968
Requested increase \$3,300 (2.9 percent)	
Total recommended reduction	None

We recommend approval.

This appropriation provides funds to reimburse counties and the department for expenses incurred in conveying persons to and from state prison, including the return of parole violators to other states in accordance with provisions of the Western Interstate Corrections' Compact.

Department of Corrections
RETURNING FUGITIVES FROM JUSTICE

Item 67 from the General Fund

Budget page 199

Requested 1970-71	\$318,000
Estimated 1969-70	309,000
Actual 1968-69	299,806
Requested increase \$9,000 (2.9 percent)	
Total recommended reduction	None

We recommend approval.

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

Department of Corrections
COURT COSTS AND COUNTY CHARGES

Item 68 from the General Fund

Budget page 199

Requested 1970-71	\$290,000
Estimated 1969-70	309,000
Actual 1968-69	202,452
Requested increase—None	
Total recommended reduction	None

We recommend approval.

This appropriation provides the agency with funds to reimburse counties for cost of trials, coroners' expenses and related expenses that are incurred on behalf of prisoners in state correctional institutions.

DEPARTMENT OF THE YOUTH AUTHORITY

Item 69 from General Fund

Budget page 204

Requested 1970-71	\$47,356,808
Estimated 1969-70	47,230,582
Actual 1968-69	42,597,109
Requested increase \$126,226 (0.3 percent)	
Increase to improve level of service \$118,290	
Total recommended reduction	\$4,895

SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS

Fricot Older Wards Program

	<i>Amount</i>	<i>Analysis page</i>
<i>We recommend approval of this new program.</i>		
Delete 1 Janitor Position (Effective 8-1-70)	\$4,895	168

GENERAL PROGRAM STATEMENT

The Department of the Youth Authority and the Youth Authority Board were created under provisions of the Youth Authority Act adopted in 1941. The act was codified in Chapter 2.5 commencing with Section 1700 of the Welfare and Institutions Code. The intent of the Legislature in forming these agencies was "... to protect society more effectively by substituting for retributive punishment methods of training and treatment directed toward the correction and rehabilitation of young persons found guilty of public offenses. To this end, it is the intent of the Legislature that the chapter be liberally interpreted in conformity with its declared purpose."

The department has attempted to carry out the legislative mandate both in the operation of its institutions and community programs. Within the institution program it has eliminated corporal punishment, provided prevocational and vocational training, implemented academic programs (elementary to college levels), established specialized treatment programs for problem cases, and increased counseling and casework services by increasing professional caseworkers and reorganizing staff into treatment teams and renaming the custody staff "youth counselors."

The department, with the use of federal funds, has been able to further enrich the institution programs primarily in the academic and casework areas.

Since its inception the department has sponsored and/or participated in various subsidy programs directed toward providing more treatment for the delinquents in the local communities. These programs include subsidies for construction and maintenance of local juvenile facilities, enriched probation services, and delinquency prevention activities.

The department will operate nine institutions, three reception centers, four forestry camps, and a parole system with parole agent units located throughout the state. The Older Boys' Reception Center and the DeWitt Nelson School for Boys will not be opened during the

Department of the Youth Authority—Continued

current year as authorized in the 1969-70 budget nor are they budgeted for operation in the 1970-71 fiscal year. The ward population which would have been housed at these facilities will be cared for in other institutions of the department as well as in facilities of the Department of Corrections.

ANALYSIS AND RECOMMENDATIONS

The program budget of the department is supported by General Fund appropriations, federal grants, and reimbursements from various sources, and totals \$69,830,176 which is distributed by program as shown in Table 1.

Table 1
Youth Authority Expenditures by Program

<i>Summary of Program Requirements</i>	<i>Actual 1968-69</i>	<i>Estimated 1969-70</i>	<i>Proposed 1970-71</i>
1. Community services -----	\$11,596,008	\$18,771,647	\$20,672,315
2. Rehabilitation -----	43,575,570	48,112,700	48,357,455
3. Research -----	677,755	668,765	568,030
4. Administration—distributed to other programs -----	(2,240,079)	(2,296,605)	(2,303,163)
5. Administration—undistributed --	252,082	232,000	232,376
Program Totals -----	\$56,101,415	\$67,785,112	\$69,830,176
Reimbursements -----	—1,617,922	—1,654,354	—1,629,521
Net Totals -----	\$54,483,493	\$66,130,758	\$68,200,655
General Funds -----	53,186,842	64,721,022	66,813,963
Federal funds -----	1,296,651	1,409,736	1,386,692

Table 1, reflects the full program costs and in the community services program includes part of Item 69 which is the department's primary budget item and all of local assistance Items 255 through 260. The local assistance items comprise \$19,413,615 of the \$20,672,315 allocated to community services in 1970-71.

The departmental support budget totals \$47,356,808 which is an increase of \$126,226 or 0.3 percent over estimated expenditures of \$47,230,582 for the current fiscal year.

The expenditures shown in Table 1 are based on apportioning the cost of personnel, operating expenses and equipment on a judgmental basis, as cost accounting systems have not been implemented. Therefore, complete accuracy in costing out various programs, components and elements is not possible.

Our analysis of the department's budget request will be related to specific program activities. However, when necessary, we will refer to line item information obtained from the agency or the salary and wage supplement, which is presented to the Legislature as a separate document, for clarification on specific positions, operating expense and equipment requests included in the budget.

COMMUNITY SERVICES

The community services program includes the Division of Community Services, formerly the Division of Delinquency Prevention and Probation Services, as well as programs relating to special probation

Department of the Youth Authority—Continued

supervision, local juvenile camp and home construction and operation, and other local assistance projects. The total amount allocated to this program in fiscal 1970-71 is \$20,672,315. The total expenditures consist of \$125,000 federal funds, \$86,742 in reimbursements and the remainder in General Funds. All of the federal funds and \$19,413,615 of the General Funds are to be expended on local assistance programs that are separate budget items discussed in another portion of the analysis. The remainder, \$492,609 plus \$615,941 in administrative support cost prorated to this program, represents the direct 1970-71 cost of the Division of Community Services.

The amount requested for direct costs represents a net decrease of \$781 below 1969-70 estimated expenditures. There are no proposed new positions, increased operating expenses or equipment requested. The department has transferred two positions into this division from general administration and has substituted an existing deputy director position for the former position of chief, Division of Delinquency Prevention. These administrative changes are part of the departmental reorganization including a new title for the division.

Divisional Reorganization

The reorganization consists primarily of upgrading the supervisory level of the unit from division chief to deputy director status at an increased salary cost of \$2,700 and changing the organization of the unit staff.

The stated purpose of the reorganization is to better coordinate departmental resources and efforts toward a more effective and efficient community services program. It is not clear at this point how the reorganization will actually improve the overall program. Only experience will show whether the unit provides more effective and efficient community services programs.

The department states that the Community Services Program is based on the premise that prevention of delinquency and rehabilitation of law violators can best be accomplished at the community level. There is not sufficient scientific evidence to support this premise and community programs of incarceration and supervision are based primarily on the social desirability of maintaining the youthful offender in the community. If the rehabilitation of wards could be best accomplished at the community level as stated in the program budget then our state institutions should be closed and the wards returned to the communities. The program budget does not identify the community programs and the extent of success achieved. Approximately one year ago, we queried this departmental unit on the nature and extent of delinquency prevention programs in local communities with negative results. We recommended in the 1969-70 analysis that the department develop a roster of at least the major organizations and groups working in local delinquency prevention programs and prepare summary statements on major delinquency prevention programs. We question the unit's ability to "strengthen and improve local, private and governmental services in the prevention of delinquency . . ." as stated in the program budget,

Department of the Youth Authority—Continued

if it is not more fully aware of what programs are being offered in the communities. The department subsequently advised that a complete index would be extremely difficult and costly to maintain due to the continuous change in local activities. The department advised that members of its delinquency prevention staff are generally conversant with such activities in their assigned regions.

Delinquency Prevention

The department states that local communities lack the resources (i.e., programs, funds, knowledge, and personnel) to combat delinquency effectively. This observation is offered in support of the need for the department's Community Services Programs. In defense of local government, it should be noted that the prevention of delinquency and the rehabilitation of juvenile offenders has been left largely to the local communities. For instance, the Bureau of Criminal Statistics has reported that in 1968 there were 366,451 juvenile delinquency arrests in this state. In that same year 140,783 juveniles, most of whom were included in the arrest figures, were initially referred to local probation departments. The majority of these delinquents were handled locally in some manner ranging from release by the arresting authority, by local probation supervision in the community or in local detention facilities. The state in 1968 received 4,689 new juvenile commitments. Therefore it is obvious that local government is and has been more directly and extensively involved in the handling of delinquents than the state.

The Youth Authority is concerned with a relatively small group that has previously experienced the various local programs and treatment processes directed toward the predelinquent and delinquent. The Youth Authority traditionally has directed its programs toward rehabilitation of the wards it receives from the counties. It should continue its efforts in this regard, but should also direct its vast diagnostic, counseling, casework, and research activities in the institutions and on parole to determining and documenting the causes of delinquency. Other state social and educational agencies should be brought into this effort whenever and wherever appropriate.

Juvenile Arrest Data

In 1968, the latest year for which data are available, juvenile arrests reported totaled 366,451. When compared on a rate per 100,000 population under 18, this represented a 42 percent increase in the rate of juvenile arrests over 1960. The under-18 age group is used because it is more representative of the population handled by juvenile agencies and makes allowance for our disproportionately large youth population. A comparison with total population would tend to exaggerate the juvenile delinquency problem because of the disproportion of juvenile population to total population.

Drug involvement distorts the arrest data on a percentage basis. In 1960, there were 1,624 juvenile drug arrests reported for the entire state. This represented an arrest rate of 76.6 persons per 100,000. Total of such arrests for 1968 was 29,947 or a rate of 1,001.6 per 100,000

Department of the Youth Authority—Continued

juveniles. Therefore, the arrest rate for these offenses in 1968 increased 1,207.6 percent over 1960.

While the total juvenile arrest rate for 1968 increased 42 percent over 1960, if drug and delinquent tendency cases are excluded, arrests for other law violations increased only 18.1 percent over that same period.

In 1968 over 213,000 juveniles were arrested for delinquent tendencies. This category includes a variety of delinquent activities not falling into the more classic crime categories. It is this group and other pre-delinquents for which local programs should be developed to forestall them from engaging in the more serious violations.

REHABILITATION

The rehabilitation program includes the institution and parole programs of the department. While previously budgeted as separate units, they are now merged into a single program and treatment concept continuing from the initial reception and diagnosis of the ward through institutional care, if any, and culminating with final discharge of the ward from parole.

The total costs for this program for 1970-71 are projected at \$48,357,455 which is \$244,755 or 0.5 percent over estimated 1969-70 total program costs. These consist of \$45,759,189 of General Fund moneys, \$1,057,769 federal funds, and \$1,549,497 in reimbursements that will be used in the program.

The General Fund cost for 1970-71, including reimbursements, totals \$47,299,686, an increase of \$254,873 over 1969-70.

The department's budget requests for 1970-71 reflects two separate internal reorganizations that will be effected in the current and budget year. One is a reorganization of the reception centers and the other relates to the merging of institutional and parole administration on a regional basis. The reception center reorganization has been implemented. The institution and parole merger has been partially completed but requires legislative approval of some proposed new positions to be fully operative.

Reception Center Reorganization

We recommend approval of this reorganization as proposed and the 2.3 new positions requested for the activity.

Under the previous system, diagnostic work was performed by social workers and psychologists, with educational testing being performed by the academic teachers. Under the reorganized procedures, the diagnosis is completed by a team consisting of the living unit officers, i.e., youth counselors, the social workers, psychologists and teachers. Each team is responsible for a 50-ward unit.

By staff reclassification and reassignment of duties and functions the department was able to establish the treatment team supervisors, increase half-time training officers to full-time positions at each center, provide testing technicians to relieve teachers of their testing duties and thereby provide more instructional time, all without increasing the number of employees or total salary costs. In addition the department

Department of the Youth Authority—Continued

contemplates it will reduce the time required for ward reception processing by one week which will result in a significant reduction in cost.

Institution and Parole Reorganization

We recommend approval of this reorganization and the position reclassifications, deletions and additions necessitated thereby.

Traditionally the institution and parole functions have been distinct and separate. Each separate organization was headed by a division chief at the departmental level who reported to the deputy director. Below the respective chiefs were two deputy chiefs in each division. These deputies were assigned responsibilities on a north-south regional basis. Administrative supervision below this level included institution superintendents and parole area administrators.

The department found that there was insufficient communication between these two functions which resulted in some lack of continuity in treatment. The department also found that the rapid and substantial expansion of its parole organization did not provide for sufficient regional supervisors. Therefore, the administrative workload was greater than could be handled by the existing structure and resulted in inadequate supervision.

In order to overcome these deficiencies and hopefully to provide a better coordinated and more meaningful total program, the department has proposed and partially implemented a merger of these two program units. The proposed organization would eliminate the chiefs of the institution and parole divisions and substitute a deputy director and assistant deputy director of the Division of Rehabilitation. The currently authorized administrative superintendents of the Northern and Southern California Youth Centers would be reclassified to chiefs of Rehabilitation Services, north and south, and be made administratively responsible for all institutional and parole units in their regions. The existing deputy chiefs of parole and of institutions would be assigned to these regional chiefs. There would also be established five additional parole supervisors to augment the five currently authorized. This would substantially reduce the number of parole units under each supervisor and increase significantly the administrative control over the parole units.

This reorganization, including the cost of some upward reclassifications and five new positions would be accomplished without an increase in budgetary costs. This is due to the fact that cost increases have been more than offset by downward reclassification and abolishment of other positions resulting in a net salary savings of \$13,164 based on 1969-70 salary levels.

Whether or not the organizational merger of parole and institutions will overcome the deficiencies in the previous organizational structure will have to await subsequent evaluation. The primary question for future evaluation is the effect on rehabilitation of the wards.

Employee and Program Adjustments

The department is proposing workload and administrative staff adjustments, resulting in a gross reduction of 206.2 currently authorized

Department of the Youth Authority—Continued

positions. Partially offsetting this total reduction are requests for 86.3 new positions, resulting in a net decrease of 119.9 positions at a salary savings of \$1,135,010. Some of the deletions are a result of the reorganizations previously discussed, but 162.3 positions at a salary reduction of \$1,438,026, are due to the administrative decision not to open the DeWitt Nelson School for Boys and the Older Boys Reception Center. The decision is partially due to a failure to reach projected population totals which results from (1) reduced intake rates, (2) the effect of the probation subsidy program and (3) not removing wards from Department of Corrections facilities to the extent previously planned. The subsidy program and other factors will be more fully discussed in the analysis of the probation subsidy budget item. There are also budgetary advantages in maintaining the wards at the Deuel Vocational Institution at a lower per capita cost than would be applicable to the DeWitt Nelson School. This is especially true during the initial year of operation when employment of staff precedes the buildup of population which results in higher per capita expenditures than in a fully utilized facility.

If these two facilities were opened, it would release bed capacity in Department of Corrections institutions which could be used to reduce double-celling of inmates. The concept of one man per cell has been adopted by the Legislature, but implementation to achieve this objective is being deferred due to budgetary restrictions.

A total of 25.3 of the 86.3 proposed new positions represent standard staffing for the last two living units at the Karl Holton School for Boys. This completes the staffing and ward increase at that facility. The positions were administratively established during the current fiscal year to handle population increase and because of the administrative decision not to open the DeWitt Nelson School. The Holton School will be operating at its designed capacity during the current and budget years.

Food and Laundry Positions at N.C.Y.C.

A total of 16.4 feeding and laundering positions were not budgeted during the current year at the Northern California Youth Center on the assumption that wards from the Nelson School would relieve them of their duties. Because the opening of the Nelson School has been deferred, it was necessary to administratively reestablish these positions in the current year and propose them as new positions in the 1970-71 Governor's Budget. *We recommend approval of these positions.*

We have discussed with the department the possibility of placing older wards in the O. H. Close or Karl Holton Schools to perform the duties of these 16.4 positions. The department advises that at the time of preparing the budget it did not have a sufficient number of suitable wards of the type being placed in the Fricot School to also place them in Holton or Close facilities and therefore eliminate the necessity of requesting these new positions. We are advised that the department is continuing to review its population to ascertain if suitable wards are now available. *We recommend that the department review its older ward population at all facilities to determine if suitable wards are now*

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available to perform the duties and report the results to the Legislature.

Parole Aide Program

We recommend continuation of this program that was initiated by the agency in 1968-69 with federal funds.

The department is requesting the 26 parole aide positions at an estimated total cost of \$168,864 in 1970-71. Of this amount the agency will be reimbursed \$50,574 by the federal government. Therefore, the net state cost will total \$118,290 in the budget year.

The Department of Corrections has a comparable program in operation, both agencies having recruited the personnel involved from the ghetto areas of San Diego, Los Angeles, Fresno and Oakland.

The minority group youths employed are provided the opportunity to continue their education in local institutions of higher learning in addition to performing work in the parole units to which they are assigned. The agency reports the liaison work of these aides in the ghettos is providing meaningful assistance to parole agents working with parolees in these areas.

The department should submit a definitive annual report to the Legislature on the academic and work performance of each trainee employed.

Fricot Older Wards Program

We recommend approval of this new program.

Another new program presented in the budget will require one new position of group supervisor and allow deletion of one teacher and nine food service assistants at the Fricot Ranch School for Boys. This school primarily houses the youngest male wards in the department, i.e., ages 8-13. Because of its small capacity (225 wards) and location it has been the highest per capita cost institution in the department. This high cost factor plus a reduction in the commitment of younger wards prompted the department to review the programs and operation of this facility. As a result the department is assigning 50 selected older wards to this school. The older wards will work in the feeding programs and also as staff aides in other programs which will permit the deletion of the food service positions. The older wards will perform 20 hours work per week in these programs. They will be required to carry a minimum of 10 academic units, but the agency anticipates wards will average 13 to 14 units of college level courses under the supervision of Columbia Junior College.

The department anticipates a net savings of \$45,000 as a result of the implementation of this program. The adoption of this enlightened approach should be supported and we believe the department should establish such college level programs wherever feasible.

Closure of Girls Living Units

There has been a significant decrease in the commitment of girls to the Youth Authority. This has been due primarily to the operation of the probation subsidy program. As a result of this decline in female population, the department is closing one 40-bed unit at the Los Guilu-

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cos School and two 50-bed units at the Ventura School in fiscal 1969-70 and 1970-71.

1 Janitor (effective 8/1/70)

This proposed new position is requested to provide services to the Older Boys Reception Center.

We recommend deletion of the position.

This position, plus a stationary engineer currently authorized, is requested for 1970-71 to provide minimal maintenance service for this new facility to be completed, but not occupied during the budget year. This institution is adjacent to the Youth Training School which has an extensive vocational program for older wards. We have discussed with administrators of the Southern California Youth Center, which comprises these two institutions, the possibility of utilizing wards from Y.T.S. for necessary maintenance under the supervision of the stationary engineer. They concurred that such was possible and that the requested position was not needed.

Institution and Parole Activities

The department reorganization previously discussed will combine the former Division of Institutions and Division of Parole into the new Division of Rehabilitation to provide both institutional and parole services to the wards committed to the department. An average daily population of 5,456 wards will be cared for in institutions in 1970-71. This represents a decrease of 75 wards or 1.4 percent below the estimated 1969-70 average daily population of 5,531 wards. The average daily parole population of 13,376 parolees for 1970-71 is 237 or 1.7 percent less than now estimated for 1969-70.

Except as previously discussed in relation to the reorganization and proposed new positions, the institutional and parole activities will continue as previously budgeted and approved. This includes an initial period of diagnosis and classification in the reception centers for an estimated 4,500 commitments in 1970-71.

Institutional programs include academic, prevocational, vocational and job training, counseling, and recreational programs. Institution program activities are augmented by federally supported projects and functions. Federal subventions provided under the Elementary and Secondary Education Act provide for remedial reading and other educational enrichment activities and are anticipated to approximate \$1,200,000 in 1970-71 which is the same level authorized for 1969-70. These remedial programs have resulted in an average of 9.8 months of reading improvement for each 4.4 months of exposure. This compares favorably with the regular institution academic program which registered an average of six months gain for 4.4 months of exposure.

The department parole programs in 1970-71 will provide services for an estimated 13,376 parolees. The decreasing parole population is a reflection of the previous decline in institution population. Parole programs include regular parole supervision budgeted at a 55-parolee-per-agent basis for 12,151 parolees. The community parole center program authorized during the current year will provide services for an estimated 910 parolees. This special parole program establishes a low

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caseload ratio of 1 parole agent for 28 wards to provide intensive supervision for wards of a defined geographic area. This experimental program provides for a research evaluation related to control groups of like wards in similar neighborhoods on regular parole supervision.

The Community Treatment Project and Guided Group Interaction Project also provide a low caseload ratio of 1 parole agent for each 13 wards in these experimental programs. The research staffs of these projects are financed by federal grants. The Community Treatment Project is being reorganized during the current year to combine institution and parole services as reflected in our last analysis. In the past the Community Treatment Project reflected improved parole performance for the experimental caseloads. This finding was considerably weakened by the finding that decisions as to parole revocation or suspension were decided more favorably for experimental cases primarily because they were in the special low caseloads. Application of the same standards of decision-making all but eliminated the reportedly improved performance of experimental caseloads.

Program Evaluation

The department's program budget presents data as to program output and to some extent, evaluative material on some program elements. There is a need for substantial improvement in evaluation of program elements at all levels. Meaningful evaluation would permit the most efficient and productive utilization of resources.

It is for this reason that we previously suggested the implementation of testing programs to evaluate ward achievement in academic and vocational programs. We also recommended use of time reporting systems to evaluate parole and research time distribution by function and by employee as a means of program and employee evaluation as to emphasis and effect. These recommendations are being implemented by the department. Continued efforts to develop methods and procedures of program evaluation as to the overall rehabilitation program and significant elements thereof are needed.

A basic method of evaluating the overall effect of the total rehabilitation program is the rate of parole violation of the wards exposed to the program as reflected in Table 2.

Table 2
Violation Status of Wards
California Supervision
(after 15 months parole exposure)

Year released	Number released	Revoked or discharged	
		Number	Percent
1960	5,934	2,646	44.6
1964	8,709	4,041	46.4
1965	9,720	4,339	44.6
1966	9,098	4,148	45.6
1967	8,825 ¹	3,995	45.3

¹ Wards released in the 12-month period between 10-1-66 and 9-30-67.

Table 2 reflects no significant improvement in the revocation rate of wards between 1960 and 1967. The rate has actually increased in that

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time period and this despite program improvements. One possible explanation is the continuing trend toward greater use of probation supervision and other community based programs which tend to screen out the less difficult cases, leaving a residue of hard core cases. Therefore, no significant increase in the recidivism rate indicates improved results with a characteristically more delinquent caseload.

Human Relations Unit

One of the primary problems faced by this agency is related to the increasing concentration of older and more delinquently oriented wards. This results from a greater use of probation according to the department. Another factor which may be contributing to this increase in hard core commitments to the agency is the increasing use of attorneys in juvenile cases. This factor probably results in more borderline cases being released at the local level.

The agency reports there is an increasing militancy of the wards reflecting the social problems of the community. These social problems have also affected staff which also increases the administrative problems of the department.

In an attempt to partially cope with this problem, the department has administratively established a human relations unit during the current year. Three existing positions have been assigned to this unit in an attempt to find solutions to human relations problems. The unit has been established on an experimental basis to terminate January 11, 1972 unless subsequent evaluation establishes the need to continue this program unit. *We recommend approval of the establishment of this unit for the purposes stated.*

Parole Time Reporting

In our analysis of the 1968-69 budget, we recommended that the department implement a time reporting system in the parole function. The purpose was to gain more complete data on parole activities in order to provide better administrative control and program direction. Since that recommendation was approved by the Legislature, the department has designed a tentative reporting system which it is now testing. In conjunction therewith, the department is also developing a new workload formula for parole positions. This new system contemplates projecting workload needs on the basis of the parole service requirements of different types of parole cases. The individual case requirements would be weighted and an agents caseload would be based on a weighted unit rather than a fixed number of cases.

Education Testing Programs

In our 1969-70 Budget Analysis, we pointed out that while the department tested the ward's academic achievement as part of the initial reception process, there was no routine testing at the completion of their institution stay to reflect academic improvement. The Legislature approved our recommendation to implement such testing procedures. We believe the subsequent testing is necessary as a method of evaluating the effect of the institution academic program.

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The department is in the process of implementing a two-phase analysis of educational growth in all Youth Authority institutions. The department advises that this is an initial step in the development of a systematic procedure for periodically evaluating educational achievement.

Whether the periodic testing will provide the necessary administrative control and program evaluation needs further study in relation to the results of the initial tests and the frequency of future tests. We will continue to review this with the department.

RESEARCH

The research program was established by the Legislature in 1958 to provide a continuing evaluation of departmental programs and to research the causes, treatment and control of delinquent behavior.

The program costs for 1970-71 total \$568,030 which includes a General Fund appropriation of \$361,825 plus reimbursements to the General Fund of \$206,205 in federal funds. This provides for a continuation of the present level of service although total expenditures are \$100,735 below the current year. The decrease in expenditures is due to a reduction of eight positions reflected in the budget for the current year and not for the budget year. Six of the positions are to be financed by reimbursements from the Institute for the Study of Crime and Delinquency. These positions are budgeted one year at a time when the federal grant is made to the institute. The positions are therefore only reflected in the current and not the budget years. The positions are for a three-year research project at the Northern California Youth Center to be completed in 1972. The other two positions are funded by a grant of federal funds to evaluate the nine youth service bureaus. These service bureaus will be more fully discussed in the analysis of the budget item related to that program.

The research program, since its inception in 1958, has directed its efforts to the evaluation of various experimental treatment programs and to maintaining and producing updated population and related statistics on the wards committed to the state. Little research effort has been directed to developing definitive information as to the causes and correction of delinquency. The department receives and treats the most delinquent juveniles in the state. This resource should provide some specific data as to the causes of delinquency. For instance, basic characteristic data on these wards indicate that a large percentage are school dropouts. Are they dropouts because they are delinquents or vice versa? The answer to such questions might suggest programs to correct some of the causes of delinquent behavior.

Time Reporting System

The department has implemented a time reporting system for this program. The system was established in response to our recommendation in the 1968-69 Budget Analysis and approved by the Legislature. This time reporting system will reflect research staff effort devoted to each project and an accounting of each professional staff member's

Department of Corrections—Continued

activity in relation to each project. The data should be of value in administering the overall program as well as individual staff direction.

ADMINISTRATION

The administration program includes the departmental administration and Youth Authority Board. The total request for this program in 1970-71 is \$2,535,539 consisting of a direct General Fund appropriation of \$2,307,419 and \$228,120 in reimbursements that will be utilized in the program. Of the total requested, \$2,303,163 has been prorated among the first three programs in this department's program budget. The remaining \$232,376 is listed as undistributed. The proration was accomplished on a judgment basis as cost accounting methods have not been provided to permit a more accurate allocation of the costs of administrative services.

Proposed New Positions

There are five proposed new positions including one senior computer operator, two computer operators and two keypunch operators, requested for the data processing unit at a total salary cost of \$28,424 for 1970-71. The positions are required to establish a second shift necessitated by workload increase. The unit provides data services to the Department of Corrections as well as the Youth Authority. The positions were administratively established during the current year.

We recommend approval of these positions.

Department of the Youth Authority

TRANSPORTATION OF PERSONS COMMITTED

Item 70 from General Fund

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Requested 1970-71 -----	\$43,540
Estimated 1969-70 -----	37,540
Actual 1968-69 -----	43,540
Requested increase \$6,000 (15.9 percent)	
Total recommended reduction -----	None

ANALYSIS AND RECOMMENDATIONS

We recommend approval.

This appropriation provides for transportation expenses of local government delivering youths to state correctional institutions and departmental expenses incurred in transferring juveniles between state and local facilities. The amount requested is based on the actual expenditures of 1968-69 which, in that year, were under appropriated, requiring an augmentation from the Emergency Fund of \$6,000. The current year's estimated expenditures are based on the amount previously appropriated. However, this expenditure is largely controlled by the amount of claims submitted by local government.