

**CALIFORNIA JOB DEVELOPMENT CORPORATION LAW—Continued**

antee additional loans. This item proposes that \$286,086 of the \$406,988 proposed appropriation be transferred to the fund. The budget does not state how much of the presently encumbered funds will be available in the budget year due to loans that will be maturing.

**DEPARTMENT OF CORRECTIONS**

Items 220 through 223 from  
the General Fund

Budget p. 137 Program p. 741

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Requested 1972-73.....	\$112,815,914
Estimated 1971-72 .....	110,017,628
Actual 1970-71 .....	103,509,701
Requested increase \$2,798,286 (2.5 percent)	
Increase to improve level of service \$3,768,313	
Total recommended reduction .....	\$4,174,087

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**SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS**

*Analysis  
page*

1. *Deactivation and Closing of Facilities. Reduce \$4,118,500.* Recommend the following actions which would permit a net reduction of \$4,118,500 in the department's support level:
  - (a) Disapprove the planned deactivation of 608 beds at the California Conservation Center. This would require an additional budget-year expenditure of \$605,000.
  - (b) Direct the planned closing of San Quentin be accomplished on or before December 31, 1972, for an estimated budget-year savings of \$4,723,500.
2. *Licensing Laboratory Technicians.* Recommend legislation to continue exemption of Department of Corrections from provisions of the Business and Professions Code relating to the licensing of laboratory technicians. 581
3. *Adult Authority Staffing.* Recommend special review of staffing requirements for the Adult Authority. 589
4. *Board of Corrections. Reduce \$55,587.* Recommend elimination of the Board of Corrections. 600

**GENERAL PROGRAM STATEMENT**

The Department of Corrections was established in 1944 under the provisions of Chapter 1, Title 7, commencing with Section 5000 of the Penal Code. The department succeeded to the powers and duties of the former Department of Penology, the State Board of Prison Directors and related departments and agencies.

The objectives of the department are to operate a system of correctional institutions for adult felons and nonfelon narcotic addicts providing secure detention, humane support and corrective treatment; to provide supervision and treatment of parolee's released to the community to finish serving their prescribed terms; and to advise, assist and consult with other governmental and private agencies and citizens' groups in programs of crime prevention, criminal justice and rehabilitation.

To carry out these objectives, the department operates 13 major institutions, 25 conservation camps, four community correctional centers and 60 parole offices. By the department's estimates these facilities and services will be used by approximately 20,495 adult felons and nonfelon drug addicts and 20,500 parolees in 1972-73.

The department's central administrative staff is headquartered in Sacramento. The Director of Corrections is aided by the advice and consultation of the Adult Authority, the Women's Board of Terms and Paroles and the Narcotic Addict Evaluation Authority.

All adults convicted in the superior courts for criminal offenses and committed to the custody of the Director of Corrections are sentenced for an indeterminate period under the law. The commitment to the state system constitutes a felony conviction and incarceration is for the term prescribed by law with limited discretion in the term-fixing body (Adult Authority for adult males, Women's Board for adult females) to fix and refix the maximum sentence and the extent of the sentence to be served within an institution and in the community on parole. The minimum term of sentence, including institutional confinement and parole, and the minimum time which must be served in an institution prior to parole, are fixed by law for each offense category. This sentencing method was established to reduce the substantial discrepancies between sentences for similar offenses which existed when the term of the sentence was set by the judges and to provide the sentencing authority discretion within specific bounds to set terms based on judgmental factors relating to the nature of the offense, the offender's background and his degree of rehabilitation.

Inmates are usually released from the institutions to parole to continue serving their sentence in the community under supervision of the parole organization. Some prisoners serve their full term in an institution and are discharged without parole conditions.

#### ANALYSIS AND RECOMMENDATIONS

The total operations of this department and related governmental units and functions consist of General Fund appropriations shown in Table 1.

Table 1  
General Fund Appropriations

<i>Item</i>	<i>Amount</i>
1. Support, Item 220 .....	\$111,906,209
2. Transportation of prisoners, Item 221 .....	120,842
3. Returning fugitives from out-of-state, Item 222 .....	359,275
4. Court costs, Item 223 .....	429,588
Total .....	\$112,815,914

**Table 2**  
**Summary of Program Requirements**

<i>Program</i>	<i>1970-71 (Actual)</i>	<i>Fiscal year 1971-72 (Estimated)</i>	<i>1972-73 (Proposed)</i>	<i>Increase 1972-73 over 1971-72</i>	
				<i>Amount</i>	<i>Percent</i>
I. Reception and diagnosis.....	\$1,418,165	\$1,497,942	\$1,537,815	\$39,873	2.7
II. Institutional.....	101,292,179	106,886,073	110,521,585	3,635,512	3.4
III. Releasing authorities.....	1,036,164	1,186,479	1,076,410	-110,069	-9.3
IV. Community correctional.....	12,823,028	16,059,574	16,452,047	392,473	2.4
V. Special items of expense.....	876,037	909,705	909,705	--	--
VI. Administration—undistributed.....	3,260,656	3,422,576	3,340,588	-81,988	-2.4
<b>Total expenditures.....</b>	<b>\$120,708,227</b>	<b>\$129,962,349</b>	<b>\$133,838,150</b>	<b>\$3,875,801</b>	<b>3.0</b>
<b>Reimbursements.....</b>	<b>-2,648,354</b>	<b>-4,543,956</b>	<b>-6,018,797</b>	<b>-1,474,841</b>	<b>-32.5</b>
<b>Net total expenditures.....</b>	<b>\$118,059,873</b>	<b>\$125,418,393</b>	<b>\$127,819,353</b>	<b>\$2,400,960</b>	<b>1.9</b>
<i>General Fund.....</i>	<i>103,509,701</i>	<i>110,017,628</i>	<i>112,815,914</i>	<i>2,798,286</i>	<i>2.5</i>
<i>Correctional Industries Revolving Fund.....</i>	<i>10,859,222</i>	<i>12,100,986</i>	<i>12,015,535</i>	<i>-85,451</i>	<i>-0.7</i>
<i>Inmate Welfare Fund.....</i>	<i>3,690,950</i>	<i>3,299,779</i>	<i>2,987,904</i>	<i>-311,875</i>	<i>-9.5</i>
<i>Personnel man-years.....</i>	<i>6,857.4</i>	<i>7,282.5</i>	<i>7,211.2</i>	<i>-71.3</i>	<i>-1.0</i>

**DEPARTMENT OF CORRECTIONS—Continued**

In addition, the correctional industries operations will utilize \$12,015,535 and inmate welfare programs will expend \$2,987,904 of special revolving funds established for and supported respectively by these separate operations.

The total operation of this department is distributed into six programs in the 1972-73 program budget as reflected in Table 2.

As indicated in Table 2, the proposed total departmental expenditure program of \$133,838,150 is \$3,875,801 or 3 percent above current-year estimated expenditures of \$129,962,349. Deduction of an estimated \$6,018,797 in reimbursements leaves a net program cost of \$127,819,353 for 1972-73. The General Fund portion of this net amount is \$112,815,914, which represents an increase of \$2,798,286 or 2.5 percent above the current-year expenditures.

The proposed General Fund expenditure is \$9,306,213 or 9 percent higher than the 1970-71 actual General Fund expenditure level even though the average daily institution population is expected to be 4,563 below the 1970-71 average. Most of this cost increase is attributable to program and staffing changes (identified in Table 3), some of which have been implemented administratively in the current year. The current-year budget has been revised to include the cost of these factors and thus does not reflect the relative increase in costs.

Table 3

**Major Elements of Cost Increase Occurring Since Fiscal Year 1970-71**

\$929,000	Premium overtime (1½ regular pay scales)
338,000	Night shift differential
1,166,000	Reduced salary savings from 4.9 percent to 3 percent
1,665,000	Increased parole costs reflecting higher caseload
156,000	29.8 laboratory and X-ray technicians required by recent legislation
155,000	Minor capital outlay
271,000	Miscellaneous proposed new positions, 16 clerical, 6 outpatient services, 1 correctional lieutenant, 1 sewage operator
3,942,000	Additional 405 proposed security positions
1,412,075	Price increases
-3,266,000	Reduced institution costs due to population decline
-1,042,000	Increased reimbursements due to Public Employment Program
<u>\$5,726,075</u>	<u>Net increase</u>

The remaining increase of \$3,580,138 between 1970-71 and 1972-73 is due to increases in 1971-72 over 1970-71 resulting from establishment of a one-man-per-cell housing policy, as well as merit salary, price and staff benefit increases less savings resulting from population decline.

The payment of premium overtime and night shift differential pay and the employment of 23 laboratory technicians was necessitated by legislation enacted in 1971. The 405 proposed new security positions have been administratively established in the current year to improve the level of control and security for the institutions.

#### RECEPTION AND DIAGNOSIS PROGRAM

The Reception and Diagnosis Program processes two classes of persons, those committed to the department for diagnostic study prior to sentencing by the superior courts and those sentenced to the department for incarceration for a term of years.

The superior courts often desire a comprehensive diagnostic evaluation of a convicted offender in order to determine the most appropriate sentence. Many counties do not provide this service to its courts as the workload is not sufficient to warrant program implementation. Therefore, the objectives of this departmental program are to provide the courts a comprehensive diagnostic evaluation of and recommended sentence for the convicted offenders temporarily committed to the department for diagnosis.

The workload for this part of the program consists of the cases referred to it by the participating counties, which totaled 2,720 in 1970-71 and are estimated to total 3,360 in the current and 3,900 in the budget year.

Of the 2,720 cases diagnosed in 1970-71, only 700 were subsequently sentenced to the department, and of the 3,900 to be diagnosed in 1972-73, 1,002 are expected to be returned as felon commitments. While this may result in a savings in incarceration costs to the state, a better evaluation of the program would be to determine the extent to which the program recommendations are followed by the court. The department has recently completed a study on this question, but its report has not yet been received by this office.

**DEPARTMENT OF CORRECTIONS—Continued**

The persons newly committed to the department from the courts as felons or nonfelon addicts are a largely unknown factor and a need exists to evaluate the individual for rehabilitation program determinations and proper institutional assignment. Institutional assignments are based on a combination of factors such as the degree of custody security required (minimum to maximum) and individual and institutional program requirements. The new felon commitments are received at reception centers located adjacent to and operated as part of regular penal institutions for males at Vacaville, Tracy, and Chino, for females at Frontera, and for nonfelon addicts at Corona and Tehachapi. The evaluations become a part of the inmate record and are utilized throughout the institutional stay for rehabilitation program as well as parole planning purposes.

Table 4 shows the reception and diagnostic workload by number and types of commitments:

Table 4  
Reception and Diagnosis Program, Workload Data

<i>Persons processed</i>	<i>Fiscal Year</i>		
	<i>1970-71</i>	<i>1971-72</i>	<i>1972-73</i>
Felons -----	4,678	3,200	3,145
Nonfelon addicts -----	4,341	3,950	4,000
Parole violators -----	2,543	2,800	2,265

The department anticipates a budget year reduction in both the number of new felony commitments and parole violators returned. We would note, however, that the projected reduction in the number of persons returned for parole violations may not materialize because there has been a substantial increase in parole caseloads which may result in increased parole returns unless there is a significant improvement in parole performance.

In our 1971-72 analysis, we recommended that the department evaluate this program to ascertain the extent to which inmate program recommendations are followed.

The department initiated the recommended study during the current year and a report is now being prepared. We may have additional comments following receipt and review of the report.

**INSTITUTIONAL PROGRAM**

Under the state Penal Code, persons convicted of certain designated crimes must be and for other convictions may be committed to the Department of Corrections for the period of time denoted for the offense in the Penal Code or criminal provisions of other state codes. The first objective of this program is to protect society by providing facilities for the incarceration and care of felons and nonfelon addicts

committed to state care. The second objective is to provide programs of corrective treatment best suited to the rehabilitation of the various types of commitments to the extent that present knowledge and resources permit.

The department operates 13 institutions, ranging from minimum to maximum security, and including a medical-psychiatric institution and a treatment center for narcotic addicts under civil commitment. While the department seeks to assign and and reassign inmates to institutions on the basis of individual program needs, other factors such as institutional and fiscal necessities also influence the determination of institutional assignment.

Major treatment programs common to most all institutions include industrial manufacturing operations to reduce idleness and teach work habits and job skills, vocational training in various trades and occupations, academic instruction ranging from literacy classes to college correspondence courses, and group and individual counseling by professional and nonprofessional counselors. In addition to the major institutions, the department will also operate 25 camps housing 1,700 inmates during the budget year. These camp inmates perform various forest conservation, fire prevention and suppression functions in cooperation with the Division of Forestry.

This institutional program represents the major effort of the department in manpower and monetary expenditures.

The reasons for the significant variations in man-years and monetary expenditures will be discussed in the following analysis of each program element.

#### **Proposed Closure of Institutional Facilities**

The Governor's Budget for 1972-73 proposes the closure of living units totaling 608 bed capacity at the California Conservation Center at Susanville and 998 bed capacity at San Quentin State Prison, representing a cost savings of \$1,100,000 in the budget year. It has been announced that the San Quentin capacity reduction is the first phase of the planned closure of that institution by the end of 1974. The reduction in institutional capacity results from the recent declines in male felon inmate population. The planned closure of San Quentin is conditioned upon continued population decline and approval of two proposed maximum security facilities of 400 capacity each. Implementation of all these proposals would produce a net reduction of 806 in institutional capacity.

*We recommend the following actions which would permit a net reduction of \$4,118,500 in the department's support level: (1) Disapprove the planned closure of the 608-bed capacity at the California Conservation Center which would require an additional budget-year expenditure of \$605,000. (2) Direct the closure of San Quentin to be accomplished on or before December 31, 1972, for a budget-year saving of approximately \$4,723,500.*

**DEPARTMENT OF CORRECTIONS—Continued**

The department bases its long-term (five-year) need for male felon institutional capacity on projected year-end felon populations of 20,085 in 1971, declining to 18,165 by 1973, then increasing gradually to 18,710 by 1976 and dropping to 18,080 by June 30, 1977. The department's immediate program needs are based on an estimated average daily male felon population of 18,805 in 1971-72 which is expected to decline by 940 (to 17,865) in the budget year. The five-year population projections are overstated based on the population trend from July 1970 through December 1971, the current population level, and the projected increase in releases and decline in intake from new commitments and parole revocations.

The daily felon institution population (including the reception centers but excluding federal prisoners) averaged 23,988 males in July 1970. By June 1971, this population had declined to a total of 20,111, a decrease of 3,877 male felons or 17.9 percent. During the first half of the current fiscal year, the population has continued to decline at an accelerated rate averaging 373 felons per month from a high monthly average of 19,623 in July 1971 to 17,675 for December 1971. If the monthly average rate of decline which has occurred since July 1970, continues through the remainder of the current fiscal year, the June 30, 1972, male felon population (including all reception center cases) will total 15,671, which is 5,080 below the total available institutional capacity for male felons.

As indicated above, the department projects an average daily population of 18,805 male felons for 1971-72 in the Governor's Budget, decreasing by 940 to 17,865 for 1972-73. These projections are overstated as the actual average daily population of male felons (including reception center cases) was 18,646 for the first six months of the current year. Continued decreases in the second half of this year will result in a lower full-year average.

The male felon population, including the reception centers totaled 17,619 on January 5, 1972. Should this number decline by 940 between 1971-72 and 1972-73, as projected in the Governor's Budget, the January 1973 male felon population would total 16,679, which is 4,075 under the present institution and reception center capacity.

Closing San Quentin by December 31, 1972, would reduce felon institution capacity by 2,658 beds, but would still leave, on the basis of the budget projection, a surplus of 1,417 or 6.8 percent of total capacity, which is an adequate margin for population fluctuation.

The projected population decline of 940 is substantially below recent population experience and will be accomplished in 2½ months if present trends continue. If population continues to decline at a rate comparable to that of the last six months of 1971, additional facilities should be closed in the budget year. Adoption of our recommendations relative to closure of institutions would necessarily modify our



recommendations relative to the institution program to the extent necessary to give effect to the closure recommendations.

#### **1. Security Element**

The security element goals are to protect the public by secure incarceration of the felons committed, to maintain a relatively safe and stable environment for employee and inmate protection and provide a stable setting wherein programs of rehabilitation may be offered.

The department has set the program objective of reducing the number of escapes, attempted escapes and incidents by 20 percent, but no time period for accomplishment was specified.

Security must be provided full-time at 13 institutions and 25 conservation camps housing approximately 20,495 persons. Approximately 10 percent of the inmates are housed in maximum-close custody facilities, 54 percent in medium and 36 percent in minimum custody.

Program resources devoted to this function in the budget year are 3,382.9 personnel man-years and \$41,980,738. This represents a decrease of 47.3 man-years, but an increase of \$1,879,850 from the current year.

#### **Additional Security Positions**

Due to the number of violent occurrences resulting from the increasing militancy within and outside the penal institutions, the department in the current year has administratively augmented its custodial and related staff by 405.7 positions, all of which are proposed for continuation in the budget year. Included in the total request are 319.6 new custody positions, 34.6 medical technical assistants, 45.3 additional psychiatric positions and 6.2 other positions. The 34.6 medical technical assistants are budgeted under the inmate support element and the psychiatric positions are in the treatment element of the institution program.

The 319.6 new custodial positions will have a total annual salary cost of \$2,794,709 plus staff benefits during the budget year. This cost will be partially offset by federal reimbursements totaling an estimated \$1,042,000 for the budget year only unless subsequent reimbursements are authorized. This reimbursement results from qualifying 118 of the requested positions for funding under the recently established Federal Public Employment Program which finances jobs with public agencies in areas of high unemployment.

The additional custodial, medical technical assistants, and the 6.2 other positions (cooks and correctional counselors) provide a staffing capability to place a second officer or other position in all areas where heretofore a single position was assigned to supervise a large group of inmates (for instance, housing units containing 150 inmates). The remaining positions are to provide needed security in areas not previously covered but now deemed necessary, e.g., the bus operations which formerly included a correctional officer and a driver and now

**DEPARTMENT OF CORRECTIONS—Continued**

would be provided a second officer.

The psychiatric and medical technical assistant positions were added not only to expand psychiatric treatment but to increase security by improving the program relating to emotionally disturbed inmates. These positions are more fully discussed in the analysis of the inmate support and treatment elements of the institution program. *We are in accord with these proposed positions and recommend approval subject to such modification which would be necessitated by adoption of our recommendations relative to closure of institutional facilities.*

**2. Inmate Support**

The objectives of this program element are to provide food, clothing, medical and dental care, housekeeping services, and institution maintenance and operation for the felons, nonfelon addicts and others committed to the department.

Total expenditures of 809.2 man-years and \$27,629,248 were devoted to this program element for an average daily population of 25,058 inmates in 1970-71. To provide an improved level of program in 1972-73 for an estimated average daily inmate population of 20,495, the department is requesting 864.8 man-years and \$28,286,078. The budget-year request represents an increase of 32.6 man-years and \$1,403,046 over the current-year expenditures.

The 32.6 man-year increase in the budget year actually represents an increase of 55.6 man-years over the 1970-71 program level. The net increase is due to a proposed increase of 67.2 new positions less four position deletions. The man-year total increase is less than net new positions due to time loss in recruitment and turnover. Included in the 67.2 proposed new positions are 34.6 medical technical assistants at a salary cost of \$295,473 to improve security coverage and provide staffing to the expanded psychiatric services discussed in the treatment element of this program. The remaining positions include three senior laboratory technologists, 20 clinical laboratory technologists, 4.8 X-ray technicians, 1.6 water and sewage plant supervisor and one correctional officer which was included in the increased security request.

*We recommend legislation to continue exemption of the Department of Corrections from the provisions of the Business and Professions Code relating to the licensing of laboratory technicians, thereby permitting continued utilization of inmates for laboratory work.*

The department is requesting the 23 laboratory technicians at a salary cost of \$119,370 for one-half the budget year (beginning January 1, 1973) and 4.8 X-ray technicians at a salary cost of \$36,573 to replace inmates currently employed in these positions. The department historically has been exempted from the requirements of Business and Professions Code provisions requiring licensed technologists be employed, but Chapter 800, Statutes of 1971, amended Section 1241 of that code to end the exemption on January 1, 1973. Therefore, the

proposed positions are necessary to comply with this recent enactment. Because the existing code requires either a bachelors degree in specified subjects or prescribed on-the-job training plus 60 college units in prescribed courses, it is not feasible to train inmates to meet the required standards.

Inmates have traditionally performed laboratory functions with satisfactory results, and it would appear highly desirable, both from fiscal and rehabilitation point of view, to continue this practice as a means of providing selected inmates an opportunity for a useful and responsible work experience.

### **3. Treatment**

While all inmate-employee relationships, including professional and nonprofessional staff, have potential rehabilitative effects, the treatment element of the institutional program relates to those structured activities specifically established for rehabilitative purposes. These functions include psychotherapy and counseling, academic and vocational training, recreation, self-help activities and religious counseling, training and services. The need for these activities is based on evaluation of inmate deficiencies and requirements and generally accepted correctional concepts.

The treatment element proposes a budget-year staff of 820.6 man-years and expenditures of \$14,546,086. This represents a net decrease of 28.2 man-years and \$56,937 or 0.4 percent below the current year. The reduction in man-years is the net result of position deletions resulting from population decline partially offset by new positions established administratively in the current year and proposed as new positions in the budget year to provide for expanded psychiatric services due to workload increase. Significant changes in the treatment program are discussed in relation to the analysis of each program element.

#### **a. Expansion of Psychiatric Services**

The department provides psychiatric treatment primarily at the California Medical Facility and in special units at San Quentin and the California Men's Colony and to a lesser degree at all institutions. The need for additional psychiatric services has been recognized by the administration and the Legislature for a number of years. A 2,400 inmate capacity psychiatric institution was authorized by the Legislature in 1963, but construction was cancelled in 1969 due to the scarcity of capital outlay funds. The legislative position was reiterated in the supplementary report of the conference committee on the 1971-72 budget which directed that "psychiatric examinations be made of all inmates placed in segregation or isolation in adjustment centers or elsewhere to determine treatment needs beyond confinement alone. Needed treatment is to be provided at the California Medical Facility or other suitable place of confinement." The Legislature also directed

**DEPARTMENT OF CORRECTIONS—Continued**

in that report that any "savings resulting from population decline below the budgeted level and not otherwise provided for should be used to the extent most feasible to provide additional psychiatric services as required."

The department is seeking to comply with these mandates during the current fiscal year by establishing a special diagnostic maximum security unit of 84-inmate capacity at the California Medical Facility at Vacaville. Inmates determined to require adjustment center placement in segregation or isolation will be processed first through the special diagnostic unit. If psychiatric treatment is indicated, it will be provided at the medical facility or other suitable location. If no psychiatric problem is diagnosed, the inmate will be confined in an adjustment center for a prescribed period of time.

Secondly, the department plans to increase the psychiatric treatment capacity at the 2,400-inmate California Men's Colony from the previously authorized 600-bed unit to three units with 1,800 total capacity leaving the other 600-bed unit for inmate workers needed to operate and maintain the institution.

A total of 45.3 proposed new positions plus two transferred from the reception and diagnosis program, at a total salary cost of \$618,573, are required to provide the expanded psychiatric treatment services. This expanded psychiatric treatment capacity will establish a treatment process directed to providing a means whereby those inmates previously housed in adjustment centers with minimum psychiatric services will be provided psychiatric treatment as required in lieu of incarceration alone. The expanded services will also provide an additional 1,200 psychiatric treatment beds to serve the approximately 2,145 inmates in excess of existing capacity who require psychiatric treatment as determined by a survey of institution population in 1970. Included in the inmate support section of this program are 34.6 medical technical assistants who will be utilized in these increased psychiatric programs.

**b. Counseling Services**

This element of the treatment program provides assistance to inmates to overcome problems related to their criminal backgrounds, institutional and personal adjustment and family and property difficulties. Counseling services are provided by professionally trained correctional counselors as well as group counseling by a cross section of staff disciplines. The correctional counselors respond to inmate problems relating to family and others outside the penal institution as well as institutional adjustment and help inmates develop insight into their own behavior. These counselors also help prepare the inmate for parole and submit reports to the paroling authorities relative to the inmate's adjustment and progress during his period of incarceration. This counseling service is provided to the entire inmate population as

required.

Group counseling, which is provided at all institutions, attempts to use the constructive influence of all staff members in effecting corrective changes in the inmates behavior. Approximately 8,772 inmates will be involved in group counseling in the budget year compared to 10,725 inmates in 1970-71 and 9,172 in the current year. The reduced level reflects the reduction in inmate population.

Specific means have not been developed to evaluate the rehabilitative results of these counseling functions. The sole criteria currently available is the rate of recidivism, i.e., return to prison for parole violation, which does not identify specific treatment elements which may affect this rate of return. These counseling services have been justified on the basis of inmate need and the administrators contention that this counseling results in a more stable institutional atmosphere. The group counseling program is a relatively low-cost operation requiring only minor overtime funds and training effort for the lay counselors.

#### c. Academic

The objective of the academic program is to raise the educational achievement of inmates capable of and willing to accept such treatment. The needs are based on the fact that the average inmate tests at the 7.8 grade level. This academic retardation limits the inmates employability in many areas of endeavor and probably contributes to the inability of some inmates to adjust to noncriminal pursuits. No definitive evaluation has ever been presented the Legislature to demonstrate the impact and rehabilitative effect of academic training exclusive of other treatment factors. Efforts are being made by the department to evaluate the effectiveness of the academic program by comparing the increase in academic achievement of the inmates during incarceration. The department is not yet in a position to provide definitive reports on this subject.

The department expended 70.5 man-years of staff and \$2,956,954 in the academic program in 1970-71. This expenditure is projected at 68.1 man-years and \$2,619,201 in the budget year. This expenditure is necessary to provide the same academic program as previously authorized by the Legislature. Academic funds are provided on a formula basis determined by total inmate population. This program element also includes library services, individual study and correspondence courses and the physical education services so that the decrease in expenditures for all these services is not directly proportional to population decrease as are the academic funds.

All institutions provide academic classes as needed through the 12th grade and higher academic level correspondence courses. The department estimates that academic enrollment will total 5,100 in the budget year and will result in the awarding of 1,010 elementary and 1,625 high school diplomas, 78 associate in arts degrees, and completion of 1,462

**DEPARTMENT OF CORRECTIONS—Continued**

college-level courses. The anticipated number of AA degrees represents a significant increase over the 17 such degrees awarded in 1970-71. The anticipated 1972-73 academic enrollment of 5,100 inmates reflects a decrease of only 280 inmates below the 1970-71 program level even though total institutional average daily population will decrease by 4,563 inmates in 1972-73 below the 1970-71 actual population experience.

**d. Vocational Training**

The goal of the vocational training function is to provide trade training and work skills which may reduce the parole failure rate of the inmate trainees. The budget year objective is to provide training in 43 trade areas to approximately 3,000 inmates.

To provide the proposed level of training will require 137.6 man-years and \$2,664,899 in the budget year. This level of program expenditure will result in issuance of 1,850 vocational certificates of achievement denoting satisfactory completion of a part or of a full training program. These expenditures will maintain the existing level of service based on approximately the same level of enrollment as in the current year and in the 1970-71 fiscal year.

The Legislature has previously recognized the need for and has directed the department to evaluate the effect of vocational training on job placement and stability on parole. The department has endeavored to respond fully to this directive during the current year, but has experienced substantial data collection problems. Only some preliminary data are expected for the 1972 session with substantially more complete evaluations in subsequent years. A report to the Legislature is expected to be completed and submitted by January 17, 1972. There are no new positions requested and one masonry instructor position is being deleted from the 1972-73 Governor's Budget.

**e. Leisure-Time Activities**

This program element provides meaningful activities during periods when inmates are not engaged in other treatment activities. Included are various recreational, hobby craft, and group functions for the development of constructive use of leisure time and the reduction of idleness. Included are various athletic programs in which the inmates may be participants or spectators and various organized groups such as Alcoholics Anonymous.

**f. Religion**

Religious counseling and services are provided to the extent feasible to all major religious groups. Chaplains are provided at state expense at each institution for the faiths representing the preferences of the major portion of the inmate population i.e., Protestant, Catholic, and Jewish. In addition, volunteer chaplaincy services are obtained when

available for Mormons, Christian Scientists, Muslims, Buddhists and others.

The department is requesting 31.7 man-years and \$544,104 to continue the previously approved level of service for this program element. The number of chaplains provided is determined by the number of institutions and camps for which religious services must be provided. Therefore, the decline in population does not result in position deletions unless an institution is closed.

#### **4. Inmate Employment**

The goals of this program element are to provide for the operation and maintenance of the institutions, provide forest fire prevention and suppression services, and to further rehabilitate the inmate by providing work training and skills and instill proper work habits. The inmate work program is roughly divided into three areas including correctional industries, forest fire prevention and suppression and institutional operation and maintenance.

Correctional Industries will provide employment to an estimated 2,500 inmates or 11.9 percent of the 1972-73 inmate population. This constitutes a reduction of 217 inmates employed below 1970-71 but is an increase of 100 inmates above the current year. On-the-job training plus limited apprenticeship and classroom training are provided in 38 different trade and agricultural enterprises. Products produced are sold only to tax-supported California state and local governmental agencies. The total production of each product is limited by state law and approval of products to be manufactured and the volume of production within the legal maximum are established by the Correctional Industries Commission.

The Correctional Industries Commission consists of representatives of organized labor, industry, agriculture and the general public. The commission holds public hearings prior to authorizing new products or increasing existing production limitations.

The entire correctional industries program is supported by the Correctional Industries' Revolving Fund and product sales. The correctional industries is deleting 30.5 positions at various institutions to reflect the reduction of some operations and the elimination of others due to population decline and the elimination of unprofitable or marginal operations. Operations to be eliminated are the cannery and orchard at Folsom, the paper products factory at the Correctional Training Facility and the centralized laundry operation at San Quentin. The correctional industries are requesting an additional 2.9 positions due to program expansions in industries not affected by the foregoing reductions.

Total expenditures from the industries revolving fund are estimated at \$12,015,535 of which over \$500,000 will be paid in wages to the 2,500 inmate employees. The industrial program will utilize 269.8 man-years of civil service employees who will train and supervise the inmates.

**DEPARTMENT OF CORRECTIONS—Continued**

The department has recently implemented a cooperative program involving the vocational training resources of the department to coordinate some of the vocational training activities with the industries program as a means of providing better trained inmates for the industrial program and providing practical experience for the vocational trainees.

Work projects with cooperating agencies include a variety of public services with state and federal agencies. Included are 24 forestry and one road camp with an average population of 1,382 inmates assigned to tasks related to forestry conservation, fire prevention and suppression. The proposed 1972-73 camp program represents a substantial reduction from the 1970-71 level which consisted of 34 camps with 1,690 inmates assigned. The reduction results from an inmate population decline especially in the inmate classifications the department considers suitable for camp placements.

The department has also reduced camp population from 80 to 60 inmates per camp without staff reductions. This results in an increased level of staff services per inmate. If these camps were maintained at the higher capacity, 480 more inmates could be placed in camps and more expensive institutional housing units could be closed as well as provide more inmates for needed conservation and fire prevention projects.

These camp reductions result from the decline in inmate population deemed suitable by the department for camp placement. The department advises that camp capacities are being reduced from 80 to 60 rather than eliminating six camps so that camps will be located in a sufficient number of areas to meet the requirements of the Division of Forestry. The camp program will require approximately the same level of staff with a slight workload adjustment of 0.8 man-years and total expenditures of \$4,148,801. The expenditure request represents an increase of \$437,461 or 11.8 percent over the current year.

**Contract for Housing Federal Prisoners**

During the current year, the department consummated an agreement with the U.S. Department of Justice, Bureau of Prisons, providing for housing up to 600 Mexican nationals at the Correctional Training Facility—South. This 600 inmate capacity facility which formerly operated as a branch of the main institution near Soledad, was closed as surplus to the needs of the department. The federal prisoners will be serving short federal terms for immigration violations. A total of 85.1 new positions will be established during the current year and are requested for continuation in the budget year to provide for operation of this facility by the Department of Corrections. The entire cost of operating this facility will be reimbursed by the federal government.



**Work Assignments**

Work assignments by inmates relate to those various functions which are necessary to the operation and maintenance of the institutions. A total of 10,750 inmates will be employed in these functions in 1972-73 as compared to 11,000 in 1970-71 and 1971-72. The reduction is due to population decline. These work assignments provide job training in functions such as feeding, laundry, housekeeping, maintenance of facilities, fire suppression, grounds care and similar tasks. Of the 10,750 work assignments, 3,600 are positions for which a small wage is paid as an incentive for the inmate employee. Total expenditures of \$269,500 for 1972-73 represent a slight increase over 1971-72 estimated expenditures of \$266,880.

**Inmate Welfare Fund**

This fund was created in 1945 under the authority of Section 5006 of the Penal Code to provide a special trust fund for the benefit, education and welfare of inmates. Revenue to the fund consists of canteen profits from sales to inmates, retention of 10 percent of gross sales of inmate handicraft sold to the public, interest on deposits of inmates personal funds and forfeiture of inmates' earnings as authorized by the Penal Code, interest on the fund, and donations received. The fund is expected to receive \$3,069,764 and expend \$2,987,904.

The fund is used to operate the inmate canteens as self-supporting enterprises and to purchase recreation and leisure articles for the inmates' benefit. Such purchases include movies, recreational games and equipment, television sets and fiction library books.

The department is requesting 3.8 new positions at a salary cost of \$42,362 but is deleting 5.5 positions of different classifications or located at different institutions for a net reduction of 1.7 positions and \$4,512.

**6. Work Furlough**

The work and training furlough project permits the release of inmates during the normal workday for employment or training in the community and return to the institution during the night hours. The selected inmates are assigned to this program during the latter portion of their institutional stay and are charged for room and board as well as staff supervision. The inmate is also required to provide his personal clothing, transportation, and other expenses including taxes, and a portion of his salary goes to his dependents. Cash repayments to the state are sufficient to reimburse 50 percent of the program costs for administration, supervision, and operating expenses.

The average work furlougee spends 60 days in the program prior to release. The department advises that the program indirectly produces additional savings as these inmates require less release money when paroled and institutional costs are reduced as the furlougee spends less time in prison.

**DEPARTMENT OF CORRECTIONS—Continued**

The department is requesting \$215,296 for this activity in 1972-73, which represents a small increase in operating costs over the 1971-72 estimated expenditures of \$205,333. The utilization of 15.2 man-years of personnel in this function in the current and budget years reflects an expansion over the 1970-71 level of 8.7 personnel man-years.

**7. Short-Term Treatment**

This activity provides needed additional short-term institutional treatment for parolees exhibiting difficulty on parole. Parolees in difficulty can be returned to these units within the penal institutions for an average of 4½ months of additional treatment instead of requiring parole revocation which carries an institutional stay of 15 to 18 months before subsequent parole.

An average daily population of 562 parolees will be cared for in this program activity at a total cost of \$108,844 in 1972-73. This requested amount provides for continuation of the existing level of program for an average of 62 more parolees than in the current year. Personnel utilization totaling nine man-years is a continuation of the existing staffing level.

**8. Institution Operations—Administration**

Administration services are required at each institution. This program activity will use 299.8 man-years of personnel and \$5,962,803 in the 1972-73 fiscal year as requested in the Governor's Budget. This represents an increase of 6.9 man-years and \$354,237 or 6.3 percent over the current year. The increase is due to a request for 8.8 clerk II positions for personnel offices of various institutions due to workload increase related to implementation of premium overtime, night shift differential and other personnel record workload increases.

**RELEASING AUTHORITIES**

This program includes the activities of the Adult Authority and the Women's Board of Terms and Parole relating to adult felons and the Narcotic Addict Evaluation Authority which relates to civilly committed narcotic addicts. The function of these boards is to fix and reset as required the terms to be served within the institutions and on parole. They may grant parole and may order suspension or revocation of parole as authorized by law. The Adult Authority is assisted in case hearings by hearing representatives who serve on panels with the board members separately.

The Adult Authority has made two significant policy changes in the current year which are worthy of comment. First, the board has established a policy of fixing the inmate's term earlier in his prison stay rather than, as previously, continuing each case from year to year until sufficient institution time had been served before a parole date was set. Under the new policy, the term is set and a tentative parole date

established during the first six months of incarceration for most inmates. The tentative parole date is to be adhered to unless the inmate's conduct requires an extension. The new sentencing policy permits better planning of the inmate's program based on a relatively firm incarceration period.

The second policy change will permit the discharge from parole after one year rather than two years currently required for parolees who are able to live trouble-free in the community for one year and require only minimum supervision during that period. This policy will result in the reduction of 705 in the average daily parole caseload total in 1972-73 below the current year average.

A total expenditure of \$1,076,410 and 47.5 man-years are requested for continuation of the activities of these boards in 1972-73. This represents a small reduction of one-man year in effort and \$110,069 below the current-year estimated expenditures. Workload and accomplishments of these boards are set forth in Table 5.

Table 5  
Releasing Authorities Workload

	1970-71	1971-72	1972-73
Adult Authority:			
Institution cases heard -----	27,194	23,252	22,237
Releases granted -----	9,358	7,993	8,294
Parole and community services cases			
heard -----	12,556	10,736	10,268
Paroles suspended -----	4,163	3,557	3,402
Reinstatements -----	1,175	1,005	961
Other (mandatory review cases, re-affirmed actions, NCTU releases or placements ordered, parole continuations or advances -----	7,218	6,172	5,903
Women's Board of Terms and Parole:			
Institution cases heard -----	1,866	1,597	1,527
Releases granted -----	640	547	523
Parole and Community Services cases			
heard -----	4,165	3,557	3,402
Paroles suspended -----	400	342	327
Reinstatements -----	175	150	143
Other (routine discipline, general case discussion, progress reports, transfers) -----	3,590	3,071	2,937
Narcotic Addict Evaluation Authority:			
Institution cases heard -----	5,654	4,843	4,632
Outpatient revocation cases heard -----	7,339	6,279	6,005
Final discharge hearings -----	367	313	299

Table 5 shows that Adult Authority institutional hearings are expected to decline from 27,194 in 1970-71 to 22,237 in 1972-73, which represents a workload decrease of 4,957 hearings. In addition, field parole hearings relative to parole revocation, etc. are projected to decline by 2,300 during the same period for a total case hearing reduction of 7,257.

**DEPARTMENT OF CORRECTIONS—Continued**

The proposed budget does not reflect any staff reduction and would result in a substantial increase in the level of service provided by this board. The board advises that workload increases attributable to the changing nature of the hearings, which places greater emphasis on "due process," necessitates the continuation of presently authorized staffing levels. We recommend special review of this program element pending the submission of additional workload data and position justifications by this board.

**COMMUNITY CORRECTIONAL PROGRAM**

This community-based program includes regular and specialized parole supervision, operation of community correctional centers, outpatient psychiatric services, antinarcotic testing and community resource development. The program goal is to provide community supervision, support and services to achieve parolee rehabilitation.

The total program is budgeted for 890 man-years and \$16,452,047 for 1972-73 including \$15,563,540 from the General Fund and \$888,507 in reimbursements to be expended in the program. The budget requests would continue the existing level of service adjusted for workload and price increases as projected by the department. This program is under the direction of the parole division which is subdivided into six regions and 60 parole unit offices, two psychiatric outpatient clinics and branches, four community correctional centers and an antinarcotic testing center in Los Angeles. A normal parole unit consists of a supervising agent, another half-time supervisor who carries one-half of a caseload, six case-carrying agents and clerical assistance. Differences from the norm may be required due to workload requirements.

**Conventional Parole Supervision**

The objectives of conventional parole supervision are to further parolee rehabilitation through casework services and related support and to provide public protection through surveillance of the parolees' activities and recommending parolee revocation and return to custody when deemed necessary.

The average daily parole caseload under conventional supervision is projected by the department to total 9,225 in 1972-73, a decrease of 705 parolees under the current-year average. Parole agent positions are provided on an approved workload formula of one position for each 68 parolees.

The felony parole population under conventional supervision is projected to increase from 9,045 in 1970-71 to 9,930 in 1971-72 due to the increase in releases from the institutions over the release rate previously experienced. While institutional releases are expected to increase in 1972-73 over 1971-72, the department is projecting a decline in this parole program to an average of 9,225 cases, a decrease of 705 below the current year. The decline is anticipated as a result of the

new policy of the Adult Authority to discharge from parole all parolees completing one year of parole trouble-free and requiring only minimum supervision instead of carrying these cases for an average of two years.

#### **Work Unit Parole**

Work unit parole supervision is an experimental low caseload parole management project. The project was initiated in 1964 to increase the time and attention parole agents could devote to parolees with histories of violent and aggressive acts and certain felon addicts. These cases were classified as special and assigned to a parole agent with an average caseload of 35 parolees. These and other work unit parolees were assigned on a weighted unit basis which rated the special cases at 4.8 work units, a regular parolee not representing a particular hazard but requiring regular supervision at three work units and all others as conditional at one work unit. An agent could have any combination of case types totaling 120 work units. The caseload per agent ranges from 24 to 45 parolees.

Total work unit caseload will average 5,200 parolees in the current and budget years. Total cost of this program element in 1972-73 is estimated to be \$3,126,370, an increase of \$94,371 over the current year due to price and staff benefit increases. The amount requested will continue the currently approved level of service.

The department's description of this program element claims significant reductions in prison returns have resulted since 1965. This apparently refers to the total parole population and not solely work unit caseloads. From 1945 to 1965, the overall return rate of male felons to state prison for parole violation including new convictions following two years on parole was approximately 45 percent. The latest available data reflects this has declined to 34.5 percent. The 45-percent rate included 25 percent returned for violating parole rules and 20 percent returned with new convictions. The current 35-percent failure rate includes 24.8 percent for rules violations and 9.3 percent with new convictions. Therefore, the 10-percentage-point reduction is almost exclusively due to the reduction in new convictions which may well be due to factors other than more effective parole supervision.

The comparison of return rates for parolees in conventional and work-unit caseloads between 1965 and 1968 is invalid because the groups are not comparable. The lack of comparability results from excluding aggressive history cases from conventional caseloads. These cases have low recidivism rates by comparison to check passers and some other property offenders who were included most heavily in the conventional caseloads. The substantial reduction in check offenders since that time has reduced the effect of this factor in post-1968 data. Beginning in 1968, aggressive history cases have been added to conventional parole units.

**DEPARTMENT OF CORRECTIONS—Continued****Nonfelon Addict Parole**

A third distinct type of parole supervision is provided the nonfelon addict released to outpatient status from the nonfelon addict rehabilitation program. After an initial period of institutional treatment stressing physical conditioning and group and individual counseling, the nonfelon addict is released to outpatient status. The parole supervision consists of casework services, surveillance and antinarcotic testing to determine use of narcotics. A determination of subsequent illegal drug usage results in a return to the rehabilitation center for additional treatment. Caseloads per parole agent average 32 parolees.

Program expenditures in 1972-73 include 183.2 man-years and \$3,668,503 to continue the currently authorized level of service. The average daily parole population for this program element is estimated to total 6,038 cases in the budget year, an increase of 383 cases over the current-year total. Total personnel effort to be expended is projected to increase 4.7 man-years in 1972-73 over 1971-72.

The man-year increase results from the request for four parole agent I positions in the budget year in addition to the four parole agent II and 23 parole agent I positions established administratively in the current year and proposed as new positions in the budget year on the basis of approved workload formulas due to projected caseload increase.

Tables 6 and 7 present data relative to male and female nonfelon addicts placed in outpatient status in 1965 through 1970.

**Table 6**  
**Disposition of Persons Placed in Outpatient Status 1965-1970**  
**Male Civil Narcotic Addicts**  
**Status as of June 30, 1971 by Cohort Year of Release**

Status	Year of release to outpatient status											
	1965		1966		1967		1968		1969		1970	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Number released to outpatient status—	1,342	100.0	1,247	100.0	2,119	100.0	2,508	100.0	2,768	100.0	3,506	100.0
Status as of June 30, 1971												
Active outpatient status-----	6	0.4	7	0.6	63	3.0	133	5.3	504	18.2	1,547	44.1
Inactive outpatient status*-----	9	0.7	25	2.0	43	2.0	114	4.5	275	9.9	561	16.0
Returned to California Rehabilita- tion Center-----	1,018	75.8	918	73.6	1,574	74.3	1,815	72.4	1,643	59.4	1,248	35.6
Died-----	21	1.6	14	1.1	37	1.7	43	1.7	50	1.8	40	1.2
Discharged from civil commitment--	288	21.5	283	22.7	402	19.0	403	16.1	296	10.7	110	3.1
Returned to court for discharge--	158	11.8	147	11.8	146	6.9	130	5.2	39	1.4	--	--
Discharged by Department of Corrections-----	26	1.9	31	2.5	25	1.2	39	1.6	68	2.5	62	1.7
Writ (habeas corpus)-----	21	1.6	7	0.6	14	0.7	7	0.3	6	0.2	2	0.1
Returned to prison with new felony commitment-----	46	3.4	39	3.1	68	3.2	76	3.0	76	2.7	32	0.9
Other court order discharge-----	37	2.8	59	4.7	149	7.0	151	6.0	107	3.9	14	0.4

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

Source: Research Division, Department of Corrections.

**Table 7**  
**Disposition of Persons Placed in Outpatient Status 1965-1970**  
**Women Civil Narcotic Addicts**  
**Status as of June 30, 1971 by Cohort Year of Release**

Status	Year of release to outpatient status											
	1965		1966		1967		1968		1969		1970	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Number released to outpatient status	235	100.0	250	100.0	372	100.0	374	100.0	471	100.0	438	100.0
Status as of June 30, 1971												
Active outpatient status.....	1	0.4	3	1.2	7	1.9	32	8.6	104	22.1	204	46.6
Inactive outpatient status*.....	3	1.3	5	2.0	17	4.6	28	7.5	59	12.5	92	21.0
Returned to California Rehabilitation Center.....	161	68.5	179	71.6	233	62.6	221	59.1	247	52.5	131	29.9
Died.....	3	1.3	4	1.6	4	1.1	9	2.4	4	0.8	4	0.9
Discharged from civil commitment	67	28.5	59	23.6	111	29.8	84	22.4	57	12.1	7	1.6
Returned to court for discharge..	37	15.8	39	15.6	56	15.1	36	9.6	10	2.1	2	0.5
Discharged by Department of Corrections.....	9	3.8	2	0.8	10	2.7	8	2.1	15	3.2	5	1.1
Writ (habeas corpus).....	9	3.8	1	0.4	8	2.1	3	0.8	1	0.2	--	--
Returned to prison with new felony commitment.....	3	1.3	6	2.4	3	0.8	5	1.3	9	1.9	--	--
Other court order discharge.....	9	3.8	11	4.4	34	9.1	32	8.6	22	4.7	--	--

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

Source: Research Division, Department of Corrections.



**DEPARTMENT OF CORRECTIONS—Continued**

A nonfelon addict is by law deemed sufficiently rehabilitated to be discharged from the program if he has remained drug-free for three years. The number discharged under this criteria is reflected in the data entitled, "returned to court for discharge" in Tables 6 and 7.

Tables 6 and 7 show declines in the returned-to-court-for-discharge category for both male and female addicts. These data are subject to change especially for the latter year as subsequent discharges are made. For example, 1968 court returns for discharge now total 166 in Tables 6 and 7 while one year earlier this release group had not produced any discharges. Therefore, the latter year data in these tables is expected to be significantly larger in next year's report and does not represent necessarily a decline in rehabilitative effect.

The number discharged after having been drug-free is a minor part of the total nonfelon addict population. The institution and parole programs for nonfelon addicts have been justified in the past on the need to provide treatment to the individuals committed. While the success rate is not high, it is somewhat better than results reported for other treatment programs for this type parolee.

A recently issued research report on the first year of release follow-up of those released to the nonfelon parole program in 1969 reflected that 36 percent of the males and 43 percent of females were still in an outpatient status one year following release. The report reflected that these percentages represent increases of 5 and 7 percent respectively from the 1968 results. The 43 percent result for women outpatients was the first time this outcome figure had reached the 40 percentile range.

Approximately 40 percent of the men were detected using illegal drugs during the one-year period. The drug-use figure for women varied between 32 and 37 percent, depending upon whether the person was released one or more times to outpatient status. These were the lowest drug-use figures obtained in annual followup studies for the years 1966 through 1969. Previous results have been in the 60 to 70 percentile for males and the 45 to 60 percentile for women.

**Field Operations—Administration/Unit Supervision**

Administrative guidance, supervision, and ancilliary support is necessary for case carrying parole agents and other treatment staff. Administrative leadership from the director's office is provided through six regional administrators, 18 district administrators and 61 field unit supervisors.

This program unit also contains all the technical records staff and other clerical support.

The department proposes utilization of 308.6 personnel man-years and \$4,246,086 in this function which is a decrease of 20 man-years and \$101,087 below the current-year estimated expenditures. The reductions are due primarily to the decline in conventional parole caseload from the current year, e.g., the 12 clerical positions administratively

added during the current year because of parole population increases are carried over into the budget year as a net requirement of four new positions because seven of the positions will be abolished during the budget year. In addition, 3.5 clerk-typist II positions are requested. All of these clerical positions are based on approved workload formulas.

Three parole agent III positions are requested on the approved departmental workload formula for unit supervision and reflect an increase in the number of parole agents to be supervised in the nonfelon addict parole program. One of these positions will be abolished in February 1973, due to anticipated parole population decrease at that time.

#### **Community Correctional Centers**

The department operates four community correctional centers for a total average daily population of 202 nonaddicted felons and nonfelon addicts. The centers provide residential care and rehabilitation services to parolees lacking adequate financial or family resources or who are in need of assistance in the transition from an institutional setting to free society. There is substantial turnover in the resident population as reflected in total intake of 1,426 and departure of 1,415 residents during the year.

Parole agents are located at the center and provide supervision and assistance to the parolee during and subsequent to his residence in the center. The center programs include all available community resources to assist in the parolees' adjustment. The centers are also used to house felons released on the work-furlough program. The department advises that the availability of the centers results in earlier release from prison of some parolees.

The 1972-73 budget will authorize total expenditures of \$828,327 and 36 man-years for these four centers to continue the existing program level. The cost increase of \$57,675 over the current-year estimated expenditures is due to price increases, merit salary adjustments and population increase.

#### **Parolee Psychiatric Outpatient Services**

Psychiatric outpatient clinics are operated in Los Angeles and San Francisco. They provide professional psychotherapy on a followup basis to parolees with aggravated assaultive and sexual offense convictions as well as to parolees with emotional problems. They make emergency psychiatric evaluations of parolees, consult with parole agents on crucial case decisions, and participate in the training of new agents. Over 90 percent of the parolees attending these clinics are paroled by the Adult Authority with the mandatory order for psychiatric attention during their parole.

The department proposes total expenditures of 31 man-years and \$670,345 in the budget year, an increase of 4.7 man-years and \$140,522 or 26.5 percent due to the workload increases as reflected in Table 8.

## DEPARTMENT OF CORRECTIONS—Continued

Table 8  
Psychiatric Outpatient Clinic Workload

	1970-71	1971-72	1972-73	Increase 1972-73 over 1971-72	
				Cases	Percent
Number of patients beginning of fiscal year..	1,091	1,265	1,300	35	2.8
Number of parolees admitted to clinics.....	870	875	1,050	175	20.0
Number of parolees terminated from program	696	840	850	10	1.2
Number of patients end of fiscal year.....	1,265	1,300	1,500	200	15.4

Table 8 shows that the number of parolees admitted for treatment and the total caseload at year-end are expected to increase in the budget year by 20 percent and 15.4 percent respectively. To meet the needs of this increasing workload, the department is requesting four staff psychiatrists and two senior stenographers at a total salary cost of \$104,580. *We recommend approval of the positions on a workload basis.*

A report on this program issued by the department in December 1971, showed that as of June 30, 1971, 1,284 male felons were receiving outpatient clinic services; this number constitutes 9.4 percent of the male felon parole population, an increase of 244 patients over the June 30, 1970 figure of 1,040. During the fiscal year 1969-70, 847 males and females were admitted to the clinics, the fiscal year 1970-71 figure was 910.

The clinic population characteristics reflect a notably larger percentage of those received for homicide, assault and sex offenses than does the general parolee population or the clinic population of the previous year. The median age for clinic patients approximates that of the general parolee population.

The predominance of individuals assigned to the clinic were diagnosed as personality disorders (59.5 percent). Additionally, the population included 14.6 percent (an increase of 1.9 percent over the prior year) diagnosed as psychotic disorder and 8.6 percent sexual deviation (up 2.3 percent from the prior year).

In excess of 75 percent of the patients had received prior supportive or intensive psychiatric treatment. Roughly 90 percent of the clinic parolee-patients were referred/assigned to the clinic by the Adult Authority.

Data relative to the parole experience of the parolees assigned to this program element reflects a limited but steady improvement in favorable parole results and a decrease in the number of cases returned to prison.

**Special Narcotic Services**

This program element includes the nalline and urinalysis testing of opiate users to detect reuse and also the methadone treatment. Routine tests will be made of the estimated 11,589 addicts under parole supervision in 1972-73 consisting of 10,800 nalline tests and 67,428 urinalyses. Based on prior experience, the department estimates positive test results reflecting reuse of opiate drugs in 216 of the nalline tests and 10,114 of the urinalyses.

A pilot methadone treatment program has been established for 200 parolees in the Los Angeles area by this department. In addition, approximately 600 other parolees are participating in methadone programs conducted by other organizations.

The department is requesting 12.1 man-years of effort and \$456,820 in the budget year to continue these activities at the existing program level.

**Special Items of Expense**

These special items provide reimbursements to the counties for expenses relating to transportation of prisoners and parole violators, returning fugitives from justice from without the state, and court cost and other charges related to trials of inmates and related matters. These reimbursements are made by the State Controller on the basis of claims filed in accordance with law. Actual and estimated expenditures for these special items are reflected in Table 9.

Table 9  
Special Items of Expense

	1970-71	1971-72	1972-73
Transportation of prisoners and parole violators, Item -----	\$119,381	\$120,842	\$120,842
Returning fugitives, Item -----	333,053	359,275	359,275
Court costs, Item -----	423,603	429,588	429,588
Totals -----	\$876,037	\$909,705	\$909,705

**ADMINISTRATION**

The administration program includes centralized administration at the departmental level and administration of each institution and parole region. The administrative head of the department is the director who consults with and secures the advice of the three paroling bodies. The departmental administration provides program coordination and support services to the institutional and parole operations. Each institution is headed by a warden or superintendent and its own administrative staff as necessary. Institutional operations are divided into custody and treatment functions each headed by a deputy warden or deputy superintendent.

The parole operation is administratively headed by a deputy director assisted by centralized headquarters staff. The state is divided into six parole regions, each directed by a parole administrator. The parole

**DEPARTMENT OF CORRECTIONS—Continued**

function is subdivided into districts and parole units which consist of a supervising agent, a one-half time assistant supervisor who carries one-half a caseload and six case carrying parole agents.

Total expenditures for administration not prorated to other programs are estimated at 181 man-years and \$3,340,588 for the budget year. This is an increase of two man-years over the current year but a budget decrease of \$81,988 or 2.4 percent.

The man-year increase is the net result of various proposed new positions partly offset by reductions and transfers to other programs. The proposed new positions include seven correctional officers, one supervising account clerk I and an account clerk II. The seven correctional officers are requested to provide additional security on departmental buses used in transporting prisoners between institutions. The positions requested will provide a third officer on each bus which previously was staffed with one officer and one driver. These positions were administratively established during the current year to reduce the vulnerability of the buses to attack and to provide additional security to staff and inmates on the buses.

Due to workload increases related to various accounting activities resulting from substantial expansion of total parole caseload and parole agent personnel, the department is requesting the two clerical positions.

**Board of Corrections**

*We recommend elimination of this board and the transfer of its jail inspection and review function to the Department of Corrections for a salary savings of \$55,587.*

The board was created in 1944 to act as a coordinating body for the various state and local correctional agencies. Functions subsequently added include the duty to make jail inspections and to make studies of local jail facility requirements, setting jail standards, conducting studies and establishing crime study commissions.

In recent years, the coordinating function has been assumed by the Human Relations Agency. The board meets infrequently and has been without an executive officer for over 18 months.

The functions relating to jail plans, inspections, etc. should be transferred to and the workload be absorbed by the Department of Corrections. The power to establish special crime study commissions should be transferred to the Governor. *We recommend that necessary legislative changes be made to effectuate these transfers of duties and authority.*

**DEPARTMENT OF THE YOUTH AUTHORITY**

Items 224 through 231 from  
the General Fund

Budget p. 142 Program p. 780

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Requested 1972-73.....	\$75,667,341
Estimated 1971-72 .....	73,763,805
Actual 1970-71 .....	67,835,970
Requested increase \$1,903,536 (2.58 percent)	
Total recommended reduction .....	\$576,000

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**SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS**

*Analysis  
page*

1. *Population Projections. Reduce \$576,000.* Recommend the department reduce its 1972-73 population projection by 180 wards. 615
2. Recommend special review of the proposed alterations to the maximum detention unit at Preston School for Industry. 616

**GENERAL PROGRAM STATEMENT**

The Department of the Youth Authority and the Youth Authority Board were created by the Youth Authority Act adopted in 1941, and codified in Chapter 2.5 commencing with Section 1700 of the Welfare and Institutions Code. The purpose of these two units is "... to protect society more effectively by substituting for retributive punishment methods of training and treatment directed toward the correction and rehabilitation of young persons found guilty of public offenses."

The department and the board have attempted to carry out the legislative mandate in institutional programming by eliminating corporal punishment and by providing prevocational and vocational training programs, academic instruction, increased counseling and casework services, and specialized treatment programs for problem cases. Community-based programs include regular and low-caseload parole programs for state wards, and subsidies to local government to encourage substitution of locally operated programs for commitment to state programs. These subsidies are founded on the assumption that more effective rehabilitation can be provided in the community or at least it is generally more desirable to treat the offender in the community than to incarcerate him in a state institution removed from his family and other favorable influences. While there are exceptions in which removal from the community is clearly the preferred treatment, the state encourages local treatment by subsidizing construction and operation of county juvenile homes, ranches, and camps, enriched probation services, and delinquency prevention activities. Local treatment programs include incarceration in juvenile halls for

**DEPARTMENT OF THE YOUTH AUTHORITY—Continued**

short periods, longer term commitment to county camps, day-care centers, and community supervision with foster home or in-home placement and probation supervision. State subsidies to these local programs total \$23,245,586 in the proposed budget for 1972-73.

The state-operated program consists of 9 institutions, three reception centers, and four forestry camps that will house an estimated average daily population of 4,809 wards, plus a community parole program for a projected daily average population of 12,528 wards in 1972-73. The department estimates it will handle 96 fewer institutional and 367 fewer parole wards in 1972-73 than in 1971-72.

The wards to be handled in state programs represent a relatively small portion of the total delinquency problem. Those persons committed to the Youth Authority are the results of a filtering system that commences with the initial arrest. Law enforcement makes the primary determination as to referral to probation or direct release without charge. Probation then determines whether those referred will be released, referred to another agency such as the Department of Mental Hygiene or another jurisdiction, placed on informal probation or a petition filed with the juvenile court. Informal probation is limited to no more than six months and must be with the consent of the parent or guardian. The juvenile court may dispose of the petition by transferring jurisdiction to another county, by dismissal, granting probation, remanding the case to the Adult Court, or by committing the ward to the Youth Authority.

**Ward Characteristics**

The general characteristics of juveniles committed to the Youth Authority reflect that they are often from below average in economic status (36 percent welfare, 64 percent self-supporting families), 59 percent come from broken homes, and neither parent had completed high school in 60 percent of the wards. However, fathers or father substitutes had no criminal records for 75 percent of the wards. The wards generally have a negative or indifferent attitude toward school (80 percent), are generally in grades 10 to 12 (65 percent), of normal I.Q., have no serious psychological disorder (71 percent), but generally had delinquently oriented associates (85 percent). The wards' delinquent behavior reflected they had had three or more delinquent contacts with authorities prior to Youth Authority commitment (89 percent), and generally had a prior institutional commitment of some level (61 percent).

The Youth Authority program for these wards includes initial diagnosis and classification at the three reception centers, institutional treatment consisting of academic, prevocational and vocational training, counseling and social casework, and work programs followed by aftercare counseling and supervision on parole. In addition, there are specialized programs for direct release from reception centers, thus

bypassing the normal institutional stay, as well as other experimental program.

The programs in the Department of the Youth Authority are supported by the following Budget Bill items in the amounts and for the purposes indicated.

Item 224—Departmental support .....	\$52,378,215
Item 225—Transportation of persons committed .....	43,540
Item 226—Maintenance and operation of juvenile homes and camps .....	3,337,340
Item 227—Construction of juvenile homes and camps .....	600,000
Item 228—State's share—control of juveniles at the international border .....	143,646
Item 229—County delinquency prevention commissions .....	33,300
Item 230—County delinquency prevention commissions—research and training grants .....	200,000
Item 231—Special probation supervision programs .....	18,931,300
<b>TOTAL .....</b>	<b>\$75,667,341</b>

### ANALYSIS AND RECOMMENDATIONS

The departmental programs, as proposed in the Governor's Budget,

**Table 1**  
**Proposed Program Expenditures**

Program	Actual 1970-71	Estimated 1971-72	Proposed 1972-73	Increase 1972-73 over 1971-72	
				Amount	Percent
I. Community services					
Personnel					
(man-years) .....	33.1	41.6	35.1	-6.5	-15.6
Expenditures .....	\$20,106,393	\$24,222,123	\$24,694,511	\$472,388	1.95
II. Rehabilitation					
Personnel					
(man-years) .....	3,375.1	3,292.8	3,244.2	48.6	-1.5
Expenditures .....	\$50,018,143	\$54,610,844	\$54,807,217	\$196,373	.36
III. Research					
Personnel					
(man-years) .....	46.2	60.5	51	-9.5	-15.7
Expenditures .....	\$783,390	\$832,920	\$731,593	-\$101,327	-12.2
IV. Youth Authority Board					
Personnel					
(man-years) .....	16.8	18.1	18.2	-.1	-.5
Expenditures .....	\$393,408	\$445,932	\$452,410	\$6,478	1.5
V. Administration					
Distributed to other programs					
Personnel					
(man-years) .....	117.9	125	122.5	-2.5	-2.0
Expenditures .....	(\$2,196,228)	(\$2,226,323)	(\$2,267,899)	\$41,576	1.9
Undistributed					
Expenditures .....	\$353,633	\$344,076	\$352,717	\$8,641	2.5
Program totals					
Man-years .....	3,589.1	3,538	3,471	-67	-1.9
Expenditures .....	\$71,654,967	\$80,455,895	\$81,038,448	\$582,553	.72
Less reimbursements .....	-\$2,463,555	-\$4,777,124	-\$3,639,415	\$1,137,709	-23.8
Net program totals .....	\$69,191,412	\$75,678,771	\$77,399,033	\$172,026	2.3
General Fund .....	\$67,835,970	\$73,763,805	\$75,667,341	\$1,903,536	2.6
Federal funds .....	\$1,355,442	\$1,914,966	\$1,731,692	-\$183,274	-9.6



## DEPARTMENT OF THE YOUTH AUTHORITY—Continued

will cost \$77,399,033 and expend 3,471 man-years of effort. However, the department anticipates budget-year reimbursements totaling \$3,639,415, from (1) federal grants and (2) fees charged to counties for ward care and diagnosis, for a total expenditure program of \$81,038,448. As discussed later in this analysis, we recommend that the department reduce its 1972-73 population estimate by 180 wards resulting in a total estimated budget reduction of \$576,000.

Table 1 shows that, while the total number of employees will decrease by 67, the General Fund program cost will increase \$1,903,536 or 2.6 percent over current year expenditures. This increase is primarily due to the higher cost (\$472,388) of community service programs, price increases and a \$183,274 decrease in federal reimbursements. The fiscal adjustments in the 1972-73 budget will be discussed more fully in the analysis of each separate program.

## COMMUNITY SERVICES

The community services program is divided into direct services by staff to local public and private agencies and by grants of state funds to subsidize certain local programs relating to delinquency and rehabilitation. Direct staff services include standard setting, inspections, training, consultation, and technical assistance for local entities. State subsidies administered under this program, provide for state-local sharing, by prescribed formulas, of the cost of construction and maintenance of juvenile homes, ranches, and camps, of enriched probation services and for delinquency prevention programs. The reduction of delinquency to the greatest extent possible is the ultimate goal of this program, but there are lesser goals and objectives related to each element of the program discussed herein.

The total program effort for the past actual, current and budget years is shown in Table 2.

**Table 2**  
**Community Services Personnel and Costs**

Category	Fiscal Year			Increase 1972-73 Over 1971-72	
	1970-71	1971-72	1972-73	Amount	Percent
Personnel man-years .....	33.1	41.6	35.1	-6.5	-15.6
Expenditures .....	\$20,106,393	\$24,222,123	\$24,694,511	\$472,388	1.95
General Fund .....	(\$19,736,845)	(\$23,813,089)	(\$24,486,922)	(\$673,833)	(2.8)
Federal funds .....	(102,065)	(89,269)	(24,621)	(-64,648)	(-72.4)
Reimbursements .....	(267,483)	(319,765)	(182,968)	(-136,792)	(-42.8)

Table 2 indicates that this program will be reduced by 6.5 personnel man-years and increased by \$472,388 between the current and budget years. The staff reductions represent positions authorized administra-

tively for the current year and supported by federal funds. These positions provide a variety of services to local communities and provide planning services to the Juvenile Delinquency Task Force of the Council on Criminal Justice. The program cost increase of \$442,388 is due to proposed increases in probation subsidy of \$363,403, and in the construction and maintenance of juvenile homes, ranches, and camps subsidy of \$266,180 partially offset by reductions in other program elements.

#### **Services to Public and Private Agencies**

Probation services are provided to approximately 180,400 individuals by local agencies in all 58 counties, two of which have separate juvenile and adult departments. The counties also operate juvenile halls, ranches, camps, and homes, incarcerate juveniles in some jails and provide enriched probation services under the probation subsidy program. The department is required by law to establish minimum standards of operation and make compliance inspections of these local facilities and programs except for regular nonsubsidized probation services in which instance the state standards are not mandatory.

The department is also authorized by law to assist in improvement of local juvenile enforcement, rehabilitation, and delinquency prevention programs by providing training and consultation services to local agencies.

The department proposes to expend 15.8 personnel man-years and \$337,577 for these services in 1972-73 as compared to 18.7 man-years and \$417,418 in 1971-72 and 14.9 man-years and \$310,431 actually expended in 1970-71. The cost and man-year reductions in the budget year primarily relate to the deletion of federally funded positions previously mentioned.

#### **Financial Assistance**

The state, under the administration of this department, provides assistance to local government with subsidies for construction and operation of ranches, camps, and homes for delinquents, enriched probation programs, delinquency prevention commissions and programs, and a border check station at San Diego. State support is intended to and has encouraged the development of these local programs and is based on the belief that local treatment of delinquents, if not more effective, is more desirable than incarceration in state facilities. Treatment in the community or in locally operated institutions retains the ward in his normal home and community environment or at least closer to such influences than may be the case with incarceration in state facilities. The degree of correctness of this theory and the extent of its application have not been scientifically established, but the concept is generally accepted among those working in juvenile rehabilitation. It is also generally recognized that removal from the community or at least from the natural home situation as it

**DEPARTMENT OF THE YOUTH AUTHORITY—Continued**

exists is necessary in some cases.

The department expects to devote 13.3 man-years to these subsidy programs in 1972-73 which is the same as the current year authorized level plus four additional man-years being utilized during the current year of which 1.5 man-years will be continued in the budget year and funded by federal sources. Total local subsidy expenditures are shown in Table 3.

**Table 3**  
**Financial Assistance to Locally Operated Programs**

Activity subsidized	1970-71	1971-72	1972-73	Increase 1972-73 Over 1971-72	
				Amount	Percent
1. Construction of juvenile homes, etc. ....	\$414,000	292,000 \$600,000	\$600,000	—	—
2. Maintenance of juvenile homes, etc. ....	3,123,495	3,071,160	3,337,340	\$266,180	8.7
3. Special probation supervision .....	14,711,796	18,567,897	18,931,300	363,403	2.0
4. Border check station .....	219,635	142,324	143,646	1,322	0.9
5. Delinquency pre-vention .....	127,200	227,200	233,300	6,100	2.7
6. Youth service bureaus .....	143,748	—	—	—	—
Total subsidies.....	\$18,739,874	\$22,608,581	\$23,245,586	\$637,005	2.8
General Fund .....	(18,646,124)	(22,608,581)	(23,245,586)		
Federal funds .....	(93,750)				
Staff, operating, and prorated administrative costs .....	939,016	1,038,637	984,027	-54,610	-5.3
Total cost .....	\$19,678,890	\$23,647,218	\$24,229,613	\$582,395	2.5

**Construction and Maintenance Subsidies**

Table 3 shows that the construction subsidy is to be budgeted at the same level as the current year. The amount requested is based on the counties' expressed intentions to construct additional facilities less an estimated savings based on recent experience of counties not being able to fund construction programs as planned. The amount requested, therefore, appears reasonable.

This subsidy was authorized in 1957 to encourage counties to provide more local facilities for juvenile rehabilitation. The counties must conform to standards prescribed by the Youth Authority to participate in the program. The state reimburses the counties for one-half the construction costs, but not to exceed \$3,000 per bed unit. The counties had 27 facilities for approximately 1,503 wards when the program was

commenced, as compared to an anticipated 83 facilities with capacity for 4,153 juveniles in 1972-73. The state benefits from the fact that many of these juveniles would have been committed to the state where their cost of care would have been a state burden except for the \$25 per month per commitment contributed by the county of commitment.

The maintenance subsidy was established to encourage local treatment programs in preference to state institutional incarceration. It is limited to reimbursement of one-half the ward's cost of care, but not to exceed \$95 per ward per month.

The scheduled increase of \$266,180 or 8.7 percent for the maintenance of juvenile homes, etc., reflects increased population projections submitted to the department by participating counties.

#### **Probation Subsidy**

The probation subsidy program was established in 1965 to share with the counties savings resulting to the state from a reduction in commitments of juveniles and adults to state institutions. To participate, the counties must make earnings based on a prescribed formula set forth in the code. The county earnings are achieved by reducing its commitments below a base commitment rate previously established. The county is then reimbursed up to the amount of earnings for the actual cost of providing enriched probation programs meeting minimum standards established by the Youth Authority.

The probation subsidy program will total \$18,931,300 in 1972-73 as shown in Table 3. This is an increase of \$363,403, or approximately two percent, over the \$18,567,897 estimated for expenditure in 1971-72. However, included in the current year estimated expenditures is a \$2,167,897 allocation from the Emergency Fund so the budget year figure reflects an increase of \$2,531,300 over the 1971-72 appropriation. The department advises that the increased cost of the probation subsidy program in the budget year is a result of increased earnings and costs by participating counties.

The \$18,931,300 is entirely from the General Fund and is to provide for county claims of the last quarter of 1971-72 and for the first three quarters of 1972-73. The department projects 4,500 commitment reductions to state-operated adult and juvenile institutions in 1972-73 below what would have been received under the base commitment rates of the counties prior to this subsidy. The 4,495 reduction in commitments to state facilities in 1970-71 included 2,540 juveniles and 1,955 adults.

The department states that since the inception of the probation subsidy there has been a total reduction of 15,300 juvenile and adult commitments to state institutions below the base commitment rates of the counties prior to the subsidy. There are 170,000 persons currently on probation and 17,300 or 10.2 percent of these probationers are in specialized probation programs supported by the probation sub-

**DEPARTMENT OF THE YOUTH AUTHORITY—Continued**

sidy. As discussed later in this Analysis, the department is proposing the addition of four research positions to be used for evaluating the effects of probation subsidy on the clientele and communities served.

**Delinquency Prevention Subsidy**

The fourth subsidy reflected in Table 3 consists of two related functions. One provides for state sharing of operating costs of local delinquency prevention commissions and the other provides funds to establish delinquency prevention programs.

Delinquency prevention commissions of not less than seven members may be established in each county by ordinance to coordinate the work of the public and private agencies engaged in delinquency prevention activities. The commissions are authorized by Section 1752.5, Welfare and Institutions Code, to receive funds from governmental and nongovernmental sources and to hire an executive secretary and necessary staff. The subsidy which was enacted in 1965 to encourage creation of the commissions, provides that a payment of not more than \$1,000 per annum may be made to each commission to help defray operating expenses.

During the 1971-72 fiscal year \$200,000 was budgeted for delinquency prevention projects of which \$40,000 was used to assist previously funded programs and the remaining amount was used to sponsor several additional demonstration projects. The amount requested for delinquency prevention projects is a continuation of the presently authorized expenditure level.

Delinquency prevention has generally been treated as a local government problem except for the contribution made by the state-operated rehabilitation programs for delinquents. With the implementation of the delinquency prevention and probation subsidy programs, the state is becoming more directly involved in delinquency prevention.

The delinquency prevention subsidy is projected to increase by \$6,100, or 2.7 percent, in the budget year, reflecting the projected growth of commissions and delinquency prevention programs. As a result of a California Council on Criminal Justice contract, staff responsibilities during 1972-73 will include providing planning staff services in delinquency reduction to communities, developing further coordination between existing juvenile justice and delinquency prevention agencies and new federally funded programs, and conducting program audits on all delinquency prevention programs funded by CCCJ.

**San Diego Border Check Station**

The City of San Diego operates a check station at the Mexico-United States border near the Tijuana point of entry to deny passage into Mexico to juveniles not escorted by adults or without proper parental

consent. There were 21,000 juveniles stopped and interviewed during 1971-72, and 7,350 were denied entry into Mexico. An estimated 22,500 juveniles will be interviewed and 7,500 refused crossing privileges during 1972-73.

The cost of this check station is prorated between the state and the City of San Diego on the proportion of city and noncity residents turned away from the border. The \$143,646 requested for 1972-73 is \$1,322, or 0.9 percent, over current year expenditures and is attributable to the slightly increased workload.

#### **Youth Service Bureaus**

This program element was authorized by the 1968 Legislature as a three-year experimental project to terminate on the 61st day following the 1971 legislative session. No funds are provided for this function in the 1971-72 or 1972-73 budgets. However, during the current year the Youth Authority was the recipient of a grant from the U. S. Department of Health, Education, and Welfare to conduct a 12-month nationwide study of youth service bureaus and their effectiveness in preventing juvenile delinquency. The department advises that this study will not increase state costs.

#### **Delinquency Prevention Assistance**

The department provides staff services to disseminate information on delinquency and its possible causes, to encourage support of citizens, local governments, and private agencies to implement and maintain delinquency prevention and rehabilitation programs, and to conduct studies of local probation departments.

The department proposes to expend \$127,321 and six man-years on this program in the budget year, which is \$30,166 and 1.1 man-years less than current year levels. The staff and expenditure reduction is due to discontinuance of positions authorized administratively for the current year and supported by federal funds.

#### **REHABILITATIVE SERVICES**

The rehabilitative services program includes those functions that directly affect the projected 4,809 wards in state-operated institutions for delinquent juveniles and 12,528 parolees under supervision in the community. The program goals include immediate public protection by incarceration and future public protection and benefit to the offender by his rehabilitation.

The program workload results from the commitment of approximately 3,700 juvenile offenders to the state who have been adjudged by the courts as too severely delinquent for treatment in the local community. The majority of these commitments had a number of previous contacts with the local juvenile rehabilitation programs such as juvenile hall, camp and home placement, informal and formal probation supervision. The 17,337 juveniles estimated to be in state juvenile correctional institutions and on parole in 1972-73 are a small

**DEPARTMENT OF THE YOUTH AUTHORITY—Continued**

portion of our total youth population.

**Organization**

The department is headed by a director who is assisted in overall operation by a central administrative staff located in Sacramento. The Rehabilitation Services Program is administered by a deputy director and supporting staff, also in Sacramento. The program is geographically divided on a north-south regional basis. Each region in turn is directed by a regional administrator who is administratively responsible for all institutional and parole functions within his region. This is a new organizational structure established as a means of providing a better coordinated continuum of treatment and to remove artificial barriers created by separate and distinct institution and parole functions.

Each institution is headed by a superintendent and is divided into functional units devoted to administration, treatment, and support services. Parole services are organized on a regional and unit basis extending from the basic unit, i.e., one supervisory agent to four agents, four to nine units per region, and six regions divided on a north-south geographic basis. The number of units varies because of the geographic extent of the region and other administrative factors.

**Highlights of Rehabilitative Services Program and Workload Changes**

During the current year several significant changes occurred in the Rehabilitative Services Program. The department closed Fricot Ranch School for Boys, located near San Andreas, on June 30, 1971 due to overall population decline and the disproportionate per capita cost of operating this institution. Fricot, which had a capacity of 220, served as the department's institution for its youngest juvenile court wards, those in the 8-15-year-old group.

Due in part to the effects of the probation subsidy, which has resulted in the counties keeping younger and less behavior problem-oriented boys and girls and the transfer of older wards to this department in lieu of incarceration in Department of Corrections facilities as heretofore, the department has had to program for the increasing number of older, more criminally sophisticated and acute control problem wards. Part of this programming has included the opening of Dewitt Nelson Training Center, construction of which was completed in 1968 but heretofore unused, through the eventual transfer of 350 wards from Preston School of Industry. This arrangement will provide for programs in preconservation training, vocational/academic training, or work experience at Dewitt Nelson, and reduce the Preston population to approximately 400 of the department's most severe behavior problem and long-term cases. The program at Preston will provide specialized treatment and programming activities for 50 acute control cases, 50 severely disturbed wards requiring intensive

treatment of a psychiatric nature, 50 wards with drug abuse histories, and 50 wards requiring protective custody and diagnostic services. In addition, 200 wards having lengths of stay of one year or longer will receive vocational/educational and work experience training. The department advises that total cost of the programs at these two institutions is within the funds previously budgeted for Preston School of Industry. We have requested that detailed cost data supporting this contention be supplied for review.

During the current year the California Council on Criminal Justice funded a Youth Authority sponsored program entitled the Increased Parole Effectiveness Program (IPEP) for a period of two years. This program, which is designed to enrich parole services by means of innovative management and treatment systems, and by providing additional staffing within parole units, has two major objectives: (1) To reduce crimes committed by youth under Youth Authority jurisdiction and (2) to reduce parole returns sufficiently to enable the department to close 400 institutional beds by October 1, 1972. With the exception of certain specialized units, the Youth Authority's parole program will be converted from an average 72 ward/parole agent ratio to one based on variable caseloads. New caseloads will average 50 to 1 with parole units expected to develop differential caseloads based on individual parolee case risk and service needs.

The department expects that success in reducing parole returns to institutions will allow the closing of an institution and thus self-fund continuation of the IPEP program after the two-year federal funding arrangement expires. The institution chosen for closing is Paso Robles School for Boys. So far, three living units at the school have been closed. The remainder of the institution will be phased out on a gradual basis as parole returns decrease with a complete closure expected by October 1972. The increased parole cost after expiration of the federal grant will be offset by savings resulting from population reduction according to the department. Whether this result can be accomplished will depend on subsequent analysis of the results of this experimental program.

There have been several low caseload experimental projects conducted by this department and the Department of Corrections which have not resulted in substantial improvement in parole outcome. Lower caseload ratios alone have not been successful and the success of this program will depend on the success of changes and improvement in caseload management. Subsequent analysis must be made to determine if population reduction is due to the improved program or other factors.

The Rehabilitative Services Program is divided into three major elements: diagnosis, care and control, and treatment. Manpower and monetary expenditures by program elements are set forth in Table 4.



## DEPARTMENT OF THE YOUTH AUTHORITY—Continued

**Table 4**  
**Rehabilitation Services Personnel Man-Years and Expenditures**

<i>Program requirements</i>	<i>1970-71</i>	<i>1971-72</i>	<i>1972-73</i>	<i>Increase in 1972-73 over 1971-72</i>	
				<i>Amount</i>	<i>Percent</i>
<b>Diagnosis</b>					
Personnel .....	485.9	488.8	478.4	-10.4	-2.0
Expenditures .....	\$6,453,097	\$7,246,925	\$7,193,993	-52,932	-0.7
<b>Care and Control</b>					
Personnel .....	2,185.9	2,146.3	2,122.7	-23.6	-1.1
Expenditures .....	\$32,615,655	\$34,623,948	\$35,020,001	\$396,053	1.1
<b>Treatment</b>					
Personnel .....	703.3	657.7	643.1	-14.6	-2.2
Expenditures .....	\$10,949,391	\$12,739,971	\$12,593,223	-\$146,748	-1.6
<b>Totals</b>					
Personnel .....	3,375.1	3,292.8	3,244.2	-48.6	-1.5
Expenditures .....	\$50,018,143	\$54,610,844	\$54,807,217	\$196,373	0.36
<b>Funding Sources</b>					
General Fund .....	\$46,859,950	\$48,696,015	\$49,823,219	\$1,127,204	2.3
Federal funds .....	967,851	1,593,457	1,531,524	-61,933	-3.9
Reimbursements .....	2,190,342	4,321,372	3,452,474	-868,898	-20.0

Table 4 shows that the total cost of the rehabilitation program is projected to increase by \$196,373 or 0.36 percent in the budget year and that program staffing is estimated to decrease by 48.6 positions or 1.5 percent. Portions of the expenditure increase are attributable to: (1) price increases of approximately \$500,000, (2) merit salary increases estimated at \$550,000, (3) night shift differential provisions at a cost of \$45,000, (4) the partial cost (\$138,213) of the additional 70 security and control positions, (5) increased social security costs of \$95,000, and (6) \$85,000 in health insurance contributions.

Partially offsetting the above cost and staffing increases are: (1) a \$356,079 reduction in the cost of the parole program, (2) a \$225,000 reduction attributable to declining ward population, and (3) approximately \$600,000 attributable to reduced spending stemming from a reduction in federal funds and reimbursements.

The fiscal adjustments shown in Table 4 will be discussed in the analysis of each separate element of the rehabilitation program.

#### **Diagnosis**

The objectives of this program element are:

1. Initially to receive and compile a clinical evaluation of the estimated 5,266 juveniles to be committed in 1972-73 by the juvenile courts or returned by parole as violators of parole conditions.
2. To provide presentence clinical evaluations for juvenile courts for an estimated 330 juveniles to be referred by contracting counties.
3. To recommend a program of institutional or community treatment (direct release in lieu of institutional care) based on ward needs and department resources.
4. To review periodically the ward's program and progress at the

institutional level.

5. In the parole function, to evaluate the ward's progress and readiness for discharge from Youth Authority treatment and control.

To accomplish these objectives, the department operates three reception centers and provides diagnostic and case evaluation services in the institutions and on parole. In addition to completing 5,596 clinic evaluations, the reception centers will recommend, and the Youth Authority Board will order, institutional treatment for 84 percent and direct release on parole for 10.5 percent of the wards evaluated. Diagnostic services within the institutions are provided by a combination of professional and lay counselors and other staff working on a team basis and holding regularly scheduled conferences and unscheduled meetings as required.

During the current year, the department revised its accounting system to identify more accurately the cost of personnel on the basis of functions performed in the rehabilitation program. To accomplish this, the department has directly changed all custody personnel, which includes the group supervisor and youth counselor series, to the care and control element. This accounting change increased the cost and man-year figures for the care and control element and decreased the figures for the treatment and diagnosis elements. Accordingly, the department estimates that it will spend \$7,193,993 on the diagnosis element in 1972-73, a decrease of \$52,932 or 0.7 percent from the 1971-72 level and that the personnel man-year level will decrease by 10.4 from 488.8 in 1971-72 to 478.4 in 1972-73. Portions of the cost and manpower decreases are also attributable to decreases in ward population.

#### **Care and Control**

The care and control element includes residential care in camps and institutions providing the basic human needs for housing, feeding, clothing, medical and dental services and also surveillance and control in the community through parole supervision. The element's objectives are to provide these basic needs in a safe and secure setting for individual and general public protection and to provide community supervision and control.

The wards are housed in facilities ranging in inmate capacity from 80 ward camps to the Youth Training School with a capacity of 1,272 wards. The usual institutions range from 250 to 560 capacity. Housing units for girls have a capacity of 40 to 50 girls in individual rooms. Male housing units are generally 50-boy capacity open dormitories but individual rooms are provided at the Youth Training School.

Feeding facilities are either centralized messhalls at the older facilities or decentralized dining rooms attached to the living units with centralized food preparation at the newer institutions. Custody and control during the nonsleeping portion of the day is provided by youth counselors who also double as treatment personnel in relation to ward

**DEPARTMENT OF THE YOUTH AUTHORITY—Continued**

counseling, classification and other treatment team activities. Control during the sleeping hours and for the institution perimeter is provided by group supervisors who are not assigned treatment functions, Community surveillance and control is provided by parole agents who also have treatment responsibilities.

Specialized employees are provided for food preparation and distribution, clothing and housing care and maintenance, and medical and dental needs.

The department estimates that it will spend \$35,020,001 on this element in 1972-73, an increase of \$396,053 or 1.1 percent over the 1971-72 program level and that the personnel man-year level will decrease by 23.6 from 2,146.3 in 1971-72 to 2,122.7 in 1972-73. The manpower reduction reflects the net effect of personnel reductions due to decreases in ward population partly offset by the addition of the group supervisor and youth counselor positions mentioned previously. The \$396,053 cost increase for this element is attributable to the accounting changes and other increases discussed earlier.

**Staff Increases**

The department states that it is receiving more hostile, aggressive, and dangerous wards whose delinquent history is more extensive than in previous years. To add credence to this statement, the Youth Authority points out that, in the period from 1965-66 to 1970-71, attacks on staff have increased 243 percent, attacks by wards on other wards have increased 177 percent, escapes are 209 percent higher, and occasions on which the staff was required to use mechanical and chemical restraints is up 2,260 percent. In this same period, Youth Authority commitments have decreased by 39 percent.

As a means of providing proper care, control and security for this new type of ward, the department is proposing the addition of 70 security and control positions consisting of 29 man-years of youth counselor and 41 man-years of group supervisor positions. The youth counselor positions will be used to provide adequate supervision, care, control and counseling for wards at Karl Holton School for Boys, O.H. Close School for Boys and the Youth Training School. The 40 group supervisor positions will be used at several institutions and reception centers for additional security in control centers, educational areas, fence perimeters and on search and escort. The department estimates the cost of the youth counselor positions during 1972-73 at \$317,421, of which \$32,080 will be General Fund cost and \$285,341 will be federally funded. The cost of the group supervisor positions is estimated at \$409,493 in the budget year with \$106,133 coming from the General Fund and \$303,360 from federal funds. The federal funds for these positions are being provided by the Public Employment Program of the Emergency Employment Act of 1971.

**Population Projections**

*We recommend that the department reduce its 1972-73 population projection by 180 wards resulting in a total estimated budget reduction of \$576,000.*

The budget of this department is predicated on the number of wards for which it will provide services, and the overprojection of population results in budgeting at a higher level than necessary.

In prior years, we have pointed out that this department has overestimated its population projections. For example, the 1971-72 budget document estimated that the average daily ward population for 1970-71 would be 5,394 whereas the actual figure turned out to be 4,907 which is 487 or 9 percent less than estimated. This budget projects the average daily institutional population at 4,905 wards in 1971-72. The population has actually averaged 4,649 during the first half of the 1971-72 fiscal year. To reach the projected average for the year would require an average daily population of 5,161 wards in the second half of the fiscal year or approximately 733 wards or 16.6 percent more than in these institutions during December 1971. It is extremely unlikely that the average population will increase to such an extent. The previous high annual percentage increase was 11.1 percent in 1962-63 that was prior to the probation subsidy program which caused a downturn in commitments. The last available full-year figures show that the average ward population declined by 405 wards or 8 percent from 1969-70 to 1970-71. The department projects a decline of only 96 wards in 1972-73 below the 1971-72 average daily population. The tendency to overproject population is partly due to the fact that the department's budget is developed on a population projection made more than six months prior to presentation of the budget.

The department estimates that its average daily ward population in 1972-73 will be 4,809. This estimate again appears to be high. Considering the decline in commitments in the past three years, a projected population of 4,629 would appear more realistic. This figure is conservative if one considers that the department has estimated 96 new wards in the budget year and that, as mentioned above, the average daily population for the first six months of the current year was 4,649 and the December 1971 figure was 4,428.

The 4,629 estimate would represent a reduction of 180 wards below the presently projected budget-year population of 4,809 and would result in a budget reduction totaling \$576,000. *We further recommend that, if the declining population trends continue, the department close a 400-bed institution at the end of the 1972-73 fiscal year.*

**Treatment**

The treatment element of the Rehabilitative Services Program includes counseling, religious services, recreation, psychiatric services, education and aftercare treatment in the community. These treatment services are designed to meet the needs of the wards committed

**DEPARTMENT OF THE YOUTH AUTHORITY—Continued**

as an aid to their future rehabilitation.

The wards generally come from broken homes, below average economic status and substandard residential areas. They are usually academically retarded, lack educational motivation, have poor work and study habits, and have few employable skills. Over half are four to six grade levels below age level on standardized tests, especially in reading comprehension, vocabulary, arithmetic and spelling.

An increasing number of wards are being paroled to out-of-home placements due to unsuitability of their home environment for treatment purposes.

The goal of the treatment element is the rehabilitation of the wards committed. The immediate objectives are to provide those services which are deemed by modern correctional practice to be conducive to such rehabilitation. Academic instruction is a major ingredient of the treatment element as most of the wards are of school age and lack academic achievement. Vocational training is also provided at the institutions housing older wards.

The wards are generally afflicted with psychiatric, psychological, or at least character disorders requiring varying levels of counseling. For these reasons, psychiatric and psychological evaluations, testings, treatment, and counseling are provided. Counseling by teachers, living unit staff, and other personnel is also provided. Guidance and assistance in community adjustment plus surveillance and control is provided by the parole agent.

This element will require 643.1 man-years of effort and \$12,593,223 in 1972-73 as compared to 657.7 man-years and \$12,739,971 in 1971-72. This is a decrease of 14.6 man-years or 2.2 percent and a decrease of \$146,748 or 1.6 percent in costs between the current and budget years. These decreases are primarily attributable to changes in the accounting system so that it more accurately identifies the cost of each element in the Rehabilitation Program.

**Minor Capital Outlay**

The department's minor capital outlay request covers three projects at three institutions for a total cost of \$35,000. We recommend approval for two projects and special review for one project.

*We recommend approval of:*

- |  |         |
|--|---------|
| (a) Ventura School for Girls—electric sliding gate at service entrance .....   | \$6,000 |
| (b) Northern California Youth Center—Carl Holton School for Boys, security storage space at vocational landscape class ..... | \$5,000 |

*We recommend special review for:*

- |   |          |
|---|----------|
| (c) Preston School of Industry, alterations to maximum detention unit for intractable wards ..... | \$22,000 |
|---|----------|

This project is for the modification of living units into areas commensurate with the development of two different programs providing additional security measures and a central entrance and recreational area.

### RESEARCH

The research program was initially authorized in the 1957-58 budget to develop a continuing evaluation of the effectiveness of the Youth Authority programs. Currently, the program has three major areas of responsibility including (a) the creation and implementation of a coordinated system for long-range program planning and development, (b) the operation of the departmental information system, and (c) providing research and evaluation services to ongoing programs and special demonstration projects. The program planning and development responsibilities were formally added to the division by transfer from the director's office in early 1971. Manpower and monetary expenditures by program elements are set forth in Table 5.

Included in Table 5 are the addition of four research positions at a cost of \$68,700 to be used in evaluating the effects of probation subsidy on the clientele and communities served. However, the deletion of 13.5 positions, supported by federal funds and other reimbursements, and administratively added in the current year, will produce a net decrease of 9.5 man-years or 15.7 percent. The \$131,932 or 98.2 percent decrease in reimbursements for the research program is a result of the expiration of two research projects funded by the American Justice Institute.

Table 5  
Research Personnel Man-Years and Expenditure Data

Program requirements	1970-71	1971-72	1972-73	Increase in 1972-73 over 1971-72	
				Amount	Percent
Information Systems					
Personnel.....	23.5	31.0	26.1	-4.9	-15.8
Expenditures.....	\$398,493	\$424,250	\$371,402	-\$52,848	-12.4
Research and Evaluation					
Personnel.....	22.7	29.5	24.9	-4.6	-15.6
Expenditures.....	\$384,897	\$408,670	\$360,191	\$48,479	-12.0
Totals					
Personnel.....	46.2	60.5	51.0	-9.5	-15.7
Expenditures.....	\$783,390	\$832,920	\$731,593	-\$101,327	-12.2
Funding Sources					
General Fund.....	\$494,440	\$466,436	\$553,722	\$86,283	18.5
Federal funds.....	285,369	232,069	175,388	-56,681	-24.4
Reimbursements.....	3,581	134,415	2,483	-131,932	-98.2

### YOUTH AUTHORITY BOARD

The board, consisting of 8 members, is the term-setting and paroling authority for wards committed to the department. It is charged with personally interviewing, evaluating and recommending a treatment program for each offender committed to the department. In 1972-73,

**DEPARTMENT OF THE YOUTH AUTHORITY—Continued**

the board will conduct approximately 43,000 case hearings in Youth Authority reception centers, institutions and parole offices. The board, which formerly was identified as an element of the administrative program, is designated as a separate program in the 1972-73 budget. The department advises that the board was given this change in status due to its separate and distinct decisionmaking responsibilities within the Youth Authority organization. Table 6 shows staffing and expenditure data for the Youth Authority Board Program. The budget-year expenditure increase for this program reflects price increases, merit salary adjustments and staff benefit increases.

**Table 6**  
**Youth Authority Board Staffing and Expenditure Data**

<i>Program requirements</i>	<i>1970-71</i>	<i>1971-72</i>	<i>1972-73</i>	<i>Increase in 1972-73 Over 1971-72</i>	
				<i>Amount</i>	<i>Percent</i>
Personnel man-years .....	16.8	18.1	18.2		
Cost .....	\$393,408	\$445,932	\$452,410	\$6,478	0.6
Funding sources .....					
General Fund .....	391,102	444,189	450,761	6,572	1.5
Federal funds .....	157	171	159	12	7.0
Reimbursements .....	2,149	1,572	1,490	82	5.2

**ADMINISTRATION**

The administrative program, consisting of an executive and support services element, provides overall executive leadership, administrative direction, and other services necessary for the efficient operation of the department's programs. Table 7 illustrates staffing and expenditure data for the program. Budget-year cost increases are primarily due to price, staff benefit and merit salary increases.

**Table 7**  
**Administration Staffing and Expenditure Data**

<i>Program requirements</i>	<i>1970-71</i>	<i>1971-72</i>	<i>1972-73</i>	<i>Increase in 1972-73 over 1971-72</i>	
				<i>Amount</i>	<i>Percent</i>
<b>Executive</b>					
Personnel .....	11.0	10.5	10.5	--	--
Cost .....	\$353,633	\$344,076	\$352,717	\$8,641	2.5
<b>Support Services</b>					
Personnel .....	106.9	114.5	11.2	-2.5	2.1
Cost .....	\$2,196,228	\$2,226,323	\$2,267,899	\$41,576	1.9
<b>Total</b>					
Personnel .....	117.9	12.5	122.5	-2.5	2.0
Cost .....	\$2,549,861	\$2,570,399	\$2,620,616	\$50,217	2.0
Amount distributed to other programs .....	\$2,196,228	\$2,226,323	\$2,267,899	\$41,576	1.9
Undistributed General Fund Cost .....	353,633	344,076	352,717	8,641	1.5