

**Youth and Adult Correctional Agency  
DEPARTMENT OF CORRECTIONS**

Item 524 from the General  
Fund, and various special  
funds

Budget p. YAC 1

Requested 1981-82 .....	\$429,535,291
Estimated 1980-81 .....	391,804,115
Actual 1979-80 .....	330,663,175
Requested increase (excluding amount for salary increases) \$37,731,176 (+9.6 percent)	
Total recommended reduction .....	\$1,037,952
Recommendations pending .....	\$19,817,094

**1981-82 FUNDING BY ITEM AND SOURCE**

Item	Description	Fund	Amount
524-001-001—Department Operations		General	383,491,599
524-001-614—Correctional Industries		Revolving	29,033,831
524-001-917—Inmate Welfare Fund		Trust	7,696,861
524-101-001—Local Assistance		General	9,313,000
Total			\$429,535,291

**SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS**

	<i>Analysis page</i>
1. Funding for Population Growth. Withhold recommendation, pending May revision of population estimate.	1064
2. <i>Travel Funds. Reduce Item 524-001-001 by \$53,139.</i> Recommend decrease in travel funds to eliminate overbudgeting.	1065
3. <i>Personnel Misallocations. Reduce Item 524-001-001 by \$800,000.</i> Recommend decrease in personal services to eliminate overclassifications.	1065
4. <i>Evaluation Unit. Reduce Item 524-001-001 by \$84,076.</i> Recommend deletion of additional staff proposed for the Program Compliance and Evaluation Unit because positions are not supported by workload data. Further recommend department report on unit's accomplishments and staffing needs.	1065
5. Institutional Staffing. Recommend department report on effect of inmate classification system on institutional staffing.	1066
6. Post Relief. Withhold recommendation on higher budgeting standard for post positions, pending receipt of support information.	1067
7. <i>Unjustified Equipment. Reduce Item 524-001-001 by \$100,737.</i> Recommend deletion of unjustified equipment requests.	1068
8. Correctional Industries. Recommend department report prior to budget hearings on plans for Correctional Industries.	1069

**GENERAL PROGRAM STATEMENT**

The Department of Corrections is responsible for the incarceration, training, education, and care of adult felons and nonfelon narcotic addicts. It also supervises and treats parolees released to the community as part of their prescribed terms, and advises and assists other governmental agencies and citizens' groups in pro-

grams of crime prevention, criminal justice, and rehabilitation. These responsibilities are administered through five programs.

### 1. Reception and Diagnosis Program

Through four reception centers, the department processes four classes of persons: (a) those committed to the department for diagnostic study prior to sentencing by the superior courts, (b) those sentenced to a term of years, (c) those returned because of parole violation, and (d) nonfelon addicts.

The department provides to the courts, on request, a comprehensive diagnostic evaluation and recommended sentence for convicted felon offenders awaiting sentencing. For individuals committed to prison, an extensive personal history is compiled for determining suitable custody and program needs. The new felon commitments are received at reception centers located adjacent to and operated as part of regular penal institutions for males at Vacaville and Chino, for females at Frontera, and for felons and nonfelon addicts at Corona.

### 2. Institutions Program

The department operates 12 institutions, which range from minimum to maximum security, including two medical-psychiatric facilities and a treatment center for narcotic addicts under civil commitment.

Major programs include 24 correctional industry operations and seven agricultural enterprises which seek to reduce idleness and teach good work habits and job skills, vocational training in various occupations, academic instruction ranging from literacy classes to college correspondence courses, and group and individual counseling.

The department also operates 19 camps, utilizing camp inmates to perform various forest conservation and fire prevention and suppression functions, in cooperation with the Department of Forestry.

According to the Governor's Budget, the department will house in institutions and camps a projected average daily population of 26,150 inmates in the budget year (see Table 1), which is 1,345 above the current-year estimate. Population projections are discussed later in this analysis.

**Table 1**  
**Average Daily Population of**  
**Department of Corrections Facilities**

	<i>Actual</i> <i>1979-80</i>	<i>Estimated</i> <i>1980-81</i>	<i>Estimated</i> <i>1981-82</i>
Male felons.....	20,391	22,325	23,455
Female felons .....	1,022	1,100	1,150
Male civil narcotic addicts.....	775	800	930
Female civil narcotic addicts .....	190	160	165
Other, including Youth Authority wards .....	435	420	450
Totals .....	22,813	24,805	26,150
Changes from prior year .....	—	+1,992	+1,345

### 3. Community Correctional Program

The community correctional program includes conventional and specialized parole supervision, operation of community correctional centers, outpatient psychiatric services, anti-narcotic testing and community resource development. The program goal is to provide public protection as well as support and services to parolees to assist them in achieving successful parole adjustment.

## DEPARTMENT OF CORRECTIONS—Continued

## 4. Administration

The administration program, which includes centralized administration at the department level headed by the director, provides program coordination and support services to the institutional and parole operations. Each institution is headed by a warden or superintendent and has its own administrative staff. Institutional operations are divided into custody and treatment functions, each headed by a deputy warden or deputy superintendent. The parole operation is headed by a chief parole agent, assisted by centralized headquarters staff. Each of the four parole regions is directed by a parole administrator, and the parole function is subdivided into districts and parole units.

## 5. Special Items of Expense

Item 524-101-001 of the Budget Bill reimburses counties for their expenses in transporting prisoners and parole violators to state prisons, returning fugitives from justice to the state, court costs and all other charges relating to trials of inmates for crimes committed in prison and local detention costs of state parolees held on state orders. These reimbursements are made by the State Controller on the basis of claims filed by the counties.

## ANALYSIS AND RECOMMENDATIONS

The budget proposes expenditures of \$435,235,405 from various funding sources for support of the Department of Corrections in 1981-82, as shown in Table 2. This is an increase of \$35,526,824, or 8.9 percent, over estimated current-year expenditures. This amount will increase by the amount of any salary or staff benefit increase approved for the budget year.

Table 2  
Department of Corrections  
Expenditure Summary

Funding	Estimated 1980-81	Proposed 1981-82	Changes	
			Amount	Percent
General Fund .....	\$357,557,013	\$392,804,599	\$35,247,586	9.9%
Correctional Industries Revolving Fund	26,983,936	29,033,831	2,049,895	7.6
Inmate Welfare Fund .....	7,263,166	7,696,861	433,695	6.0
Federal funds.....	295,421	248,581	-46,840	-15.9
Reimbursements .....	7,609,045	5,451,533	-2,157,512	-28.4
Totals .....	\$399,708,581	\$435,235,405	\$35,526,824	8.9%
<i>Program</i>				
1. Reception and diagnosis .....	\$4,257,088	\$4,319,666	\$62,578	1.5%
Personnel-years .....	155.8	154.2	-1.6	-1.0
2. Institutions.....	325,928,157	350,106,202	24,178,045	7.4
Personnel-years .....	7,680.3	8,039.2	358.9	4.7
3. Community corrections .....	31,147,036	39,203,866	8,056,830	25.9
Personnel-years .....	723.4	808.0	84.6	11.7
4. Administration (undistributed) .....	33,006,480	32,292,671	-713,809	-2.2
Personnel-years .....	385.1	372.0	-13.1	-3.4
5. Special items of expense .....	5,369,820	9,313,000	3,943,180	73.4
Totals .....	\$399,708,581	\$435,235,405	\$35,526,824	8.9%
Personnel-years .....	8,944.6	9,373.4	428.8	4.8

Current-year expenditures include a deficiency request of \$4,004,802, primarily to accommodate a higher-than-budgeted institutional population growth.

The department proposes expenditures of \$392,804,599 from the General Fund in 1981-82. This is an increase of \$35,247,586, or 9.9 percent, over estimated current-year expenditures. The department's budget also reflects reimbursements totaling \$5,431,533, a decrease of \$2,157,512, or 28.4 percent, below estimated reimbursements in 1980-81. In addition, the department expects to receive federal funds in the amount of \$248,581, which is \$46,840, or 15.9 percent, below the estimated level of federal support in the current year. The decline in both reimbursements and federal funds results from the termination of grant projects.

Expenditures of \$7,696,861 from the Inmate Welfare Fund and \$29,033,831 from the Correctional Industries Revolving Fund account for the balance of the department's total expenditures of \$435,235,405.

Table 3 identifies the budget changes proposed by the department for 1981-82, by funding source. Significant changes within each category are described below.

**Table 3**  
**Department of Corrections**  
**Proposed 1981-82 Budget Changes**  
**(in millions)**

	<i>General Fund</i>	<i>Special Funds</i>	<i>Federal Funds</i>	<i>Reim- bursements</i>	<i>Totals</i>
1980-81 Current-Year Revised .....	\$357.6	\$34.2	\$0.3	\$7.6	\$399.7
Proposed Changes:					
1. Workload Adjustments					
A. Institution population .....	12.9				12.9
B. Parole population .....	3.0				3.0
C. Miscellaneous .....	3.2	.7			3.9
2. Cost Adjustments					
A. Price changes .....	6.4	1.7		.1	8.2
B. Merit salary adjustments .....	1.4	.1			1.5
C. Workers' compensation .....	-1.0				-1.0
D. Full-year cost adjustments .....	1.3				1.3
3. Program Adjustments					
A. Institutional security .....	4.0				4.0
B. Personnel relief .....	2.6				2.6
C. Hospital licensure .....	1.1				1.1
D. Miscellaneous .....	0.3				0.3
E. Grants .....			- <sup>a</sup>	-2.2	-2.2
Total, Proposed Changes .....	35.2	2.5	- <sup>a</sup>	-2.2	35.5
1981-82 Proposed Expenditures .....	\$392.8	\$36.7	\$0.2	\$5.5	\$435.2

Note: Details may not add to total, due to rounding.

<sup>a</sup> Indicates amount less than \$50,000.

### Workload Adjustments

#### Institutional and Parole Services

The budget includes \$19,472,382 to provide additional staffing and operating expenses for projected increases in institutional and parole populations in 1981-82. This includes (a) continuation of funds needed to cover a 1980-81 deficiency of \$3,559,464 for unbudgeted population growth and (b) \$15,912,918 to accommodate increased population in 1981-82.

**DEPARTMENT OF CORRECTIONS—Continued**

In order to house the expected increases in the institutional population during the current and budget years, the department proposes to:

- Activate six dormitories housing a total of 700 inmates.
- Expand capacity of eight existing forestry camps by a total of 160 beds.
- Activate six additional camps.
- Activate 600 community beds.
- Reduce double-celling by 600 beds.

**Institutional Population Overstated**

*We withhold recommendation on that portion of the Department of Corrections' support budget related to increased costs for population growth, pending receipt of revised population estimates in May.*

The budget requests \$17,229,342 for personal services, operating expenses and equipment, and inmate pay to accommodate the projected increase in inmate population during 1981-82. The department projects that the June 30, 1981, institutional population will total 25,810, an increase of 2,299 (9.8 percent) from the June 30, 1980 level. For fiscal year 1981-82, the department projects an additional increase of 665 inmates, or 2.6 percent. Based on recent population trends, this estimate may be excessive. The actual inmate population grew by 871 from July 1, 1980, to December 31, 1980. This is only 56 percent of the increase projected by the department for that time period. Unless the institutional population increases considerably between now and June 30, 1981, the department's population will fall short of its projection, and some portion of the \$17.2 million budgeted for the increased population in 1981-82 would be unwarranted.

Traditionally, the department revises its population projections as part of the May revision to the Governor's Budget. Pending receipt and analysis of that revision, we withhold recommendation on this portion of the department's budget.

**Other Workload Adjustments**

The budget contains other proposals related to increased workload: (1) 2.5 clerical positions (\$39,540) to improve headquarters support in business and classification services; (2) a locksmith (\$24,876) for the California Correctional Center; (3) three positions (\$81,809) for the personnel section in headquarters; (4) one position (\$30,210) for the construction and maintenance unit at headquarters; (5) one position (\$27,010) at the Training and Resource Center on the grounds of the California Rehabilitation Center; and (6) an electrician (\$22,816) at the California Medical Facility. Our analysis indicates that these proposals are justified on a workload basis, and we recommend approval.

**Cost Adjustments****Workers' Compensation**

In December 1980, the department reported to the Legislature on its plans to deal with rising workers' compensation, industrial disability leave, nonindustrial disability insurance, and unemployment insurance costs. This report was required by the Supplemental Report of the 1980 Budget Act. The department will prepare a more detailed document on the causes of the increasing compensation benefits costs by May 1981, and will report by January 1982 on the results of pilot projects aimed at controlling these costs.

The budget proposes to establish permanently a Health and Safety Unit with five new positions to control and reduce compensation benefit costs. The department does not have a detailed plan as to how it will achieve these savings, but it estimates that the new program will result in a net savings of \$1 million.

**Reduction in Convention Attendance**

*We recommend a reduction of \$53,139 in General Fund expenditures (Item 524-001-001) to eliminate overbudgeting of in-state travel expenditures.*

During the current year, 167 department personnel attended the American Correctional Association convention in San Diego. The department reimbursed 147 of them for travel costs, at a General Fund cost of \$53,139. The department did not, however, adjust its 1981-82 *in-state* travel request to reflect the fact that the convention will occur outside the state next year. Its out-of-state travel budget includes funding that could be used for this purpose. Therefore, we recommend that travel funds included in the department's baseline budget be reduced by \$53,139.

**State Personnel Board Audit**

*We recommend a reduction of \$800,000 in General Fund support (Item 524-001-001) to reflect savings that will occur from complying with State Personnel Board's requirements to correct improper classifications of personnel.*

The State Personnel Board (SPB) completed an audit of the department's personnel policies in June 1980. Of the 985 positions audited by the SPB, 361 (37 percent) were required to be reclassified. The majority of the adjustments involve cases in which incumbents are receiving higher salaries than their duties warrant.

Since the findings were issued last year, the department and the SPB have had numerous discussions concerning the audit. The board has granted the department an extension of the four-month period set by statute for completion of SPB-directed corrective action, and continues to review disputed findings presented by the department. To date, the board has instructed the department to delay any action concerning nurses and medical technical assistants (46 of the misallocated positions), pending further study of those particular classifications. Also, the SPB now agrees with the present classifications of 42 positions that it previously considered to be misclassified. Assuming that the remaining 273 positions are reclassified as required by the SPB, the audit will result in lower salary and staff benefits costs of \$800,000 in the budget year. Therefore, we recommend a reduction of \$800,000 in General Fund support (Item 524-001-001).

**Program Adjustments****Proposed Oversight Expansion**

*We recommend deletion of two new positions requested for the Program Compliance and Evaluation Unit because they are not supported by workload data and appear to overlap other positions, for a General Fund savings of \$84,076 (Item 524-001-001). We further recommend adoption of supplemental language directing the department to report on the achievements of the unit and any recommended staffing changes, by December 1, 1981.*

The department proposes to add two positions to the recently restructured Program Compliance and Evaluation (PCE) unit, which would bring total staffing to five positions. The unit currently is composed of the Inspector General, serving until recently as Special Assistant to the Director, and two positions from the former Review and Evaluation Unit of the Policy and Planning program.

The PCE unit's purpose is to provide the department's administrative staff with management information for use in planning and developing policy. This information is obtained through on-site monitoring of department operations. The unit also monitors department compliance with national accreditation standards. It plans to visit each institution and parole region at least twice a year. Required corrective action will be monitored through follow-up reviews. In addition, the unit will make special reviews and investigations, as requested by management.

**DEPARTMENT OF CORRECTIONS—Continued**

Our analysis identifies three problems with this request. First, the duties of the unit overlap the duties of headquarters management staff. The Institutions Division and the Parole and Community Services Division (which are located at headquarters) are responsible for monitoring department operations and ensuring compliance with department policy and regulations. The Administrative Division is responsible for monitoring personnel and business management practices. In addition, the budget change proposal (BCP) for the PCE unit states that one of the reasons why the unit was created is that the department needs to determine the causes of increasing costs for workers' compensation claims. The department, however, also is requesting five positions for the new Health and Safety Unit to address this same problem. Until the new health and safety staff have an opportunity to develop programs aimed at reducing workers' compensation costs, it would seem that the PCE unit's involvement in this area is premature.

Second, the BCP states that workload data for the PCE unit are not available. The absence of such data makes it impossible to document the need for the positions requested.

Third, the department has little recent experience with routine, on-site, monitoring activities by a distinct headquarters unit. Review methods and procedures for coordinating efforts between different headquarters units will take time to develop.

Because of (1) the apparent overlap of the unit with other management functions, (2) the lack of workload data, and (3) the unit's lack of experience, our analysis indicates that the PCE unit should not be expanded at this time. Therefore, we recommend the two proposed positions and the related operating costs be deleted, for a General Fund savings of \$84,076 (Item 524-001-001). Once the unit's effectiveness has been demonstrated, additional positions may be warranted.

We further recommend that the department report the results of its evaluation of the unit to the Joint Legislative Budget Committee and the fiscal committees by December 1, 1981, along with any recommended changes in staffing of the PCE unit and the headquarters divisions.

**Increased Institutional Security**

The budget includes \$4,003,991 for 167 new security positions at departmental institutions, as follows: (1) 66.95 positions for a new security housing unit at Folsom State Prison; (2) 8.76 positions for a management control unit at San Quentin State Prison; (3) 46.1 positions for the California Training Facility (CTF); (4) 33.77 positions for the California Medical Facility; (5) 1.63 positions for Deuel Vocational Institute (DVI); (6) 6.52 positions for the California Men's Colony; and (7) 3.26 positions for the California Institution for Men. Our analysis indicates that the requested staffing is consistent with staffing patterns at other institutions, and is appropriate until the impact of the inmate transfers resulting from the new inmate classification system is known.

**Impact of Classification System on Staffing Requirements Not Known**

*We recommend that the department report by November 1, 1981, on the effect of the inmate classification system on institutional staffing patterns.*

In March 1980, the department implemented a new system for classifying prisoners by custody level. Under this system, inmates are classified by level of appropriate custody on a scale of one to four, according to factors such as length of sentence, age, number of previous incarcerations, and behavior while incarcerated. The various institutions are also classified on the basis of their physical plant, staffing, and programming capabilities, and are assigned custody levels accordingly.

As a result of the new system, inmates have been transferred between institutions around the state, and this has affected the institutions' personnel needs. For example, because most Level 4 inmates (those requiring the highest security) are now assigned to San Quentin and Folsom, the security needs at these institutions have increased. Meanwhile, the security needs at institutions previously housing many Level 4 inmates, such as DVI and CTF, have declined. The transfers resulting from the new classification system are now being completed. When the situation has stabilized, the department can better assess the changes in institutional security needs.

Therefore, we recommend that the department report by November 1, 1981, on the impact on the classification system on institutional staffing needs. The report should identify for each institution (1) the distribution of population, by custody level both before and after the classification system was implemented, (2) actual and proposed changes in special housing unit capacities and staffing, and (3) actual and proposed changes in overall staffing.

### **Sick Leave Coverage**

*We withhold recommendation on the department's request to increase sick leave coverage, pending receipt of supporting information.*

The budget requests \$2,587,752 to provide 101.4 positions for relief of "post" positions, which are positions that must be staffed continuously in the absence of the regularly assigned employee. Currently, the department budgets 1.6 positions per post to provide coverage 8 hours a day, 365 days a year. The extra 0.6 position provides coverage for weekends, holidays, sick days, and vacations. Based on recent vacation and sick leave patterns, the department proposes to begin budgeting post positions at 1.63 positions per post. Because post positions have been underbudgeted in the past, the department states that it has had to pay for overtime at time-and-one-half in order to provide the required coverage.

We are unable to analyze fully this request for two reasons. First, because budgeted personnel, paid on a straight-time basis, would replace personnel now paid on a time-and-one-half basis, this proposal should result in a net reduction in departmental expenditures. The department has acknowledged this, in part, by proposing to redirect \$494,822 to other programs. Any additional savings which may result from this proposal, however, have not been identified. Second, the department is in the process of updating the number of post positions currently staffed. Since the effect of expanding post coverage is dependent on the number of posts, we cannot analyze the proposal without this information.

The department has indicated that it will provide the needed information prior to budget hearings. Therefore, we withhold recommendation until this information is available.

### **Cost to Meet State Hospital Licensure Standards**

*We recommend approval.*

The budget includes \$1,658,570 and 65.6 new positions to meet licensure standards for hospitals at the California Institution for Men (CIM), the California Medical Facility (CMF), and San Quentin. The hospitals at CIM and CMF currently do not meet the standards of the Department of Health Services, as required by Title 22 of the California Administrative Code. San Quentin's hospital was licensed in December 1980. The 3.26 positions for San Quentin were administratively established at that time. Partially offsetting these costs are estimated savings of \$572,281 from increased use of the CIM surgical facilities in place of community facilities.



**DEPARTMENT OF CORRECTIONS—Continued****Unjustified Equipment**

*We recommend a reduction of \$100,737 in General Fund support (Item 524-001-001) to eliminate unjustified equipment requests.*

Our analysis of the department's baseline Supplementary Schedule of Equipment reveals several instances of overbudgeting.

Table 4 summarizes our recommended reductions in the department's equipment request. The specific items of equipment are discussed below.

**Table 4**  
**Department of Corrections**  
**Equipment Reductions Recommended by Analyst**

1. Word Processors .....	\$34,980
2. Mini-Computers .....	27,242
3. Forklifts .....	32,685
4. Automobile Replacement .....	5,830
Total .....	<u>\$100,737</u>

**Word processing machines.** The department requests \$34,980 to establish a centralized word processing unit at headquarters. However, the department has no specific plans concerning the size or organization of the unit, and it has not estimated the impact of the equipment on productivity and required staffing. Our analysis indicates that purchase of the equipment before a complete evaluation of the equipment's effect on staffing requirements, would be premature.

**Mini-computers.** The budget includes \$27,242 for two different mini-computer systems at Folsom State Prison to improve recordkeeping operations. However, the department has not performed the feasibility studies required by the Budget Act and the State Administrative Manual.

**Forklifts.** The budget also includes \$75,705 for forklifts at San Quentin (\$43,000), California Institution for Women (\$14,340), and California Correctional Center (\$18,365). The department has informed us that the forklift for San Quentin will actually cost \$25,000, rather than the \$43,000 budgeted. While prices for forklifts vary, depending on size and model, the department has not provided any justification for the wide variation in cost of the units requested. In the absence of such documentation, we recommend that the department purchase the least expensive forklifts (\$14,340 each), for a savings of \$32,685.

**Automobile.** Folsom is requesting two vans to replace a station wagon currently used to transport inmates during medical emergencies. The department indicates that this station wagon can be used in place of a new automobile also included in the budget, for a saving of \$5,830.

**Other Issues****Assessment of Volunteer Counseling Program**

Last year, at the request of the Department of Finance, the Legislature appropriated \$480,000 to the Department of Corrections to provide for increased volunteer counseling of inmates and wards by M-2 Sponsors, Inc. This program matches volunteers from the community on a one-to-one basis with Department of Corrections inmates and Department of the Youth Authority wards who receive few, if any, visits from family and friends. These volunteers counsel inmates and wards, and encourage them to participate in program opportunities available in the institutions. The volunteers and M-2 program staff also provide parolees community reentry services such as job development and placement, housing and transportation.

The Supplemental Language Report directed us to report to the Legislature on the extent of overlap between services provided by the M-2 Sponsors program and similar services provided by employees of the Departments of Corrections and the Youth Authority.

Our analysis indicates that M-2 sponsors (1) provide some of the same counseling services that are provided by institutional counselors and (2) duplicate to some degree the services of parole agents in helping parolees find employment and housing in the community. Frequently, because the M-2 sponsors are not employees of the corrections system, they can be more effective than their departmental counterparts. On the other hand, institutional counselors can better provide information to inmates on program activities in the institutions, and parole agents provide law enforcement services. In this respect, M-2 sponsors should not be viewed as substitutes for counselors and parole agents.

Although our analysis indicates that the M-2 Sponsors program probably reduces the need for the two departments to perform institutional counseling and parole services for inmates and wards participating in the program, the specific degree of overlap is impossible to determine.

### **Correctional Industries**

*We recommend that the department report to the fiscal committees prior to budget hearings on its plans for improving the service and financial viability of Correctional Industries.*

The department, through its Correctional Industries (CI) program, operates 24 industry and seven agricultural enterprises which produce such commodities as milk, eye glasses, furniture, and license plates. The CI program currently employs about 2,300 inmates. Total sales for 1981-82 are estimated at \$26.7 million. Except for certain agricultural commodities, the industries are forbidden by law from competing in the private market, and must sell their products to state and local governments. In fact, state agencies which need items made by Correctional Industries are required to purchase them from CI unless they are granted a waiver to purchase the items from other suppliers.

Corrections Industries operates under the direction of the Correctional Industries Commission. The commission is composed of representatives of private industry appointed by the Governor, and is chaired by the Director of the Department of Corrections. The commission's duties include (1) recommending new industries, (2) determining the advisability of expanding or reducing the productive capacity of current industries, and (3) setting maximum gross annual production limitations for enterprises each year.

**Major Problems.** Our analysis indicates that CI has two basic problems.

- **Deliveries are not made on time.** Customers (mostly state agencies) often complain that products are not delivered on time. This is especially frustrating to state customers because they are *required* to purchase certain goods from CI. In the private sector, a company that does not deliver goods in a timely manner can expect to lose future business. CI, however, has a captive market.
- **CI is losing money.** The department estimates that CI will lose \$2.4 million in 1981-82. Between July 1979 and October 1980 CI exhausted a \$1.9 million cash balance, and had to delay payments to vendors in order to meet its payroll. These losses are occurring in spite of the fact that the highest wage CI can pay inmates is \$.35 an hour.

**What is Causing These Problems?** There are several often interrelated reasons for the problems facing Correctional Industries. Some of the major ones are as follows:

- First, CI's goals of (1) reducing inmate idleness, (2) providing training, (3)

**DEPARTMENT OF CORRECTIONS—Continued**

providing financial support for inmates, and (4) reducing the cost of maintaining the prison system, are often in conflict with each other. For example, *when the size of the industry crew at Deuel Vocational Institute (DVI) was reduced by half, total production increased.*

Second, the goals of institutions are also often in conflict with the goals of CI. To facilitate institutional operations, institutions often prefer to place their best workers in kitchen and maintenance activities, rather than in industries. In addition, institutions with strong training orientations must choose between promoting industry employment or participation in academic and vocational education programs.

Third, inmate workers generally are not very productive. The Department of Finance study, "A Review of the California Correctional Industries Program," indicates that the average productivity of inmates equals about 25 percent of worker productivity in the private sector. Among the reasons for low productivity are: (1) most inmates do not have good employment histories or job skills, (2) inmates do not choose to be in prison, (3) work crews experience considerable turn over, and (4) the maximum pay of \$.35 per hour has not been increased since 1963. Such a low wage undoubtedly affects the work incentive of inmates.

Fourth, industries often experience difficulty getting a full day's work from inmates. Counseling and medical services, visiting, and canteen privileges interrupt the work day. The Department of Finance study indicates that CI loses up to 40 percent (depending on the institution) of available work time because of these activities. Additional work time is lost because necessary security measures tend to delay movement between the industrial plants and the main part of the institution.

Fifth, CI often is unable to fill all work crews. The department's new classification system, discussed above, compounds the problem. For example, Folsom and San Quentin have lost some of their best workers because of transfers resulting from the classification system. Many of the inmates currently assigned to these institutions have a security classification that is too high for assignment to work in industries.

Sixth, in the past, CI has not completely evaluated contracts in terms of costs of products and selling prices. As a result, CI has pursued money losing contracts whose unprofitability should have been predictable.

Finally, CI has a captive market. As mentioned earlier, state agencies are required to buy from CI, unless CI grants a waiver. The lack of competition protects CI from the pressures of the marketplace and, undoubtedly, makes industries less responsive to client needs and concerns.

***What Should Correctional Industries Do to Alleviate These Problems?*** Institutions are experimenting with various ways to increase worker productivity. For example, DVI operates 10-hour days, 4 days a week. Canteen purchases, counseling, and routine medical services are scheduled for the fifth day. At San Quentin, Folsom, and the Correctional Training Facility (CTF), workers eat lunch at the industry site. This saves considerable time because workers would otherwise have to be searched coming from, and returning to, work. San Quentin houses workers together to help reduce scheduling conflicts. CTF provides special visiting quarters for CI workers. Many institutions provide bonuses and paid vacations for workers with good attendance and work records.

In addition, the headquarters staff is aggressively working to alleviate central management problems. It has plans to establish central accounting, inventory, and purchasing systems. Through notices accompanying new price schedules, it is also encouraging dissatisfied customers to complain to the Correctional Industries Commission.

*What is the Future of Correctional Industries?* Correctional Industries is an excellent vehicle for providing valuable work experience for inmates, and reducing the costs to the corrections system. In view of the problems discussed above, we believe the Legislature should evaluate the program's performance and prospects. Accordingly, we recommend that the department report to the fiscal committees prior to budget hearings on its plans for improving the productivity of Correctional Industries. The report should include discussion of the following:

- The department's policy regarding the goals and priorities of CI.
- Changing the requirement that state agencies have to purchase from CI.
- Increasing pay for inmates.
- Preferential services for industry workers.
- Pilot projects experimenting with such issues as work hours, production processes, and pay.
- Expansion or contraction of industries.
- Capital requirements.

**DEPARTMENT OF CORRECTIONS—CAPITAL OUTLAY**

Item 524-301 from the General Fund, the General Fund, Special Account for Capital Outlay and the Energy and Resources Fund

Budget p. YAC 31

Requested 1981-82 .....	\$40,382,138
Recommended approval .....	1,837,050
Recommended reduction .....	3,986,075
Recommendation pending .....	34,559,013

**SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS**

*Analysis page*

1. Construction of New Replacement Facilities and Temporary Housing Units—Statewide. Withhold recommendation on \$27,669,000 pending receipt of additional information. 1074
2. Security Housing Unit—Folsom State Prison. Withhold recommendation on \$682,000, pending receipt of additional information. 1076
3. Smoke Purge Systems—Various Locations. Withhold recommendation on \$4,026,513, pending receipt of additional information. 1076
4. *Milk Processing Facilities—Deuel Vocational Institution, Tracy and California Institution for Men, Chino. Reduce by \$114,000.* 1077  
Recommend deletion of proposed projects because the need to replace existing facilities has not been substantiated.
5. *Visiting Room—California Training Facility, Soledad. Reduce by \$508,400.* 1078  
Recommend deletion of proposed project because the project scope exceeds the department's standards for visiting facilities.
6. *High-Voltage Wiring—California Correctional Institute, Tehachapi. Reduce by \$527,400.* 1078  
Recommend deletion of proposed project because a less expensive means of improving the system is feasible.
7. *Emergency Generators—California Correctional Center, Susanville. Reduce by \$241,550.* 1079  
Recommend deletion of proposed

**DEPARTMENT OF CORRECTIONS—CAPITAL OUTLAY—Continued**

- project because adequate emergency power is currently available at this institution.
8. **Electrical Power Improvements—California Correctional Center, Susanville. Reduce by \$10,800.** Recommend reduction in funding for architectural/engineering services to eliminate overbudgeting. 1079
  9. **Waste Water Treatment Facilities—San Quentin State Prison.** Withhold recommendation on additional construction funds, pending receipt of additional information. 1080
  10. **Management Control Unit—San Quentin State Prison.** Withhold recommendation on proposed funds, pending receipt of schematic budget package. 1080
  11. **Exercise Yard—San Quentin State Prison. Reduce \$7,900.** Recommend reduction in architectural/engineering services to eliminate overbudgeting. 1081
  12. **Licensing Modifications to Hospital—San Quentin State Prison. Reduce by \$12,300.** Recommend reduction in architectural/engineering services to eliminate overbudgeting. 1081
  13. **Family visiting units—San Quentin State Prison.** Withhold recommendation, pending receipt of revised plan and cost estimate. 1081
  14. **Rebuild Cell-Locking Mechanism—California Mens' Colony, San Luis Obispo. Reduce by \$5,900.** Recommend reduction in architectural/engineering services to eliminate overbudgeting. 1082
  15. **Fire and Life Safety Improvements—California Men's Colony, San Luis Obispo.** Recommend approval of preliminary planning and working drawing funds. Further recommend the department submit a report detailing specific code requirements which apply to proposed alterations. 1082
  16. **Improve Outside Security—California Institution for Men, Chino.** Withhold recommendation on \$487,100 for preliminary plans, working drawings and construction, pending evaluation of alternative by the department. 1083
  17. **Minor Capital Outlay—Statewide.** Withhold recommendation on \$206,900 for 3 minor capital outlay projects, pending receipt of additional information. 1083
  18. **New Boiler Facilities—Folsom State Prison. Reduce by \$75,000.** Recommend deletion of preliminary plans and working drawings for new boiler facilities because the need for a new boiler plant should be addressed in conjunction with proposed new housing units. 1085
  19. **Replace Hot Waterlines—Folsom State Prison. Reduce by \$14,600.** Recommend deletion of preliminary plans and working drawing funds for proposed project because the building to be improved is scheduled to be demolished upon completion of new housing units. 1085
  20. **Cogeneration Feasibility Studies—Deuel Vocational Institute, Tracy, Sierra Conservation Center, Jamestown, California Men's Colony, San Luis Obispo. Reduce by \$60,000.** Recommend deletion of funds for feasibility studies to eliminate double budgeting. 1086
  21. **Replace Boiler Fuel Burners—Deuel Vocational Institute, Tracy. Reduce by \$19,500.** Recommend deletion of preliminary plans and working drawing funds for proposed project because of inadequate

- quate cost/benefit information.
- 22. **Perimeter Lighting—California Training Facility, Soledad.** 1087  
*Reduce by \$31,600.* Recommend deletion of preliminary plans and working drawings for proposed project because of inadequate cost/benefit information.
  - 23. **Geothermal Heat System—Susanville.** *Reduce by \$1,362,200.* 1087  
 Recommend deletion of construction funds because of inadequate project cost information. Further, withhold recommendation on balance of funds for preliminary plans and working drawings (\$101,500), pending receipt of additional information.
  - 24. **Boiler Heat Recovery System—California Men's Colony, San Luis Obispo.** *Reduce by \$318,000.* 1088  
 Recommend deletion of proposed project because of inadequate cost/benefit information.
  - 25. **Cogeneration Facilities—California Training Facility, Soledad and California Institute for Men, Chino.** *Reduce by \$634,800.* 1088  
 Recommend deletion of preliminary plans and working drawing funds for proposed projects because the electrical energy to be provided by these systems substantially exceeds the needs of the institution.
  - 26. **Energy Audit—Statewide.** *Reduce by \$42,125.* 1089  
 Recommend deletion of proposed funds to eliminate double budgeting.

**ANALYSIS AND RECOMMENDATIONS**

The budget proposes \$40,432,138 for capital outlay projects for the Department of Corrections. Funding for these projects is requested from three sources: (a) the General Fund, (b) the General Fund, Special Account for Capital Outlay and (c) the Energy and Resources Fund. The budget items and funding source for the projects are summarized in Table 1.

**Table 1**  
**Department of Corrections**  
**Capital Outlay 1981-82**  
**Funding by Item and Source**

<i>Analysis Section</i>	<i>Item</i>	<i>Source</i>	<i>Amount</i>
A	524-301-001	General Fund (unsecured tax roll) .....	\$27,669,000
B	524-301-036	General Fund, Special Account for Capital Outlay .....	9,870,713
C	524-301-188	Energy and Resources Fund.....	2,892,425
Total .....			<u>\$40,432,138</u>

For legislative review purposes we have divided this analysis of the Department of Corrections' capital outlay budget into three sections, each corresponding to a different funding source for the projects.

**A. Projects Proposed from the General Fund**  
**(Unsecured Property Tax Roll)**

**Facilities Requirement Plan**

Item 524-301-001 proposes \$27,669,000 from the General Fund to implement a portion of the Department of Corrections' Facilities Requirement Plan submitted to the Legislature in March 1980. This plan details the facilities needed to provide temporary and permanent housing for the projected 1984-85 male felon inmate population of 26,863. Table 2 shows the male felon population in the last week of December for the past four years. This table indicates that the population is

**DEPARTMENT OF CORRECTIONS—CAPITAL OUTLAY—Continued**

growing at an annual rate of 9.6 percent. The Governor's Budget, however, anticipates a sharp reduction in the rate of population growth, to only 1.4 percent during the 1981-82 fiscal year.

**Table 2**  
**Department of Corrections**  
**Male Inmate Population**  
**Week of December 25-31**

	1977	1978	1979	1980
Population .....	16,939	19,018	20,621	22,384
Percent Change .....	-	+12.1%	+8.4%	+8.5%
Capacity .....	20,616	20,616	20,616	21,464

At the present time, the Department of Corrections has a capacity for 21,464 male felons. This is an increase of approximately 4 percent over the 1979 capacity of 20,616. The Budget Act of 1980 provided funds to install 1,280 temporary beds at existing institutions, and develop 240 beds at new camp facilities. Table 3 summarizes the capacity changes from December 1979 to December 1980, and indicates that the total capacity will be 22,984 beds if previously funded projects are completed as originally approved. If the recent growth rate in the inmate population is maintained, the Department of Corrections' facilities are likely to be overcrowded for a number of years. If the population growth rate declines as indicated in the Governor's Budget, a sufficient number of temporary facilities should be available to alleviate overcrowding at the main institutions.

**Table 3**  
**Department of Corrections**  
**Institution Capacity**

	<i>Male felons</i>
Existing Capacity—December 1979 .....	20,616
Change in capacity—December 1979 to December 1980:	
1. California Men's Colony, west facility camp .....	+85
2. Camp increases to design capacity .....	+260
3. California Rehabilitation Center—Corona (previously civil addict program) .....	+558
4. San Quentin—conversions .....	-44
5. California Institute for Men—Chino—conversions .....	-11
Capacity—December 1980 .....	21,464
1980-81 funded capacity increases:	
Temporaries (none currently occupied) .....	1,280
Camps, Los Angeles (2) and Riverside (160 to be occupied in 1980-81) .....	240
Total existing and funded capacity .....	22,984

**New Replacement and Temporary Facilities**

*We withhold recommendation on Item 524-301-001, \$27,669,000 for construction of new facilities statewide, pending receipt of additional information from the department.*

The budget proposes \$27,669,000 from the General Fund to construct a portion of the department's master plan facilities. Table 4 summarizes the department's request and the estimated future costs of these projects.

The Governor's Budget indicates (page A-33) that upon completion of the new facilities planned for San Diego and Tehachapi, the department will raze existing housing units and abandon an equivalent number of inadequate maximum-security beds located at San Quentin. In addition, upon completion of new facilities at

**Table 4**  
**Department of Corrections**  
**Proposed New Facilities**  
**1981-82**

<i>Item</i> <i>524-301-001</i>	<i>Project/Location</i>	<i>Phase<sup>a</sup></i>	<i>Budget Bill</i> <i>Amount</i>	<i>Estimated</i> <i>Future</i> <i>Cost</i>
(a)	Tehachapi—Southern maximum security facility (1,000 maximum; 100 minimum) .....	c (partial)	\$15,389,000	\$60,000,000
(b)	San Diego—maximum/minimum security units (1,000 maximum; 150 minimum) .....	pw	5,500,000	80,000,000
(c)	Folsom—maximum/minimum security units, phase I and phase II (1,500 maximum; 250 minimum) .....	pw (partial)	4,880,000	100,000,000
(d)	Statewide—temporary facility (300 minimum) .....	pw	2,000,000	—
Totals (3,500 maximum; 800 minimum) ....			\$27,669,000	\$240,000,000

<sup>a</sup> Phase symbols indicate: c—construction; p—preliminary planning; w—construction.

Folsom, existing housing units of equivalent capacity will be razed at this institution. Approval of the department's proposal would authorize construction of 3,500 maximum-security beds and 800 minimum-security beds, 300 of which would be temporary facilities. There will be no net increase in capacity, however, because portions of San Quentin and Folsom would be demolished.

The department's master planning effort included an evaluation of all existing correctional institutions. The evaluations of San Quentin and Folsom State Prisons indicate that these facilities are grossly inadequate for continued use, and that new modern correctional facilities are needed to replace these institutions. The department, however, has not provided adequate information detailing the basis of the amount requested in the Budget Bill.

**Procedures Need to be Improved.** Although funds were appropriated in the 1980 Budget Act for preliminary plans and working drawings for the proposed new Tehachapi facility, as of January 1981, design work on the project had not been started. Consequently, the project is significantly behind the original schedule anticipated in the Department of Corrections' master plan.

In our analysis of the Office of State Architect (OSA) we note that the development of new prison facilities will place a substantial responsibility on OSA. Achieving the Administration's and the Legislature's goal of expeditiously providing new replacement correctional facilities in the State of California will largely depend on the OSA's ability to plan and administer this program. Given the current status of the Tehachapi project, however, it is apparent the OSA has not been able to expedite planning of the new facility.

Consequently, we recommend that prior to legislative budget hearings, the Department of Corrections and the Office of State Architect report to the Legislature on the procedures that are being implemented to assure that this program is expedited and the facilities completed at the earliest possible date. Such a report should also address the need to utilize a construction management firm to assist the Department of Corrections and the State Architect in this major undertaking. Furthermore, in order to advise adequately the Legislature of the funds proposed in the Governor's Budget for new facilities, we recommend that the department provide our office with a detailed description of the projects proposed in the budget. Pending receipt of this additional information, we withhold recommendation on the funds proposed for implementing the department's master plan facilities under Item 524-301-001.



**DEPARTMENT OF CORRECTIONS—CAPITAL OUTLAY—Continued****B. Projects from Special Account for Capital Outlay****Folsom State Prison—Security Housing Unit**

*We withhold recommendation on Item 524-301-036(a), preliminary plans, working drawings, and construction for new security housing unit, Folsom State Prison.*

The budget proposes \$682,000 for preliminary plans, working drawings and construction to convert a portion of Building No. 1 to a security housing unit at Folsom State Prison. This project would meet a short-term need for housing to isolate and control inmates who participate in prison gang activities, engage in violent behavior or pose a high escape risk.

Although the department indicates that these security housing units are essential to provide for adequate security of the current population, it has not finalized the plan for improving this facility. Some improvements will be accomplished in the current year to allow immediate use of the facility as a security housing unit. The remaining improvements are requested for capital outlay funding in the budget year. It is our understanding that the department intends to advise the Legislature of this change in the budget program for the current year through a Section 28 letter to the Joint Legislative Budget Committee. Until the department has finished its implementation plan, we withhold recommendation on the proposed project for improvements to Building No. 1 at Folsom State Prison.

**Installation of Smoke Purge Systems—Various Locations**

*We withhold recommendation on Items 524-301-036(b), (e), (g), (o), (s), (t), and (v), totaling \$4,026,513, pending receipt of additional information.*

The Department of Corrections proposes seven projects for installation of "smoke purge" systems in the housing units at various institutions. A smoke purge system consists of roof or wall-mounted exhaust fans and intake louvers to—in the event of a fire—exhaust concentrations of smoke and toxic fumes from upper areas of a structure. The proposed systems would be installed in cell-block buildings which have a high smoke hazard. This installation would improve the fire and life safety conditions of existing correctional institutions.

Table 5 summarizes the amounts proposed for preliminary plans, working drawings and construction of these improvements at seven institutions.

**Table 5**  
**Department of Corrections**  
**Installation of Smoke Purge (Exhaust) Systems in Housing Units**

<i>Item</i>	<i>Location</i>	<i>Budget Bill Amount</i>
524-301-036		
(b)	Folsom State Prison.....	\$183,550
(e)	Deuel Vocational Institute, Tracy.....	289,700
(g)	Correctional Training Facility, Soledad.....	1,531,730
(o)	San Quentin State Prison.....	754,295
(s)	California Mens' Colony, San Luis Obispo.....	440,480
(t)	California Medical Facility, Vacaville.....	137,688
(v)	California Institution for Men, Chino.....	689,070
	Total.....	\$4,026,513

Our review of the department's request indicates that, although the proposed projects will improve the fire safety of these existing facilities, the department has not developed adequate information to justify the requested funds because the

Office of State Architect has not prepared "schematic budget packages" for the projects. These packages provide the detailed project scope and cost estimates necessary to evaluate the adequacy of the project and associated costs. Furthermore, the department indicates that the State Fire Marshal (SFM) has not evaluated the proposed projects. While the proposed modifications would increase the fire safety of these facilities, the SFM should identify alternative safety modifications which could be implemented for less cost. This additional information and evaluation should be available prior to budget hearings. Pending receipt of the "schematic budget package" and an evaluation of the projects by the SFM, we withhold recommendation on the proposed project.

### **Remodel Locking Devices—Deuel Vocational Institute (DVI) Tracy**

*We recommend approval of Item 524-301-036(c).*

The budget includes \$125,200 to prepare preliminary plans and working drawings to modify cell doors and locking devices at DVI, Tracy. The project would convert existing swingout doors to sliding doors on 1,212 cells. The existing mechanical locking system will be replaced with a modern, remote control locking device. The estimated future cost for construction of the proposed project is \$4,896,300. The improvements would eliminate the possibility of inmates using swing doors as battering rams against staff, and would improve the reliability of the existing locking system which was installed in 1950.

The project would provide better control over inmate movement and would promote a safer atmosphere for staff and inmates at this institution. In addition, installation of new locking devices would alleviate a serious maintenance problem because the existing locking devices are no longer in production and repair parts are not available. The project is needed and we, therefore, recommend approval of the requested planning funds.

### **Milk Processing Facilities—Deuel Vocational Institution (DVI), Tracy, and California Institution for Men (CIM), Chino**

*We recommend deletion of Item 524-301-036(d), \$52,500 for preliminary plans and working drawing funds for a new milk processing facility at DVI, Tracy, and deletion of Item 524-301-036(w), \$61,500 for preliminary plans and working drawings for a milk processing facility at CIM, Chino.*

The budget includes funds for preliminary plans and working drawings for a new milk processing facilities at DVI, Tracy, and at CIM, Chino. The DVI project, estimated to cost \$828,300, would provide a building to house processing, packaging and bulk storage for the dairy operations. The CIM project, estimated to cost \$905,000, would provide a new processing plant similar to the DVI facility. The department indicates that the existing facilities, which provide dairy products to state institutions, are out-moded. Construction of the new facilities would ensure continuation of the existing "Grade A" dairy rating, provide modernized equipment, and improve sanitary conditions.

**Lack of Adequate Information.** The department has not provided adequate information to justify replacement of the existing dairy facilities. While the department states that improvement of the existing facilities is needed to continue to produce Grade A products, we have no information on the *specific deficiencies* which must be corrected. The department should prepare a detailed description of specific deficiencies at these facilities which may jeopardize continued Grade A certification

**Status of Previously Approved Project.** The Budget Act of 1976 appropriated \$481,000 for construction of a new milking facility at CIM, Chino. This project included funds for a new processing plant and milking barn. The design for the project was completed in 1978, but bids substantially exceeded the available funds.

**DEPARTMENT OF CORRECTIONS—CAPITAL OUTLAY—Continued**

The department should advise the Legislature of the current status of the previously appropriated funds. Moreover, the department should indicate why the 1981-82 funding request excludes money for the milking barn which was originally justified to maintain certification.

**Reevaluation Program.** Approval of the planning funds for these projects will result in future construction cost requirements of \$1.6 million. These dairy facilities are operated by the correctional industries and provide a significant revenue stream (approximately \$1 million per year) for the industries program. However, there is limited participation by inmates in this program. In view of the substantial capital investment required to continue this activity, the Department of Corrections should reevaluate its effectiveness as a training tool. If the department concludes that its continuation will promote the training of inmates, the revenues generated by the operation should be assessed to repay the capital investment required to upgrade the facilities.

Given the fact that the department should reevaluate (1) the specific improvements that are needed in these facilities and (2) the continuation of dairy operations at correctional institutions, we recommend that planning funds for the proposed improvement of those facilities be deleted from the budget.

**Visiting Room—California Training Facility (CTF), Soledad**

*We recommend deletion of Item 524-301-036 (f), preliminary plans, working drawings and construction of a visiting room at CTF, Soledad, for a reduction of \$508,400.*

The budget includes funds to construct a 6,000 square foot visiting facility at CTF, Soledad, north facility. This facility currently houses 1,200 inmates in two 600-bed units. The existing visiting area of 2,000 square feet is insufficient to serve the current population. Construction of the proposed visiting facility would provide two separate facilities to serve the two housing units comprising the north facility.

The Department of Corrections has submitted to the Legislature a master plan outlining specific needs for construction of new facilities and alterations of existing facilities operated by the department. The department's plan for the CTF north facility indicates that the institution will eventually be reduced in capacity from 1,200-beds to 600-beds. Each 300-bed unit would be operated as a separate management unit. The plan further indicates that, based on department standards, the visiting facilities for each 300-bed unit should be approximately 2,200 square feet in size. Thus, the existing visiting room of approximately 2,000 square feet, should adequately serve the needs for one of the 300-bed units included in the master plan. A new visiting facility will eventually be required for the other 300-bed unit. However, the 6,000 square foot visiting facility currently proposed by the department is substantially larger than the 2,200 square foot size suggested by the department's planning standard.

Since the size of the proposed visiting room exceeds the department's standards for facilities of this nature, the department should reevaluate the scope of the proposed project with the intent of reducing the amount of proposed visiting area in line with the master plan requirements for this institution. Accordingly, we, recommend that the proposed funds be deleted, for a reduction of \$508,400.

**California Correctional Institute (CCI), Tehachapi—Replace High-Voltage Wiring**

*We recommend that Item 524-301-036 (h), preliminary plans, working drawings and construction to replace high-voltage wiring be deleted for a savings of \$527,400.*

The budget proposes \$527,400 for preliminary plans, working drawings and construction to replace high-voltage wiring at the California Correctional Institute

at Tehachapi. The project would include installation of new high-voltage switchgear and underground feeder lines, thus eliminating existing overhead wires and pole-mounted transformers. The department indicates that the existing overhead wiring is subject to outages during stormy weather.

The information provided by the department does not substantiate the need for this project. We have no information relative to the number of outages which have occurred due to the configuration of existing high-voltage wiring. In addition, the Department of General Services indicates that the existing overhead lines can be modified to provide better reliability at a cost of \$34,900. This modification, if required, could be accomplished through the departments' minor capital outlay program. The department should evaluate the feasibility of making the necessary modifications in the overhead lines, which would essentially provide the same level of service as the much more costly underground lines. We recommend deletion of this item, for a savings of \$530,900.

### **California Correctional Center (CCC), Susanville—Emergency Generators and Electrical Power Improvements**

*We recommend deletion of Item 524-301-036(i), \$241,550 for installation of an additional emergency generator at CCC, Susanville. We further recommend Item 524-301-036(j), preliminary plans, working drawings and construction to increase electrical power at CCC Susanville, be reduced by \$10,800.*

The budget includes two projects relating to electrical improvements for the California Correctional Center at Susanville. One project calls for installing a third electrical generator at a cost of \$241,550 to provide backup power during utility outages. An additional \$199,350 is proposed to modify existing feeder lines and install new transformers and switchgear to improve the system's selectivity and reliability. The department indicates that the existing emergency generating capacity is insufficient to power the entire needs of the institution. The existing emergency system is also subject to interruption due to overloading of the present feeder system. Approval of the proposed two projects would provide additional generating capacity and eliminate the interruptions experienced in the existing system.

**Emergency Generators.** The existing emergency generators were installed during construction of this institution in the 1960s. The electrical capacity of the emergency system was determined on the basis of those circuits which, under emergency conditions, need to be energized. These circuits would include hospital or infirmary areas as well as security lighting to provide adequate supervision of inmate areas. According to the department, installation of an additional generator would provide power to continue operation of the vocational shop and industry areas under a power outage. In our judgment, continued operation of these activities during an electrical system disruption is low in priority and the cost of installing standby power to operate these areas is not justified. We therefore recommend deletion of the proposed funds for additional emergency generator, a reduction of \$241,550.

**Electrical Power Improvements.** The department indicates that the current electrical distribution system is subject to failure because certain feeder lines are overloaded. To eliminate this problem, the department proposes to provide a new feeder line and upgrade existing transformers and switchgear.

The department should insure that the design of the new system is based on the existing emergency generator capacity and is not dependent upon installation of a new generator. We recommend approval of the proposal but find that an excessive amount has been budgeted for architectural/engineering (A/E) services and project contingencies. These project costs should not exceed 20 percent of the estimated contract cost of the project. The budget, however, includes \$40,100 or

**DEPARTMENT OF CORRECTIONS—CAPITAL OUTLAY—Continued**

27 percent of the estimated contract cost of \$146,700 for these services. We therefore recommend a reduction of \$10,800 in Item 524-301-036(j) by reducing funds proposed for A/E services and contingencies to \$29,300, or 20 percent of the estimated contract cost. The reduced amount of \$188,550 should be adequate to fund the needed modifications and A/E services.

**San Quentin State Prison—Wastewater Treatment Facility**

*We withhold recommendation on Item 524-301-036(k), construction funds for wastewater treatment facilities at San Quentin State Prison, pending final determination of the state's share of costs for this project.*

The budget includes \$150,000 to supplement funds previously appropriated to construct wastewater treatment facilities for San Quentin State Prison. San Quentin is participating in a regional wastewater treatment plant under the direction of the Eastern Marin-Southern Sonoma Wastewater Facilities Project. To date, this project involves state, regional and local matching funds exceeding \$31 million. The 1979 Budget Act provided \$215,000 for the department's share of working drawings for this project. The 1980 Budget Act appropriated \$600,000 for the construction portion of the project. The additional \$150,000 requested in the budget brings the department's total share of the project to \$965,000.

The Department of Corrections is only a minor participant in the project to provide wastewater treatment in the Eastern Marin and Southern Sonoma area. The project is being designed by a consulting engineer retained by the treatment district organization. Final working drawings for the project have not been completed, and the final estimate of project costs is not available at this time. Consequently, it is not known what the state's share in this project will ultimately be. The working drawings—and final cost estimate—should be available prior to legislative hearings on the budget. Pending review of this additional information, we withhold recommendation of the additional construction funds proposed in Item 524-301-036(k).

**San Quentin—Management Control Unit**

*We withhold recommendation on Item 524-301-036(l), preliminary plans, working drawings and construction to convert the east block to a management control unit at San Quentin, pending receipt of additional information.*

The budget includes \$1 million for preliminary plans, working drawings and construction to convert the east block at San Quentin to a management control unit (MCU). This unit would house maximum-custody inmates who are management problems for the custody staff. The existing MCU does not have adequate capacity to accommodate the number of MCU cases currently housed at San Quentin. At this time, there are approximately 150 such inmates double-celled at the institution. The department proposes to convert two existing 500-bed units to management control units. The support budget for the Department of Corrections includes additional staff for these two units. The funds proposed under this item would provide for construction of additional visiting facilities, exercise yards, and security improvements relating to operation of the converted units.

The funds proposed in the budget for conversion of east block to an MCU are based on cost information developed by the Department of Corrections. The Office of State Architect has not prepared a "schematic budget package" which details the particular work to be accomplished. Consequently, adequate information is not available at this time to permit an evaluation of the proposed budget request. The proposed security improvements are needed for the department to adequately supervise inmates currently assigned to this institution. We, therefore, recommend that prior legislative hearings on the Budget Bill, the State Architect's

office provide schematic budget plans for the proposed improvements. We withhold recommendation on this item, pending receipt of the schematic budget information.

#### **San Quentin—Exercise Yard**

*We recommend Item 524-301-036(m), \$149,200 for a new exercise yard, be reduced by \$7,900 to eliminate overbudgeting.*

The budget includes \$149,200 under Item 524-301-036(m) to construct an exercise yard for condemned-row inmates. There is currently one exercise yard serving the condemned-inmate population. This area is inadequate due to the increase in this unit's population. The proposed modifications include conversion of the roof structure to an exercise yard, and installation of perimeter fencing and security facilities.

The proposed improvement at San Quentin are needed because of the increased population of condemned inmates, and we therefore recommend approval. However, the cost estimate for this project includes an excessive amount for architectural/engineering services and contingencies. To provide funds for these services at the usual level of 20 percent of contract cost, we recommend the project be reduced by \$7,900.

#### **San Quentin State Prison—Licensing Modifications to Hospital**

*We recommend that Item 524-301-036(n) be reduced by \$12,300 to eliminate overbudgeting.*

The budget proposes \$267,900 for preliminary plans, working drawings and construction to modify the first floor of the hospital at San Quentin State Prison. The proposed project would upgrade the corridor to provide a one-hour fire exiting system. Wood and glass partitions would be replaced by fire-rated walls and safety glass partitions. New fire-rated doors would also be included in the project. The improvements are proposed in response to a survey by a state licensing and certification team.

The department indicates that the hospital at San Quentin is currently operating under a provisional license. One condition of the provisional license is that the deficiencies in the corridor be corrected. Consequently, this project is needed to continue licensure of the prison hospital, and we recommend approval. However, the proposed project funds include an excessive amount for architectural/engineering services and contingency expenses. The budget proposes \$51,600 for these services, while the normal state-supported level of 20 percent of construction funding indicate that \$39,300 would be adequate. Consequently, we recommend approval of Item 524-301-036(n) in the revised amount of \$252,500 a reduction of \$12,300.

#### **Family Visiting Units—San Quentin State Prison**

*We withhold recommendation on Item 524-301-036(p), pending receipt of revised project plans and cost estimate.*

The budget proposes \$236,000 for preliminary plans, working drawings and construction for three new family visiting units at San Quentin State Prison. These family visiting units would be available for use by inmates housed in the minimum custody portion of the institution. At the present time, the only family visiting units available at San Quentin are located at the maximum security portion of the institution. Moreover, these existing facilities are being fully utilized.

The department has submitted a schematic budget package prepared by the Department of General Services detailing the scope and estimated cost of this project. While the budget proposes \$236,000 for the project, an estimate provided by the Department of General Services totals \$438,700. The Department of Cor-

**DEPARTMENT OF CORRECTIONS—CAPITAL OUTLAY—Continued**

rections has indicated that the plans developed by the Office of State Architect (OSA) are based on construction of new permanent facilities. The department, however, intends to utilize modular facilities which could be relocated at some future date if existing facilities at San Quentin are razed. Our analysis indicates that modular facilities would be a prudent method of providing the needed facilities. The department has advised us that it has instructed OSA to prepare a revised package which addresses the scope and costs of the proposed projects, based on modular facilities. Pending receipt of the revised project information, we withhold recommendation on Item 524-301-036(p).

**California Men's Colony (CMC), San Luis Obispo—Rebuild Cell-Locking Mechanism**

*We recommend Item 524-301-036(q), \$234,100 to rebuild cell-locking mechanisms at CMC, San Luis Obispo, be reduced by \$5,900 to eliminate overbudgeting.*

The budget proposes \$234,000 in Item 524-301-036(q) for preliminary plans, working drawings, and construction to rebuild the cell-locking mechanism in the segregated housing unit at the California Men's Colony in San Luis Obispo. The segregated housing unit is the highest security custody level at this institution and is used to house inmates who pose disciplinary problems. The existing cell-locking mechanism in this unit is unreliable. On occasion the mechanism has failed to operate correctly and has opened a door other than the one selected to be opened. This has resulted in additional risk to staff working in this unit. Replacement of the locking mechanism will eliminate this hazard and improve the suitability of this unit for its designed purpose. The project is needed and we recommend approval. However, the proposed project budget includes an excessive amount for architectural/engineering services and contingencies. To provide funds for these costs at the usual 20 percent of the contract cost, we recommend a reduction of \$5,900.

**California Men's Colony—Fire and Life Safety Improvements**

*We recommend approval. We further recommend that, prior to legislative budget hearings, the department provide a report detailing the specific code requirements which apply to the proposed alterations.*

The department proposes \$74,800 to alter portions of the California Men's Colony at San Luis Obispo to meet fire and life safety requirements. The total estimated project cost for the proposed improvements is \$1,204,900. The project includes (1) alterations of existing dormitory facilities to improve exiting, (2) installation of overhead sprinkler systems in industrial and vocational education areas and (3) other minor improvements noted in a survey by the State Fire Marshal.

Our review of the schematic budget package for this project indicates that the department is proposing some modifications which are not noted in the State Fire Marshal's survey of needed fire and life safety improvements. For instance, the project includes installation of fire retardant material on the ceiling of the gymnasium. The Fire Marshal's letter does not mention any improvements required in the gymnasium.

In addition, we question the need to provide fire sprinklers in several one-story buildings included in the plan. The Fire Marshal recommends sprinklers in the vocational shop areas, but recent plans developed for construction of new vocational shops for the California Youth Authority do not include fire sprinkler systems in these one-story facilities. While the proposed modifications are needed to improve the fire and life safety of these facilities, we recommend that, prior to budget hearings, the department provide analyses which identify the specific code requirement mandating the specific improvements proposed in this project. Any elements of the project which are determined to be in excess of code requirements

should be deleted thereby reducing the future construction cost proposed for this project. Finally, the future cost for this project should be reduced by an additional \$67,000 by eliminating funds for architectural/engineering services and contingencies which exceed the typical state-supported level for these costs.

### **California Institution for Men (CIM), Chino—Improve Outside Security**

*We withhold recommendation on Item 524-301-036(u), preliminary plans, working drawings and construction to improve outside security at CIM, Chino, pending an evaluation of alternatives by the department.*

The budget proposes \$487,100 for preliminary plans, working drawings and construction to improve the outside perimeter security at the California Institution for Men, central reception center facility, at Chino. The department proposes installation of a new vehicle entrance, two new guard towers and a new 12-foot security fence to provide double-fencing on the perimeter of this institution. The department indicates that these improvements are needed to provide adequate security and surveillance of the outdoor exercise area at this institution.

Approval of the department's proposal would result in a need for additional staffing for the two new guard towers.

Our evaluation of recently completed maximum-security institutions in other states indicates that a single fence, with electronic detection fields (E-fields) located adjacent to the fence, is adequate to provide perimeter security at maximum-security institutions. The E-field has the advantage of identifying the location of a breach in the security perimeter so that custody staff can be dispatched to this location on a rapid-response basis. Since the department's proposal would substantially increase support costs, the department should evaluate the use of an E-field on the perimeter of this institution in lieu of constructing additional fences and possibly the guard towers. Pending this reevaluation, we withhold recommendation on the proposed improvements.

### **Minor Capital Outlay—Item 524-301-036(x)**

1. *We recommend approval of \$593,100 for minor capital outlay.*
2. *We withhold recommendation on \$206,900 for three minor capital outlay projects, pending receipt of additional information.*

As summarized in Table 6, the budget includes \$800,000 for 18 minor capital outlay projects (\$100,000 or less per project) for the Department of Corrections. For review purposes, we have grouped the projects into three categories: fire and life safety improvements, security improvements, and program/support improvements.

We recommend approval of 15 projects totaling \$593,100. However, we withhold recommendation on the following projects because additional information on the need for and scope of these projects should be developed by the department.

**Personal Alarm System.** The department proposes \$90,000 at San Quentin State Prison and \$37,900 at the California Conservation Center at Susanville for installation of personal alarm systems. A personal alarm system allows staff to wear a device which, in a threatening situation, can be actuated to notify security personnel of the location of the incident so that custody staff can be dispatched to the area. These systems have been installed in the California Youth Authority facilities statewide. However, they have not routinely been installed in Department of Corrections' facilities.

Clearly, installation of these devices would provide an improved measure of security at these facilities. However, we believe that the department's approach to utilization of these systems is fragmented; the need for these systems should be addressed on a statewide basis. For example, the San Quentin project is the first



## DEPARTMENT OF CORRECTIONS—CAPITAL OUTLAY—Continued

Table 6  
Department of Corrections  
Minor Capital Outlay 1981-82

Project	Location	Budget Bill Amount	Analyst's Proposal
<i>Fire and Life Safety</i>			
1. Improve fire safety per Fire Marshal's report .....	Frontera	\$54,600	\$54,600
2. Install hospital fire alarm system per Fire Marshal's report .....	Chino	27,675	27,675
<i>Security Improvements</i>			
3. Personal alarm system .....	San Quentin	90,000	pending
4. Personal alarm system .....	Susanville	37,900	pending
5. Remodel recreation yard .....	Vacaville	39,600	39,600
6. Perimeter fence alarm .....	Tracy	85,000	85,000
7. Increase yard lighting .....	Susanville	36,900	36,900
8. Elevate/remodel guard towers .....	Frontera	80,000	80,000
9. Security lighting outside perimeter fence.....	Tehachapi	18,500	18,500
10. Exit door for housing unit offices .....	Chino	3,124	3,124
11. Emergency lighting in management control unit	Soledad	4,100	4,100
12. Emergency power generator .....	Chino	95,000	95,000
<i>Program/Support Improvements</i>			
13. Laundry modifications .....	Vacaville	88,301	88,301
14. Dumbwaiter to security housing unit.....	Folsom	25,000	25,000
15. Rehabilitate electrical system.....	Soledad	79,000	pending
16. Waste treatment plant improvements .....	Folsom	19,200	19,200
17. Purchase federally funded building .....	Soledad	11,000	11,000
18. Install restroom facility.....	Corona	5,100	5,100
Totals.....		\$800,000	\$593,100

of three proposed phases for installation of the system. In addition, the department's equipment budget includes funds to purchase personal alarm devices for Deuel Vocational Institute, Tracy. We recommend that the department evaluate the need for these systems on a statewide basis and develop a comprehensive implementation plan. Such a plan may result in the need for funds for major capital outlay, minor capital outlay, or equipment. Pending completion of the department's evaluation, we withhold recommendation on the two minor capital outlay projects for installing personal alarm systems.

**Rehabilitate Electrical System.** The department proposes \$79,000 to upgrade the electrical distribution system at the California Training Facility, Soledad. The department indicates that new, high-voltage switchgear will be installed where existing feeders are approaching design capacity. In addition, the proposed modifications would allow the existing emergency generator to be tested without shutting off power to the entire institution.

The funding request for the project is based on an estimate developed by the Department of Corrections staff. In view of the technical nature of the proposed electrical modifications, we recommend that the Office of State Architect evaluate the project and provide a report on the need for the proposed modifications prior to legislative budget hearings. Pending receipt of this information, we withhold recommendation on the project.

**Energy and Resource Fund Projects****Folsom State Prison—New Boiler Facility**

*We recommend deletion of Item 524-301-188 (a), preliminary plans and working drawings for a new boiler facility at Folsom State Prison, for a reduction of \$75,000.*

The budget includes \$75,000 for preliminary plans and working drawings to construct a new boiler facility at Folsom State Prison. The institution's present boilers were installed in 1932, 1933, and 1950. The department indicates that a recent test of the boilers shows the two boilers installed in 1932 and 1933 operating at approximately 48 percent efficiency, and the most recently installed boiler operating at approximately 78 percent efficiency. The department further indicates that installation of two new boilers would result in a natural gas savings of approximately \$183,000 per year, or 50 percent of the current usage. The department does not indicate the total cost for this project; however, based on the total amount of planning funds requested, construction will exceed \$1 million.

The department has not provided adequate information to substantiate the need to replace these boilers. While two of the existing boilers are operating at a 48 percent efficiency level (substantially below the 80 percent design efficiency), the information provided by the department does not indicate the amount of time that these boilers are in use. Furthermore, the department should evaluate means of improving the efficiency of these existing boilers through the use of "add-on" energy efficient equipment available at this time. Retrofit of existing boilers, rather than complete replacement, would also be advantageous given the fact that the Department of Corrections is proposing eventual replacement of all housing units at Folsom State Prison (Item 524-301-001(c) proposes planning funds for replacing a portion of Folsom State Prison). With construction of these new housing units—which will be located some distance from the existing facilities—it may be necessary to construct new boiler facilities. The need for a new boiler facility should be part of the scope of work to be completed by the consulting architect assigned to design the new Folsom housing units.

In summary, we recommend deletion of the proposed planning funds for construction of new boiler facilities at Folsom State Prison because (1) the department has not provided adequate information to justify replacement and (2) the department's plan for new facilities at Folsom State Prison should address the need for a new boiler facility. Consequently, we recommend deletion of Item 524-301-188(a), for a savings of \$75,000.

**Folsom State Prison—Replace Hot Water Lines**

*We recommend deletion of Item 524-301-188 (b), preliminary plans and working drawings to replace hot water lines in buildings 3 and 5 at Folsom State Prison, for a reduction of \$14,600.*

The budget includes \$14,600 for preliminary plans and working drawings to replace hot water lines in buildings 3 and 5 at Folsom State Prison. These buildings are cellblock buildings; building number 3 contains 396 cells and building number 5 contains 295 cells. The proposed project would replace existing hot water lines which the department indicates have corroded and are unserviceable. The estimated total project cost for replacement of these lines is \$454,300. The construction portion of the project would be requested in the 1982-83 budget.

The department's plan for providing new and replacement facilities includes complete replacement of the housing unit at Folsom State Prison. The Budget Bill (Item 524-301-001(c)) includes planning funds for the first two phases of replacement housing units at Folsom State Prison. Assuming that development of planning and working drawings will consume approximately two years, and that construction will require an additional two years, the new housing facilities at Folsom should be occupied in 1985. In comparison, construction of the proposed new hot water lines would be completed some time in 1983. Consequently, the

**DEPARTMENT OF CORRECTIONS—CAPITAL OUTLAY—Continued**

new hot water lines would be used for only 2 years if the department's plan for replacement facilities proceeds on schedule.

In view of the department's master plan to replace housing units at Folsom State Prison and the request for funds to begin planning for this purpose, it is not appropriate to replace the existing hot water lines at this time. Improvements to facilities which are planned to be demolished should be held to a minimum. The department should evaluate the repair needs of this system in order to maintain its serviceability for its current, projected period of use. Such an evaluation may result in a request for funds in the special repair portion of the support budget to provide minimal work on this system. Consequently, we recommend deletion of the planning funds proposed in Item 524-301-188(b), for a reduction of \$14,600.

**Cogeneration Feasibility Studies—Deuel Vocational Institute, Tracy; Sierra Conservation Centers, Jamestown; and California Men's Colony, San Luis Obispo**

*We recommend deletion of Items 524-301-188(c), (i), and (k), funds for cogeneration feasibility studies at three correctional institutions, for a savings of \$60,000.*

The budget includes funds to prepare cogeneration feasibility studies for Deuel Vocational Institute, Tracy, Sierra Conservation Center at Jamestown, and California Men's Colony at San Luis Obispo. These funds would be utilized to evaluate the feasibility of generating electricity at these facilities and utilizing the waste heat to meet the institutions' other energy needs. The feasibility study would examine the technical, environmental and regulatory aspects of designing a cogeneration system. The information provided by the feasibility study would be used to support future capital outlay requests for planning and/or construction of such facilities.

We recommend deletion of the proposed funds for feasibility studies because there are more appropriate alternative funding sources for providing these services:

- Item 986-301-036 of the Budget Bill proposes \$400,000 for project planning of future capital outlay requests. These funds, which are subject to allocation by the Department of Finance, would be a more appropriate funding source for the proposed feasibility studies.
- The Department of General Services' "energy assessment team" is currently evaluating energy efficient improvements on a statewide basis. The department has available approximately \$450,000 in contractual services which could be utilized to fund the feasibility studies proposed for these three correctional institutions.

Allocation of feasibility study funds for these projects should be considered in priority order with other needs identified by the Department of General Services and the Department of Finance.

In view of the funds that have been proposed in other portions of the Budget Bill to plan future capital outlay projects and to evaluate energy conservation methods, we recommend deletion of the proposed funds for feasibility studies in Items 524-301-188(c), (i), and (k), for a savings of \$60,000.

**Deuel Vocational Institute—Replace Boiler Fuel Burners**

*We recommend deletion of Item 524-301-188(d), preliminary plans and working drawings to replace fuel burners on three existing boilers at Deuel vocational Institute, Tracy, a reduction of \$19,500.*

The budget proposes \$19,500 for preliminary plans and working drawings to replace fuel burners in the boiler facilities at Deuel Vocational Institute, Tracy.

The project would replace existing components with new energy efficient burners. The estimated future cost for construction of this project is \$573,800, indicating a total project cost of \$595,900.

The department has not provided adequate cost benefit information to justify this "energy conservation" project, nor has it provided any information on the current consumption and utilization of existing boiler facilities at this institution. Consequently, it is not known to what extent energy consumption would be reduced by the proposed modifications. Given the lack of adequate information to evaluate this proposal, we recommend deletion of the funds, for a reduction of \$19,500 in Item 524-301-188 (d).

### **Correctional Training Facilities, Soledad—Replace Main Gaslines**

*We recommend approval of Item 524-301-188 (f).*

The budget proposes \$233,100 for preliminary plans, working drawings and construction to replace the main gaslines at the California Training Facility (CTF), Soledad. The project includes replacement of approximately 21,000 feet of piping at the CTF north facility. The existing steel gaslines were installed in 1959 and have deteriorated due to corrosion and electrolytic action. Frequent leaks have occurred throughout the institution and total replacement of the existing gaslines is needed to continue the usability and safety of this institution.

### **Replace Perimeter Lighting—Correctional Training Facility, Soledad**

*We recommend deletion of Item 524-301-188, preliminary plans and working drawings to replace perimeter lighting at the California Training Facility at Soledad, for savings of \$31,600.*

The budget includes \$31,600 to replace the existing perimeter lighting poles and fixtures at the Correctional Training Facility at Soledad. The department indicates that the existing fixtures have become outdated, and that the new more efficient units will reduce power usage by approximately 50 percent. The estimated future cost for the project is \$417,900, indicating a total project cost of \$455,300.

We are unable to determine whether this investment would be cost effective because the department has not provided adequate information regarding the anticipated energy savings if this project is approved. Furthermore, the estimate prepared by the Department of General Services, Office of State Architect, indicates that the estimated total project cost could be reduced by \$29,000 if an overhead lighting system is approved in lieu of the requested underground system. In any event, we have no basis on which to evaluate the energy conservation attributes of this project, and we therefore recommend deletion of the proposed funds for a reduction of \$31,600.

### **California Correctional Center, Susanville—Geothermal Heat System**

*We recommend Item 524-301-188 (h), preliminary plans, working drawings and construction of a direct heat geothermal system at the California Correctional Center, Susanville, be reduced by \$1,362,200 by deleting construction funds. Further, we withhold recommendation on the remaining funds pending receipt of additional information.*

The budget proposes \$1,463,700 for preliminary plans, working drawings and construction for a direct heat geothermal system at the California Correctional Center at Susanville. The proposed project would modify existing equipment at this institution to use hot water to be provided from a geothermal supply system being developed by the City of Susanville. The department proposes to connect the institution to this new utility district and thereby meet approximately 60 percent of the institution's energy needs currently provided by fuel oil. The department indicates that the proposed project would save 450,000 gallons of fuel oil which currently cost \$310,000 annually. Based on this savings, the project has a net

**DEPARTMENT OF CORRECTIONS—CAPITAL OUTLAY—Continued**

discounted payback period of under 5 years.

Our analysis indicates that the economic viability of this energy conservation proposal is highly dependent on the price which the institution will have to pay for the geothermal hot water provided by the City of Susanville. The department's cost benefit analysis assumes that the price of this energy will not escalate at the same pace as other energy sources, such as fuel oil or natural gas. This assumption has a major impact on the economic analysis of the project given of the fact that fuel oil is projected to increase at a rate of 22 percent per year. The analysis does not address the contemplated price increases for the geothermal energy. In order to prepare a realistic cost/benefit analysis for the project, the department should secure an agreement with the City of Susanville which would specify the cost of the geothermal energy over at least the next 10 years.

**Construction Funds Request Premature.** The budget request for this project includes funds for preliminary plans, working drawings and construction of the proposed improvements. However, the department has not developed adequate cost information to justify the appropriation of construction funds at this time. Moreover, it is unlikely that the preliminary plans and working drawings could be completed within the budget year. Consequently, we recommend that the proposed construction funds (\$1,362,200) for this project be deleted. We withhold recommendation on the balance of the requested funds (\$101,500) pending development of a agreement with the City of Susanville on the price of geothermal energy to be provided to the institution.

**Waste Heat Recovery System—California Men's Colony, San Luis Obispo**

*We recommend deletion of Item 524-301-188 (j), preliminary plans, working drawings and construction to install a boiler heat recovery system, for a reduction of \$318,000.*

The budget proposes \$318,000 for preliminary plans, working drawings and construction to install a boiler heat recovery system at the California Men's Colony at San Luis Obispo. The projects consist of installing a heat recovery system on the exhaust of the existing boilers. This system would heat hot water which would be used to supply the existing laundry and to meet other institutional hot water requirements.

The department has not provided any information to indicate the anticipated savings to be realized if the proposed system is installed. The economic viability of this project is dependent on the amount of fuel that can be saved in the existing boiler facility. The department has not provided this information, and we have no basis on which to evaluate the proposed project. Consequently, we recommend deletion of the proposed funds in Item 524-301-188 (j), for a savings of \$318,000.

**Cogeneration Facilities—California Training Facility, Soledad and California Institute for Men, Chino**

*We recommend deletion of Items 524-301-188 (e) and 524-301-188 (l) for preliminary plans and working drawings to install cogeneration facilities at Soledad and Chino, respectively, for a reduction of \$634,800.*

The budget proposes, under Item 524-301-188 (e), \$317,400 for preparation of preliminary plans and working drawings for a cogeneration system at the California Training Facility at Soledad. Item 524-301-188 (l) proposes an additional \$317,400 for preliminary plans and working drawings for such a system at the California Institute for Men, Chino. The proposed cogeneration systems consist of (1) natural gas fired turbines to produce electricity and (2) waste heat boilers to utilize the heat exhausted by the turbines to provide steam energy for the institution. The estimated future cost for construction of the proposed facilities is \$4,563,800 at each institution, indicating a total future cost of \$9,127,600.

The proposed cogeneration facilities at these institutions would produce two and one-half times the electrical energy required at each institution. The steam output of the systems would provide 50 to 75 percent of the institutional demand for steam energy. The department indicates that the electrical energy produced by the system would either be (1) used on-site with the surplus sold to the utility district or (2) sold entirely to the utility with existing electrical energy requirements to be provided by the utility. The price to be paid for electrical energy purchased by the utility districts would be calculated on the basis of the rate for the utility's "avoided cost" of providing new electrical generating capacity (that is, construction of coal fired or other type central power plants.) Consequently, the utility companies would be paying a premium price for the power generated at the cogeneration facilities. In essence, the state would become a utility producer for the sole purpose of providing electrical power to utility companies. This constitutes a major policy consideration which the Legislature should evaluate. Such an evaluation will have a significant impact on the scope of the project eventually provided at these institutions because the existing design provides two and one-half times the electrical power required at the institutions. We therefore recommend that funds for cogeneration facilities not be approved at this time until the Legislature has evaluated the policy implication of the state's becoming an energy supplier to utility districts.

### **Energy Audits Statewide**

*We recommend deletion of Item 524-301-188(m) for, a reduction of \$42,125.*

The budget includes \$42,125 to prepare energy audits of existing correctional institutions. We have not received any information delineating the basis of the amount requested or the proposed work to be accomplished. Budget Act language specifies that funds appropriated in this item shall be available for transfer to the support budget of the department.

The Budget Act of 1980 provided funds to the Department of General Services for the purpose of implementing an "energy assessment program". The funds appropriated for this program included \$429,466 for consulting contracts to perform energy audits and engineering assessments of existing state facilities. The Budget Bill proposes continuation of this program in the 1981-82 fiscal year. Given the fact that the Legislature has already appropriated funds for energy audits, the proposed funds in the department's capital outlay budget are duplicative. We therefore recommend deletion of the funds proposed under Item 524-301-188(m), for a savings of \$42,125.

**DEPARTMENT OF CORRECTIONS—REAPPROPRIATIONS**

Item 524-490 from the General  
Fund, Special Account for  
Capital Outlay

Budget p. YAC 31

**SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS**

	<i>Analysis page</i>
1. Reappropriation of Construction Funds to Remodel Sewage Treatment Plant at the California Training Facility, Soledad. Recommend deletion of proposed reappropriation.	1090
2. Reappropriation of Funds to Remodel Sewage Treatment Plant at California Institute for Men, Chino. Recommend deletion of proposed reappropriation.	1090

**ANALYSIS AND RECOMMENDATIONS**

Item 524-490 proposes two reappropriations for previously approved capital outlay projects for the Department of Corrections:

1. Item 566(b), Budget Act of 1980—California Training Facility—remodel sewage plant, construction (\$300,000).
2. Item 566(h), Budget Act of 1980—California Institute for Men—remodel sewage plant, construction (\$286,000).

Approval of the requested reappropriations would extend the availability of these funds until June 30, 1982.

The Department of General Services recently submitted a report to the Chairman of the Joint Legislative Budget Committee on the status of all the capital outlay projects included in the Budget Act of 1980. The report, dated January 6, 1981, indicates that the project to remodel the sewage treatment plant at the California Training Facility, Soledad, is currently on schedule and construction funds will be allocated by the Public Works Board at its April, 1981, meeting. The report further indicates that construction for the CIM Chino project is scheduled for Public Works Board approval in March 1981. Thus, according to the most recent information from the Department of General Services, the funds proposed for reappropriation are scheduled to be allocated by the Public Works Board during the current fiscal year and there is no need to reappropriate them. We therefore recommend deletion of Item 524-490.

**Youth and Adult Correctional Agency  
BOARD OF CORRECTIONS**

Item 543 from the General  
Fund and the Corrections  
Training Fund

Budget p. YAC 34

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Requested 1981-82 .....	\$47,294,141
Estimated 1980-81 .....	5,409,471
Actual 1979-80 .....	286,203
Requested increase (excluding amount for salary increases) \$41,884,670 (+ 774.3 percent)	
Total Recommended reduction.....	None
Recommendation pending .....	\$40,000,000

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**1981-82 FUNDING BY ITEM AND SOURCE**

Item	Description	Fund	Amount
543-001-001—Support		General	\$319,141
543-101-001—Local assistance		General	40,000,000
543-101-170—Local assistance		Corrections Training Fund	6,975,000
Total			<u>\$47,294,141</u>

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**SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS**

*Analysis-  
page*

1. County Jail Improvements. Withhold recommendation, pending review of preliminary regulations. 1092

**GENERAL PROGRAM STATEMENT**

The Board of Corrections coordinates standards for local correctional programs and conducts studies on crime and penology. It is responsible for developing standards for local detention facility conditions. In addition, the board inspects facilities, provides technical assistance to local government, and reports on conditions of confinement. The board also reviews construction and remodeling plans for jails and other local detention facilities.

Chapter 1148, Statutes of 1979 (SB 924), requires the board to (a) establish minimum standards for the recruitment, selection, and training of local corrections and probation officers, and (b) assist local governments through grants from the Corrections Training Fund. Revenues to the fund are derived from penalty assessments on traffic fines.

Chapter 1351, Statutes of 1980 (AB 3245), established the County Jail Capital Expenditure Fund to assist the counties finance jail construction. The Board of Corrections may award grants to counties from the fund, according to regulations adopted by the board.

This is the first year in which the board is shown as a distinct entity in the Governor's Budget. Previously, it was included as part of the Department of Corrections' budget.

**ANALYSIS AND RECOMMENDATIONS**

The budget proposes expenditures of \$47,294,141 from various state funds for support of the Board of Corrections in 1981-82. This is an increase of \$41,884,670, or 774 percent, over estimated current-year expenditures. This amount will increase by the amount of any salary or staff benefit increase approved for the



**BOARD OF CORRECTIONS—Continued**

budget year. As Table 1 indicates, total expenditures, including expenditure of reimbursements, are proposed at \$47,366,363. This is an increase of \$41,696,892, or 735 percent, over estimated expenditures in 1980-81.

**Table 1**  
**Board of Corrections**  
**Budget Summary**

Funding	Estimated 1980-81	Proposed 1981-82	Change	
			Amount	Percent
General Fund .....	\$309,471	\$40,319,141	\$40,009,670	12,928%
Special Capital Outlay Account .....	100,000	—	-100,000	-100
Corrections Training Fund .....	5,000,000	6,975,000	1,975,000	40
Federal Trust Fund <sup>a</sup> .....	5,000	—	-5,000	-100
Reimbursements <sup>a</sup> .....	255,000	72,222	-182,778	-72
Totals .....	\$5,669,471 <sup>b</sup>	\$47,366,363 <sup>b</sup>	\$41,696,892	735%
<i>Programs</i>				
1. Ongoing Activities .....	\$309,471	\$319,141	\$9,670	3%
Reimbursable programs <sup>a</sup> .....	260,000	72,222	-187,778	-72
2. Jail Improvement .....	100,000	40,000,000	39,900,000	39,900
Program Administration .....	(100,000)	(231,031)	(131,031)	(131)
Local Assistance .....	(-0-)	(39,768,969)	(39,768,969)	(—)
3. Corrections Training Program .....	5,000,000	6,975,000	1,975,000	40
Administration .....	(621,663)	(1,172,721)	(551,058)	(89)
Local Assistance .....	(4,378,337)	(5,802,279)	(1,423,942)	(33)
Totals .....	\$5,669,471 <sup>b</sup>	\$47,366,363 <sup>b</sup>	\$41,696,892	735%

<sup>a</sup> Grants from the Office of Criminal Justice Planning and National Institute of Corrections.

<sup>b</sup> Totals do not match those shown in the Governor's Budget because administrative costs of the local corrections training program are shown in the budget as both local assistance and reimbursements.

The budget proposes two major expenditures. First, the budget request \$40 million for county jail improvements. AB 3245 (Chapter 1351, Statutes of 1980) would have transferred \$40 million from the General Fund, Special Account for Capital Outlay, to the County Jail Capital Expenditure Fund to assist counties construct or remodel jails that do not meet health, safety, and correctional standards. Although he signed the bill, the Governor reduced the appropriation to \$100,000 for 1980-81, and indicated that funding for this purpose would be included in the 1981-82 budget. This program is discussed further, below.

Second, the board requests \$6,975,000 for the local corrections training program. This is an increase of \$1,975,000, or 40 percent, over estimated current-year expenditures. The board will allocate about \$5.8 million of the \$7 million to local governments for training of corrections and probation officers. It will expend the remaining \$1.2 million on administration. The board proposes to use \$450,000 of the administrative allocation to comply with Chapter 1003, Statutes of 1980 (AB 3296). That measure requires the board to contract for research on selection standards for entry positions for corrections and probation personnel. The board plans to contract for an analysis of standards for three entry-level positions in 1981-82.

**County Jail Improvements**

*We withhold recommendation on the proposal to fund county jail improvements, pending the development of regulations which will define the program.*

The budget includes \$40 million to assist counties in constructing and renovating their jails. Because of inmate population growth and obsolescence of the facilities

themselves, jails throughout the state generally do not comply with the standards in effect at the time they were built. According to the Board of Corrections' 1980 report to the Legislature, the cost of modifications necessary to make these facilities comply with those standards would exceed \$200 million.

The board indicates that 36 counties will apply for funding over the five-year intended life of this program, and anticipates that these counties may request over \$500 million in order to meet standards and replace aged facilities.

The board plans to issue a plan for implementing the program in August 1981. The plan could take one of many forms. For example, it could fund counties on a first come, first served basis, or it could require a lengthy planning period and rely on a competitive process for allocating the funds. The particular plan adopted will determine whether the full \$40 million will be needed in the budget year. The board expects to publish preliminary regulations in March 1981. We withhold recommendation until we have reviewed these regulations.

### Youth and Adult Correctional Agency BOARD OF PRISON TERMS

Item 544 from the General

Fund

Budget p. YAC 37

Requested 1981-82 .....	\$5,616,269
Estimated 1980-81 .....	5,490,006
Actual 1979-80 .....	4,393,537
Requested increase (excluding amount for salary increases) \$126,263 (+2.3 percent)	
Total recommended reduction .....	None

#### GENERAL PROGRAM STATEMENT

The Determinate Sentencing Law (Chapter 1139, Statutes of 1976) created the Community Release Board. Effective January 1, 1980, Chapter 255, Statutes of 1979 (SB 281), changed its name to the Board of Prison Terms. The board has nine members appointed by the Governor with the approval of the Senate.

The Board of Prison Terms:

- sets a determinate sentence and establishes the length and conditions of parole for felons originally sentenced under the Indeterminate Sentence Law;
- considers parole release for persons sentenced to life imprisonment with the possibility of parole;
- reviews, on appeal from an inmate, Department of Corrections decisions to deny the inmate "credits" for good behavior or program participation;
- decides whether and for how long a parolee should be returned to prison for violations of parole;
- reviews sentences of all felons committed to the Department of Corrections to ascertain whether specific sentences conform to those received by other inmates convicted for similar offenses; and
- advises the Governor on applications for clemency.

#### ANALYSIS AND RECOMMENDATIONS

*We recommend approval.*

The budget proposes an appropriation of \$5,616,269 from the General Fund for support of the Board of Prison Terms in 1981-82. This is an increase of \$126,263,

**BOARD OF PRISON TERMS—Continued**

or 2.3 percent, over estimated current-year expenditures. This amount will increase by the amount of any salary or staff benefit increase approved for the budget year.

*Program adjustments.* Based on an evaluation of workload requirements, the board is reducing its staff from 102.2 personnel-years in 1980-81 to 100.6 personnel-years in 1981-82.

A Probation Analysis project, which was proposed last year to examine factors relating to sentencing decisions, was not initiated until January 1981, although it was funded on a full-year basis. Consequently, \$150,000 originally planned for support of this project in the current year will be deferred to the budget year.

**Youth and Adult Correctional Agency  
YOUTHFUL OFFENDER PAROLE BOARD**

Item 545 from the General  
Fund

Budget p. YAC 39

Requested 1981-82 .....	\$2,467,940
Estimated 1980-81.....	2,370,240
Actual 1979-80 <sup>a</sup> .....	962,886
Requested increase (excluding amount for salary increases) \$97,700 (+4.1 percent)	
Total recommended reduction .....	None

<sup>a</sup> One-half year costs only. The balance is included in Department of the Youth Authority expenditures.

**GENERAL PROGRAM STATEMENT**

Effective January 1, 1980, Chapter 860, Statutes of 1979 (AB 1421), separated the Youth Authority Board from the Department of the Youth Authority. The measure also changed the board's name to the Youthful Offender Parole Board.

The board has seven members who are appointed by the Governor and confirmed by the Senate.

The Youthful Offender Parole Board is responsible for paroling persons (wards) committed to the Department of the Youth Authority. In addition, it may:

- Revoke or suspend parole.
- Recommend treatment programs.
- Discharge persons from commitment.
- Return persons to the committing court for an alternative disposition.
- Return nonresidents committed to the department to their home state.

**ANALYSIS AND RECOMMENDATIONS**

*We recommend approval.*

The budget proposes an appropriation of \$2,467,940 from the General Fund for support of the Youthful Offender Parole Board in 1981-82, which is an increase of \$97,700, or 4.1 percent, over estimated current-year expenditures. This amount will increase by the amount of any salary or staff benefit increase approved for the budget year.

In addition to the board's seven members, the budget proposes a staff of 40.5 positions. Personal service costs are budgeted at \$1,859,210, an increase of \$52,560 (2.9 percent). Operating expenses and equipment costs are projected at \$608,730, an increase of \$45,140 (8.0 percent).

**Youth and Adult Correctional Agency  
DEPARTMENT OF THE YOUTH AUTHORITY**

Item 546 from the General  
Fund and Energy and Re-  
sources Fund

Budget p. YAC 41

Requested 1981-82 .....	\$224,014,736
Estimated 1980-81 .....	227,405,913
Actual 1979-80 <sup>a</sup> .....	212,278,372
Requested decrease (excluding amount for salary increases) \$3,391,177 (-1.5 percent)	
<b>Total recommended reduction .....</b>	<b>\$725,682</b>

<sup>a</sup> Includes \$942,699 for support for the Youthful Offender Parole Board.

**1981-82 FUNDING BY ITEM AND SOURCE**

Item	Description	Fund	Amount
546-001-001	Departmental Support	General	\$158,809,065
546-001-188	Departmental Support	Energy and Resources	42,125
546-101-001	Local Assistance	General	65,163,546
<b>Total</b>			<b>\$224,014,736</b>

**SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS**

*Analysis  
page*

- |  |      |
|--|------|
| 1. <b>Travel Funds. Reduce Item 546-001-001 by \$35,587.</b> Recommend decrease in travel funds to eliminate overbudgeting.  | 1101 |
| 2. <b>Training Program. Reduce Item 546-001-001 by \$491,393.</b> Recommend that training budget be reduced to reflect current-year experience.                      | 1101 |
| 3. <b>Equipment. Reduce Item 546-001-001 by \$6,300.</b> Recommend deletion of funds for additional paper shredders due to lack of justification.                    | 1102 |
| 4. <b>Supervisory Personnel. Reduce Item 546-001-001 by \$33,408.</b> Recommend one supervisory position be eliminated to reduce overhead in case services division. | 1102 |
| 5. <b>Post Positions. Reduce Item 546-001-001 by \$116,869.</b> Recommend 6.15 positions be eliminated to reflect workload requirements.                             | 1102 |
| 6. <b>Energy Audits. Reduce Item 546-001-188 by \$42,125.</b> Recommend one position be eliminated because it duplicates program in Department of General Services.  | 1103 |

**GENERAL PROGRAM STATEMENT**

The responsibility of the Department of the Youth Authority, as stated in the Welfare and Institutions Code, 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 endeavors to carry out this mandate through the five program areas discussed below:

**DEPARTMENT OF THE YOUTH AUTHORITY—Continued****Prevention and Community Corrections**

The Prevention and Community Corrections program provides services to local public and private agencies, and administers the County Justice System Subvention Program (Chapter 461, Statutes of 1978) and other local programs relating to delinquency prevention. The program consists of two elements: support and field services.

**Institutions and Camps**

The Institutions and Camps Branch is organized on a north-south regional basis. It operates four reception centers, eight institutions and six forestry camps.

According to the Governor's Budget, the department will house a projected average daily population of 5,271 wards in the budget year which is 28 above the current-year estimate. Population projections are shown in Table 1, and are discussed later in this analysis.

**Table 1**  
**Average Daily Population of Youth**  
**Authority Institutions**

	<i>Actual 1979-80</i>	<i>Estimated 1980-81</i>	<i>Projected 1981-82</i>
Reception centers (male and female wards) .....	663	654	639
Facilities for male wards .....	4,161	4,377	4,420
Facilities for female wards.....	169	212	212
Totals.....	4,993	5,243	5,271
Change from prior year .....	+289	+250	+28

**Parole Services**

The Parole Branch supervises and provides services to wards after their release on parole. For management purposes, the branch is divided into four regions which administer approximately 30 parole offices. Average parole caseload for 1981-82 is estimated at 7,103 or 380 parolees more than anticipated in the current year.

The parole branch also operates community residential programs in Los Angeles (SPACE) and San Diego (Park Centre).

**Planning, Research, Evaluation and Development**

The Planning, Research, Evaluation and Development program, through its planning and program assessment element, manages the department's planning process, reviews problem issues and conducts short-term program reviews. The program and resources development element obtains grant funding and monitors grant-funded projects. The research element provides to management the evaluation and feedback considered necessary to determine those programs that are effective and should be continued, those that show promise and should be reinforced and those that should be discontinued. It also provides estimates of future institutional and parole caseloads for budgeting and capital outlay purposes, and collects information on the principal decision points as the wards move through the department's rehabilitation program from the time of referral to final discharge.

### Administration

The Administration program consists of (1) the department director and immediate staff, who provide overall leadership, policy determination and program management; and (2) a support services element, which provides staff services for fiscal management, data processing, management analysis, personnel, training, and facility construction, maintenance and safety.

### ANALYSIS AND RECOMMENDATIONS

The budget proposes an appropriation of \$223,972,611 from the General Fund for support of the Department of the Youth Authority in 1981-82. This is \$3,433,302, or 1.5 percent less than estimated General Fund expenditures in the current year. Comparisons between fiscal years are misleading because the 1980-81 totals include *one-time* costs of \$9.2 million for local assistance programs. After adjusting for these costs, the department's General Fund request for 1981-82 is about \$5.8 million or 2.6 percent higher than current year expenditures, rather than \$3.4 million lower, as indicated in the budget.

Additionally, the department proposes a \$42,125 appropriation from the Energy and Resources Fund, and anticipates reimbursements amounting to \$9,667,478, and federal funds totaling \$464,474, for a total expenditure program of \$234,146,688. This amount will increase by the amount of any salary or staff benefit increases approved for the budget year.

Table 2 summarizes the budget request, showing sources of funding by category, expenditure levels by program, and proposed dollar and position changes. These changes and their fiscal consequences are discussed later in this analysis.

**Table 2**  
**Budget Summary**  
**Department of the Youth Authority**

Funding	Estimated 1980-81	Proposed 1981-82	Change	
			Amount	Percent
General Fund .....	\$227,405,913	\$223,972,611	-\$3,433,302	-1.5%
Reimbursements .....	9,906,393	9,667,478	-238,915	-2.4
Energy and Resources Fund .....	—	42,125	42,125	—
Federal funds .....	679,842	464,474	-215,368	-31.7
Totals .....	\$237,992,148	\$234,146,688	-\$3,845,460	-1.6%
<i>Programs</i>				
Prevention and community				
corrections .....	\$77,162,881	\$67,862,734	-\$9,300,147	-12.1%
Personnel-years .....	68.9	64.9	-4.0	-5.8
Institutions and camps .....	129,375,611	131,945,923	2,570,312	2.0
Personnel-years .....	3,631.4	3,618.3	-13.1	-0.4
Parole services .....	20,484,756	21,442,683	957,927	4.7
Personnel-years .....	411.6	412.6	1.0	0.2
Planning, research, evaluation, and de-				
velopment .....	2,614,333	2,430,931	-183,402	-7.0
Personnel-years .....	66.5	60.2	-6.3	-9.5
Administration .....	8,354,567	10,464,417	2,109,850	25.3
Personnel-years .....	207.9	211.9	4.0	1.9
Totals .....	\$237,992,148	\$234,146,688	-\$3,845,460	-1.6%
Personnel-years .....	4,386.3	4,367.9	-18.4	-0.4

## DEPARTMENT OF THE YOUTH AUTHORITY—Continued

## Current-Year Local Assistance Costs Include Significant One-time Expenses

Funding for the department's local assistance program is shown in Table 3. One-time expenditures in the current year account for the apparent reduction in budget-year funding requirements. These changes are discussed below.

**Table 3**  
**Local Assistance Programs**  
**Department of the Youth Authority**

<i>Program</i>	<i>Estimated 1980-81</i>	<i>Proposed 1981-82</i>	<i>Change</i>
Chapter 690, Statutes of 1979 <sup>a</sup> .....	\$9,000,000	—	—\$9,000,000
Status offenders detention grants <sup>a</sup> .....	218,629	—	—218,629
Delinquency prevention grants .....	1,497,600	\$1,500,000	2,400
Delinquency Prevention Commission .....	33,300	33,300	—
County justice system subventions .....	63,369,646	63,369,646	—
Transportation of wards .....	43,540	46,600	3,060
Detention of parolees .....	200,000	214,000	14,000
Totals.....	\$74,362,715	\$65,163,546	—\$9,199,169

<sup>a</sup> One-time costs in the current year.

1. *Reimbursement for mandated local costs incurred in 1977 and 1978.* Chapter 1071, Statutes of 1976 (AB 3121), made major changes in the way juveniles are processed by the criminal justice system at the local level. As originally approved, Chapter 1071 contained an "offsetting savings" local cost reimbursement disclaimer. Subsequent legislation, Chapter 1241, Statutes of 1977, deleted the disclaimer and appropriated \$18 million to pay county claims resulting from Chapter 1071 for the period January 1, 1977, to June 30, 1978. However, Chapter 1241 failed to specify the disbursement procedures between the Board of Control and the State Controller, so no payments could be made until Chapter 464, Statutes of 1978, resolved this technical problem.

Claims submitted by 40 counties for fiscal years 1976-77 and 1977-78 exceeded \$26 million. Consequently, the Legislature appropriated an additional \$9 million in Chapter 690, Statutes of 1979, to provide a total of \$27 million to satisfy county claims. The Governor's Budget for 1981-82 shows that \$18 million of these claims were paid in 1979-80 and that the remaining \$9 million will be disbursed in the current year. Costs imposed by Chapter 1071 after June 30, 1978, are reimbursed under the new County Justice System Subvention Program (discussed later in this analysis).

2. *Detention of Status Offenders.* Chapter 1061, Statutes of 1978, provided limited circumstances in which minors taken into custody solely on the basis of a "status offense" (runaways, for example) may be detained in a secure facility. Previously, such minors could be detained only in shelter care facilities, crisis resolution homes or other "nonsecure" (unlocked) facilities. Status offenders securely detained pursuant to Chapter 1061 must be kept separately from minors detained for law violations.

The act provided \$1.5 million to assist counties with capital outlay costs incurred in meeting this separation requirement. The Department of the Youth Authority allocated \$387,305 of this amount to the counties in 1978-79 and \$894,066 in 1979-80. The budget indicates that the remaining funds (\$218,629) will be spent in the current year.

### **Delinquency Prevention Funding**

The 1981-82 Governor's Budget proposes an expenditure of \$1,500,000 for delinquency prevention programs, an increase of \$2,400, or 0.1 percent. The 1981-82 request has two components: (1) the traditional funding level proposed for support of local delinquency prevention activities selected by the department (\$200,000) and (2) the approximate amount by which the Legislature augmented this program in the current year (\$1,300,000).

The augmentation for the current year includes \$600,000 which was added by the Legislature to the 1980 Budget Act and \$697,600 appropriated by Chapter 641, Statutes of 1980, for support of eight Youth Service Bureaus. Between 1976 and 1979, these bureaus were funded with grants from the Office of Criminal Justice Planning. In 1979-80, they were funded by Chapter 1159, Statutes of 1979, in the amount of \$480,000.

### **County Subvention Program**

Chapter 461, Statutes of 1978 (AB 90), as modified by Chapter 464, replaced the Local Probation Subsidy program and the subsidy programs authorized for the construction and operation of juvenile homes, ranches, and camps, with the County Justice System Subvention Program (CJSSP). Under the new program, counties will receive either (1) a per capita grant or (2) an amount equal to the sum of the payment received in 1977-78 from the repealed subsidy programs plus any reimbursement for costs imposed by Chapter 1071, whichever is greater. For purposes of calculating the new subsidy, all counties are considered to have a population of at least 20,000.

The Governor's Budget for 1981-82 proposes expenditures of \$63,369,646, for the CJSSP, which is the same amount appropriated in the current year.

Elsewhere in this analysis (see "A" page section) we discuss the general issue of providing inflation adjustments. Whatever final decision is made by the Legislature on this issue should be applied consistently to all categorical aid programs such as the County Justice System Subvention Program that warrant such an adjustment. For this program, each 1 percent increase in funding would cost \$633,696.

### **Population Increase Plan**

The department estimates that by June 30, 1982, the total ward population for all institutions and camps will increase to 5,807 if existing commitment policies and procedures are not modified. At present, there are only 5,174 beds available, and thus the CYA would need space for 633 additional wards by June 30, 1982.

In order to resolve the problem of overcrowding, the department proposes to (1) increase the number of available beds, (2) reject additional wards at intake, (3) provide more intensive treatment for low-risk wards, and (4) implement selected policy and procedure changes designed to reduce the end-of-year population by 500 wards.

1. **Increased bed capacity.** The department proposes to increase its overall bed capacity by 89 beds in 1981-82. This proposal will include activating a vacant 24-bed dormitory at Camp Fenner Canyon, adding 40 beds at the Youth Training School (YTS), and increasing by 25 the number of wards housed at the Fred C. Nelles School. The department is requesting 25.1 personnel-years and \$1,101,630 in order to provide these 89 beds of additional capacity. In order to fund a portion of the costs, the department plans to delete 15 positions, for a savings of \$386,000 in the budget year.

2. **Rejection of wards at intake.** The second part of the proposal is to increase by 25 the number of wards rejected because they are considered to be "unamenable to treatment." While each case is judged individually, the department has generally considered a case for rejection (a) if the ward is committed to the



**DEPARTMENT OF THE YOUTH AUTHORITY—Continued**

department by a criminal court and has been committed to it twice before by a criminal or juvenile court or (b) if the ward has exhibited extreme criminal behavior and an unwillingness or inability to participate in Youth Authority programs. For 1981-82, the department plans to apply the first criteria to wards previously committed once by a criminal court. If this plan is adopted, bed needs will be reduced by about 25. Wards rejected by the department as "unamenable to treatment" generally are returned to the committing court, with the recommendation that they be sentenced to prison.

3. *Planned reentry program (PREP).* The department proposes to add a third PREP at the Fred C. Nelles School at a cost of \$141,520 for 5.2 positions in 1981-82. This program provides intensive treatment service to "low risk" wards in order to shorten their length-of-stay. The department anticipates that this program will prepare wards for an early release and thus reduce bed needs by 20 by June 30, 1982.

4. *Policy and Procedure Changes.* In order to accommodate ward populations within the budgeted bed-space capacity, the department plans to reduce the average length-of-stay, by approximately one month, to 12.8 months. This will be accomplished primarily by (a) referring wards to the Youthful Offender Parole Board for parole earlier than they would be referred under existing procedures and (b) not asking the board to add "time" to wards anticipated length-of-stay for minor disciplinary infractions. The extent to which these policy and procedure changes will reduce ward populations is not known. If the department's estimate of commitments to the department proves to be accurate, and if the policy modifications do not reduce the average length-of-stay as planned, the department will be faced with a significant deficit in the budget year.

We have no analytical basis for assessing the likely success of this program in reducing departmental costs at this time.

**Special Education Required for Handicapped Wards**

Federal and state laws require that various agencies provide special education programs to all handicapped youths in California. Public Law 94-142, the "Education for All Handicapped Children Act," requires agencies which operate educational programs and receive federal funding to provide education for handicapped students. Chapter 797, Statutes of 1980 (SB 1870), requires that all public agencies, school districts and other schools comply with Public Law 94-142.

Many Youth Authority wards may be eligible for special education and/or related services according to the state Department of Education's criteria. Learning disabilities, communication problems, and physical abnormalities, may enable wards to qualify for special education services.

The Department of the Youth Authority indicates that it is not yet in compliance with state and federal laws pertaining to services for the handicapped, but intends to meet interim deadlines by June 30, 1982. The Governor's Budget proposes expenditures of \$369,670 (federal funds) in 1981-82 for (1) six positions to identify handicapped wards, (2) four additional teachers for severely learning handicapped students, and (3) two teachers to assist wards with severe communication problems. Because the additional staff could contribute significantly to the care of certain wards and because these services are required by state and federal law, we recommend approval.

**Expansion of Psychiatric Treatment for Parolees**

The budget requests \$126,480 for two psychiatrist positions to assist parolees in need of psychiatric services. One position would treat an estimated 175 parolees annually. The second psychiatric position would attempt to enlist the assistance of local mental health agencies in providing services to Youth Authority parolees. The department indicates that (1) 25 percent of the wards on parole are in need of psychiatric services, (2) that without after-care psychiatric services, the likelihood of a parolee's returning to custody is increased, and (3) state and local mental health services agencies are reluctant to treat Youth Authority parolees.

The request to provide increased psychiatric services to parolees is consistent with the recent emphasis placed on these services in the department's institutions, as approved by the Legislature. Therefore, we recommend approval.

**Other Program Changes for Which We Recommend Approval**

**Additional Security Staff.** The budget contains \$232,680 and 10.2 positions to hire additional security staff for the Southern Reception Center Clinic, O.H. Close School, Karl Holton School, Northern California Youth Center-Central Facility, Fred C. Nelles School, and El Paso de Robles School.

**Subsistence, Personal Care, and Out-of-Home Placement for Parolees.** The department is proposing to increase funds allocated to assist parolees by \$617,000. The increase reflects both inflation and an increase in the anticipated number of wards on parole.

**Mobile Radios for Parole Staff.** The budget includes \$52,000 for the purchase of two-way radios to allow parole agents to request assistance without having to rely on the availability of a telephone.

**Reduction in Convention Attendance**

*We recommend a General Fund reduction of \$35,587 (Item 546-001-001) to eliminate overbudgeting of in-state travel expenditures.*

During the current year, 108 department personnel attended the American Correctional Association convention in San Diego. The department reimbursed 101 of them for travel costs, at a General Fund cost of \$35,587. The department did not, however, adjust its 1981-82 *in-state* travel request to reflect the fact that the convention will occur outside the state next year. Its out-of-state travel budget includes funding that could be used for this purpose. Therefore, we recommend that travel funds included in the department's baseline budget be reduced by \$35,587.

**Training Overbudgeted**

*We recommend that funding for staff training be reduced to the level of recent experience, for a savings of \$491,393 (Item 546-001-001).*

The Governor's Budget requests \$1,983,160 for training departmental staff, an increase of \$565,533, or 39.9 percent over current-year estimated expenditures.

As shown in Table 4, such training has been consistently overbudgeted since 1977-78. Moreover, despite the fact that the training request is \$565,533 more than estimated current-year expenditures, the department has submitted justification for only \$71,140 in additional training funds. This amount is to increase safety training for parole agents.

Lacking detailed justification for the proposed increase, we recommend that the department's training budget be reduced to the level of estimated 1980-81 expenditures plus the \$71,140 requested for parole staff training. This would provide \$1,488,767 for training, or \$494,393 less than the amount included in the Governor's Budget.

**DEPARTMENT OF THE YOUTH AUTHORITY—Continued**

**Table 4**  
**Training Expenditures**  
**Department of the Youth Authority**

	<i>Budgeted</i>	<i>Expended</i>	<i>Percent Overbudgeted</i>
1977-78 .....	\$1,073,361	\$1,017,042	5.2%
1978-79 .....	1,234,845	1,145,731	7.2
1979-80 .....	1,476,590	853,734	42.2
1980-81 .....	1,529,790	1,417,627 (est.)	7.3
1981-82 .....	1,983,160	—	—

**Additional Equipment Not Needed**

*We recommend that funding for additional paper shredders be deleted, for a savings of \$6,300 (Item 546-001-001).*

The department is requesting \$6,300 to purchase six paper shredding machines for those parole offices that do not have one. The shredders are used to destroy outdated personal or confidential materials and records in its parole offices. The destruction of these materials and records is required by the Information Practices Act (Chapter 709, Statutes of 1977).

Last year, the department requested \$21,000 to purchase 30 paper machines (one for each parole office). That request was not approved by the Legislature, with the department's concurrence. The department has not submitted any additional information which shows that the existing procedure of transporting the materials to the four regional parole offices for shredding is inadequate to meet the legal requirements.

In the absence of a documented need for the paper shredders, we recommend that Item 546-001-001 be reduced by \$6,300.

**Excess Overhead**

*We recommend deletion of one position in the Case Services Division to eliminate excess overhead, for a General Fund savings of \$33,408 (Item 546-001-001).*

During the current year, the Case Services Division reorganized in order to allow the department to take responsibility for making ward program assignments. Prior to the separation of the Youthful Offender Parole Board from the department by Chapter 860, Statutes of 1979, these decisions were made by the board. As a part of the case services organization, the department has established a Youth Authority administrator I position to supervise the new unit. Prior to the reorganization, most of the activities in the new unit reported directly to the division chief.

In past years, the division chief directly supervised six intermediate supervisors and staff. Under the reorganization, the division chief will supervise only three positions. Our analysis indicates that the six-person span of control is reasonable, especially since the division consists mostly of high level positions that should not require close supervision. Deletion of the new Youth Authority administrator I position would provide the same span of control as that exercised by the division chief in past years. Consequently, we do not believe the administrator I position is needed, and recommend that it be deleted for a General Fund savings of \$33,408 (Item 546-001-001).

**Post Positions Overbudgeted**

*We recommend a reduction of \$116,869 (Item 546-001-001) to correct overbudgeting for post positions.*

Because of the 24-hour per day, seven-day-a-week nature of the department's

institutional programs, many positions must be covered in the absence of regularly assigned employees. Currently, the department budgets either 1.6 or 1.7 positions per "post" to provide coverage eight hours a day, 365 days a year. The extra 0.6 or 0.7 position provides coverage for weekends, holidays, sick leave, and vacation.

According to the department's "Schedule of Assignments or Posts", the department often budgets post positions at a higher or lower level than needed. The actual need should be determined by adding the number of regularly assigned positions (all shifts) to the average number of positions required for coverage when regular employees are not working. For example, the department indicates that it requires eight regularly assigned positions (group supervisor classification) for 24-hour coverage of the Northern California Youth Central Security Section. Another 4.5 positions are required to provide coverage for vacation, holidays, sick leave, and regular days off. The total number of positions, regular and relief, required to cover the central security assignment is 12.5 positions. The department has, however, budgeted 12.7 positions for this function. Therefore, the department is overbudgeted 0.2 position.

Our review of the post assignment schedule indicates that the department has budgeted 6.15 more positions than it needs to cover budgeted post positions (see Table 5).

**Table 5**  
**Department of the Youth Authority**  
**Overbudgeted Post Positions**

<i>Institution</i>	<i>Net Personnel-Years Overbudgeted</i>	<i>Net Amount</i>
Northern California Youth Center.....	1.5	\$24,530
O. H. Close School.....	0.8	15,350
Karl Holton School.....	1.4	27,523
Dewitt Nelson School.....	1.4	27,948
Northern Reception Center-Clinic.....	0.2	2,222
El Paso de Robles School.....	0.4	-551
Fred C. Nelles School.....	0.65	11,898
Ventura School.....	-0.2	-5,138
Southern Reception Center-Clinic.....	-0.4	3,003
Preston School.....	0.4	10,084
Totals.....	6.15	\$116,869

To eliminate the overbudgeting shown above, we recommend that the department's budget be reduced by 6.15 positions and \$116,869 (Item 546-001-001).

### **Energy Audits**

*We recommend deletion of Item 546-001-188 for a reduction of \$42,125.*

The budget includes \$42,125 to provide one position to prepare energy audits of existing departmental institutions. We have not received any information delineating the basis of the amount requested or the proposed work to be accomplished.

The Budget Act of 1980 provided funds to the Department of General Services for the purpose of implementing an "Energy Assessment Program". The funds appropriated for this program included \$429,466 for consulting contracts to perform energy audits and engineering assessments of existing state facilities. The Budget Bill proposes continuation of this program in the 1981-82 fiscal year. Given the fact that the Legislature has already appropriated funds for energy audits, the proposed funds in the department's support budget are duplicative. We therefore recommend a deletion of the funds proposed under Item 546-001-188 for a savings of \$42,125.

**DEPARTMENT OF THE YOUTH AUTHORITY—CAPITAL OUTLAY**

Item 546-301 from the General Fund, Special Account for Capital Outlay

Budget p. YAC 55

Requested 1981-82 .....	\$2,561,606
Recommended approval .....	875,070
Recommended reduction .....	803,736
Recommendation pending .....	882,800

**SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS**

*Analysis page*

1. Special Education Program—Statewide. Withhold recommendation on Item 546-301-036 (a), pending receipt of additional information and budget schematics. 1105
2. *Security Sound Systems—Northern California Youth Center. Reduce by \$67,500.* Recommend reduction of Items 546-301-036 (b), (c), and (d) by \$33,200, \$26,100, and \$8,200, respectively, to eliminate unjustified equipment and avoid double-budgeting. 1106
3. *New Adjustment Unit—Fred C. Nelles School. Reduce by \$336,000.* Recommend deletion of a 16-bed modular adjustment unit at the Nelles School because need for the unit has not been demonstrated and a less costly option may be available. 1106
4. New Confinement Unit—Northern California Youth Center. Withhold recommendation on Item 546-301-036 (f) for preliminary plans, working drawings and construction of a new confinement unit, pending receipt of additional information. 1107
5. *Minor Capital Outlay—Handicapped Accessibility. Reduce by \$400,236.* Recommend deletion of minor capital outlay related to handicap accessibility. Adequate project description and justification have not been submitted. 1107
6. Minor Capital Outlay. Withhold recommendation on one minor capital outlay project for new generators at the Ventura School, pending receipt of additional information. 1108

**ANALYSIS AND RECOMMENDATIONS****Capital Outlay Program**

As summarized in Table 1, the budget requests \$2,561,606 from the General Fund, Special Account for Capital Outlay, for six major capital outlay projects and various minor capital outlay projects, for the Department of the Youth Authority.

**Table 1**  
**Department of the Youth Authority**  
**Capital Outlay**  
**1981-82**

<i>Item</i>	<i>Project</i>	<i>Amount</i>
546-301-036		
(a)	Classrooms and staff offices—special education program.....	\$500,000 pwc
(b)	Security sound system—O.H. Close .....	317,592 c
(c)	Security sound systems—DeWitt Nelson.....	245,128 c
(d)	Security sound systems—NCYC Central.....	95,280 c
(e)	16-bed modular adjustment unit—Nelles .....	336,000 pwc
(f)	16-bed confinement unit—NCYC .....	332,800 pwc
(g)	Handicapped accessibility—stateide.....	400,236
(h)	Minor capital outlay .....	334,570
	<b>Total .....</b>	<b>\$2,561,606</b>

Symbols indicate: c—construction; p—preliminary plans; w—working drawings.

The major capital outlay request includes classrooms and staff offices statewide for special education programs, three security sound systems at the O.H. Close, DeWitt Nelson and Central facility sections of the Northern California Youth Center, and a 16-bed modular adjustment unit at the Northern California Youth Center. Various minor capital outlay projects are proposed statewide for handicapped accessibility and facility upgrading. Our analysis follows.

**Special Education Program**

*We withhold recommendation on Item 546-301-036(a), construction related to Special Education programs, statewide, pending receipt of additional information and budget schematics.*

The budget requests \$500,000 in Item 546-301-036(a) for construction of six modular buildings to house a Special Education program. This program, as required by state and federal law, provides special instruction to wards who are handicapped with disabilities of a learning, communication or physical nature.

Our analysis indicates that the Youth Authority should investigate alternatives to providing additional space and/or state funding for this program. Specifically:

1. Youth Authority institutions already contain classroom facilities for the ongoing educational institution. The use of these or other existing facilities for the Special Education program should be explored before new facilities are built.

2. The department indicates that \$880,000 in federal funds will be available to the Youth Authority from the Department of Education in 1981-82. Of this amount the department shows \$382,500 as surplus to the Youth Authority needs. Further, \$638,490 available in 1980-81, from federal sources is also shown as a balance available. The potential to use these amounts for capital improvements is unclear. Consequently, the department should explore the use of these funds for capital outlay purposes prior to legislative hearings.

**DEPARTMENT OF THE YOUTH AUTHORITY—CAPITAL OUTLAY—Continued**

Furthermore, the department has not submitted budget schematics for the proposed module construction to substantiate its scope and cost. For these reasons, we are not able to recommend approval of the proposed project at this time. Accordingly, we withhold recommendation pending, departmental evaluation of the alternatives noted above, and (2) receipt of budget schematics prepared by the State Architect.

**Security Sound Systems**

*We recommend that Items 546-301-036(b), (c) and (d), construction of security sound systems at the Northern California Youth Center, be reduced by \$33,200, \$26,100, and \$8,200, respectively, to eliminate unjustified equipment items and avoid double-budgeting.*

Items 546-301-036(b), (c) and (d) request construction funds to improve the security sound systems in the three institutions at the Northern California Youth Center, Stockton. Security sound systems allow staff to monitor selected locations from a central control point. Under this proposal, the systems presently in place at the O.H. Close, the DeWitt Nelson School, and at Central Facilities will be modernized and expanded, which will result in increased coverage and improved performance. The total estimated cost for these projects is \$669,100, with \$658,000 being requested in the Budget Bill for construction and equipment.

The existing systems are unreliable because of their age and are susceptible to false alarms. Many of the components have exceeded their useful life and are either no longer manufactured or have become too expensive to maintain.

*Unjustified Equipment and Double-Budgeting.* We recommend that Item 546-301-036(b), (c), and (d), be reduced by \$33,200, \$26,100, and \$8,200, respectively, to (1) eliminate \$15,400 in funding for equipment components unrelated to security, such as AM-FM tuner/amplifiers—which the department already has, and which do not need replacement, and (2) eliminate duplicate funding in the amount of \$52,100 which is already available to the department from a prior appropriation. Last year planning and working drawing funds totaling \$63,200 were approved for these projects. Of that amount, only \$11,100 has been expended. Thus, \$52,100 is already available and does not need to be appropriated in the Budget Bill. We therefore recommend a reduction totaling \$67,500 to delete unjustified equipment items (\$15,400) and to avoid double budgeting for working drawings (\$52,100).

**Adjustment Unit**

*We recommend deletion of Item 546-301-036(e), preliminary plans, working drawings and construction for a modular adjustment unit, Fred C. Nelles School, because the need for additional adjustment beds has not been demonstrated and a less costly option may be available, for a savings of \$336,000.*

The budget (Item 546-301-036(e)) proposes an appropriation of \$336,000 to construct a 16-bed modular adjustment unit at the Nelles School. Adjustment units are facilities which provide security space for wards needing lock-up or temporary detention.

The Nelles School presently has a 20-bed adjustment unit and the department has not documented the need to increase the number of adjustment unit beds. The existing 20 beds represents approximately 4 percent of the total bed capacity at the Nelles School. This is comparable to the adjustment bed capacity at the Preston School of Industry and the Youth Training School, which have 3.5 percent and 4 percent, respectively.

The department indicates that the major reason for constructing the new facility is to separate the protective housing unit from the adjustment unit. These units are located in different wings of the same building. If the department desires additional separation of the wings, consideration should be given to altering the existing building rather than constructing new space.

Based on the apparent adequacy of existing space and the possibility that a more economical solution is available if additional separation is desired, we recommend deletion of this amount.

### **New Confinement Unit**

*We withhold recommendation on Item 546-301-036(f) for preliminary plans, working drawings and construction of a confinement unit at the Northern California Youth Center, pending receipt of additional information.*

The budget proposes an appropriation of \$332,800 (Item 546-301-036(a)) for construction of a 16-bed confinement unit for temporary detention of wards at the Northern California Youth Center.

The center now has 54 detention beds. These beds, however, are located within the dormitory areas, rather than isolated in a separate facility. This situation causes unnecessary disturbances and security problems in the dormitory building. Thus, the request for a separate facility is warranted.

Based on existing capacity at the center, however, the department should evaluate the feasibility of altering an existing dormitory wing rather than constructing new space to provide temporary detention beds. Our analysis indicates that the Northern California Youth Center currently has a 1,223 bed capacity (including detention and excluding hospital space). If one 50-bed dormitory wing were converted to a confinement unit, the additional detention space requested could be provided and a maximum of 34 detention beds currently located in the dormitories would be freed for general use. The institution's total capacity would be reduced by a minimum of 16 beds, which would still leave excess capacity of 78 available spaces.

Moreover, a plan and budget estimate for the proposed project has not been developed. The department reports that the State Architect's office is preparing the plans which should be available prior to budget hearings. For these reasons, we withhold recommendation, pending receipt of these supporting documents and the department's evaluation of the feasibility of altering existing space.

### **Handicapped Accessibility**

*We recommend Item 546-301-036(g), minor capital outlay related to handicapped accessibility, statewide, be deleted because projects have not been described or justified for a savings of \$400,236.*

The budget (Item 546-301-036(g)) requests \$400,236 for minor capital outlay projects for handicapped accessibility to Youth Authority facilities. Minor capital outlay are those projects with a cost of \$100,000 or less per project.

These project proposals have not been submitted to the Legislature and they do not appear in the department's five-year plan for minor capital outlay. Accordingly, adequate description and justification for these projects has not been provided, and we, therefore, recommend their deletion.



## DEPARTMENT OF THE YOUTH AUTHORITY—CAPITAL OUTLAY—Continued

## Minor Capital Outlay

*We withhold recommendation on one minor capital outlay project (\$50,000) under Item 546-301-036 (h), for emergency generators at the Ventura School, pending further study by the department.*

The budget proposes an expenditure of \$334,570 in Item 546-301-036 (h) for 18 minor capital outlay projects at various Youth Authority institutions located throughout the state. These projects, which involve minor electrical, general and security improvements at these institutions, are detailed in Table 2.

**Table 2**  
**Department of the Youth Authority**  
**Minor Capital Outlay**  
**1981-82**

<i>Institution</i>	<i>Project</i>	<i>Budget Request</i>	<i>Analyst's Proposal</i>
Nelles School .....	Install lighting and exhaust fans	\$5,000	\$5,000
Northern Reception Center-Clinic .....	Install exterior door and sidewalk	1,000	1,000
Nelles School .....	Install water valve covers	2,500	2,500
Ventura School .....	Water and sewage automatic controls	20,000	20,000
Ventura School .....	Convert five ward rooms to security rooms	9,000	9,000
Youth Training School .....	Install air curtains—kitchen area	20,000	20,000
O.H. Close School .....	Install window in laundry storage room	1,800	1,800
Nelles School .....	Install handrail	1,500	1,500
DeWitt Nelson School .....	Install railing in dining area	2,400	2,400
Northern Reception Center-Clinic .....	Renovate office area	2,000	2,000
Northern Reception Center-Clinic .....	Strengthen walls medical/psychiatric program	95,000	95,000
DeWitt Nelson .....	Install electric door locks	8,500	8,500
O.H. Close School .....	Install electric controlled door locks	12,750	12,750
Ventura School .....	Install electric locks and intercoms	20,000	20,000
Ventura School .....	Install five electric generators	50,000	pending
Nelles School .....	Install divider and door for grounds-keeper shop	4,000	4,000
Nelles School .....	Install lighting—cottage recreation areas	40,000	40,000
El Paso de Robles .....	Install five evaporative coolers	39,120	39,120
Totals .....		\$334,570	\$284,570

**New Generators.** The department proposes the installation of five electric generators in five designated living units at the Ventura School. This will be the first of a three-phase, systemwide replacement of the emergency electrical systems in Youth Authority institutions. These generators, to be powered by natural gas or gasoline engines, would automatically start upon power failure and automatically stop upon restoration of power.

The department states that the existing lead/acid storage battery emergency electrical system installed in 1976-77 is unreliable. Many of the batteries are defective, and many of the circuits are deficient. The department states that when an electrical load is applied, one-half of them do not operate properly and replacement parts are difficult to obtain.

We withhold recommendation on this project. Emergency electrical systems normally consist of a master generator with power connections to various areas of an institution. The department proposes the installation of one emergency generator at each living unit. According to the department, this will require additional maintenance staff to test, inspect, and lubricate the generators. The department is currently exploring the feasibility of (1) installing one generator per three living units, and (2) installing a master generator. We therefore withhold recommendation on this project, pending the conclusion of the department's review of these alternatives which might result in a less expensive solution to these problems.