

Poultry Improvement Commission**AUGMENTATION OF THE POULTRY TESTING PROJECT FUND**

ITEM 47 of the Budget Bill

Budget page 97

Budget line No. 31

FOR SUPPORT OF AUGMENTATION OF POULTRY TESTING PROJECT FUND FROM THE FAIR AND EXPOSITION FUND

Amount requested	\$46,745
Estimated to be expended in 1955-56 Fiscal Year	29,858
Increase (56.6 percent)	\$16,887

RECOMMENDATIONS

Amount budgeted	\$46,745
Legislative Auditor's recommendation	46,745
Reduction	None

ANALYSIS

This item of appropriation augments the Poultry Testing Project Fund which supports the activities of the Poultry Improvement Commission whose function was described in the previous item. The reason for the large increase in this item for the budget year is due to the fact that the turkey testing project will be full-time in the budget year, whereas it will have operated only two months in the current fiscal.

We recommend approval of the item as requested.

DEPARTMENT OF CORRECTIONS**GENERAL ANALYSIS**

The Department of Corrections has the responsibility of program development and supervision of the adult correctional activities of the State.

Included in these general activities are the operations of eight separate institutional facilities for adult male felons, one for women felons, various prison camps, and other related duties.

The accompanying table opposite reflects a range in per capita costs from a low of \$1,221 at Folsom to a high of \$2,306 at Deuel.

Other things being equal, generally a variation in per capita cost is explainable on the simple grounds of a material differential in the size of the facilities being compared. However, this does not necessarily hold true as can be noted from the above table. For example, California Men's Colony, the Medical Facility, and Deuel are all budgeted at generally comparable populations of 1,175, 1,350, and 1,200 inmates respectively. The per capita costs vary much more substantially, being \$1,396, \$1,786, and \$2,306 in the order named. These differences largely result from the differences in the nature and scope of the programs and purposes served by each of these facilities. These latter differences account in part for the substantial variation in the total levels of service inherent in the respective institutions. The net effect on the custodial level of service is much less marked, however, and generally this latter measure finds less support for the indicated variants for this factor exemplified in the accompanying table.

Comparative Factors—Department of Corrections Facilities

	<i>Deuel</i>	<i>Medical Facility</i>	<i>Tehachapi</i>	<i>Corona</i>	<i>Chino</i>	<i>Soledad</i>	<i>California Men's Colony</i>	<i>San Quentin</i>	<i>Folsom</i>
1954-55									
Population -----	1,194	880	62	533	1,870	2,180	402	4,668	2,622
Per capita cost -----	\$2,033	\$1,753	\$3,107	\$1,399	\$1,405	\$1,166	\$1,691	\$963	\$1,045
Total personnel † -----	298.7	243.1	24	97.8	340.8	320.7	91.5	500.4	345
Level of service * -----	444	490.6	687	326	324	262	404	190	234
Custodial personnel † -----	193.4	173.9	16.1	58.3	234.7	226.7	64.1	335.8	252.4
Level of custodial service * -----	288	351	461	194	223	185	283	128	171
1955-56									
Population -----	1,188	1,082	456	574	1,797	2,100	941	3,894	2,485
Per capita cost -----	\$2,240	\$2,044	\$1,708	\$1,569	\$1,567	\$1,365	\$1,458	\$1,228	\$1,193
Total personnel † -----	322	326.5	96.5	113	351.7	348.2	176	535.8	356
Level of service * -----	481	535.9	376	350	348	294	332	244	254
Custodial personnel † -----	196	225	72	66	238	240	125	343	256
Level of custodial service * -----	293	369	280	204	235	203	236	156	183
1956-57									
Population -----	1,200	1,350	500	622	1,972	2,057	1,175	3,450	2,510
Per capita cost -----	\$2,306	\$1,786	\$1,722	\$1,600	\$1,522	\$1,420	\$1,396	\$1,371	\$1,221
Total personnel † -----	323.3	331.5	106.5	131.3	367.1	352.2	205	553	370.2
Level of service * -----	478	436.1	378	375	331	304	310	285	262
Custodial personnel † -----	196	227	75	80	238	245	144	346	261
Level of custodial service * -----	290	299	266	228	214	211	218	178	175

* Level of service in terms of total annual paid employee-hours per inmate.

† Exclusive of camp personnel and reception guidance centers.

State Prisons and Institutions Summary—Continued

The level of service for custody runs from a low of 178 hours at San Quentin to a high of 299 hours at the Medical Facility.

Even comparing generally approximate inmate populations of 1,200 to 1,300, we find a range of 218 hours to 299 hours for custodial level of service, a differential of 81 hours or 37 percent.

Department of Corrections—Consolidated per Capita Costs

<i>Fiscal year</i>	<i>Total expenditures</i>	<i>Total average population</i>	<i>Consolidated per capita cost</i>	<i>Increase over prior year</i>	
				<i>amount</i>	<i>percent</i>
1945-46	\$3,470,075	6,709	\$517	—	—
1946-47	5,060,705	7,950	637	\$120	23.2
1947-48	7,338,377	9,136	803	166	26.1
1948-49	10,109,073	10,137	997	194	24.2
1949-50	10,333,870	11,009	939	—58	—5.8
1950-51	11,673,061	11,591	1,007	68	7.2
1951-52	13,619,114	12,055	1,130	123	12.2
1952-53	15,951,134	13,216	1,207	77	6.8
1953-54	18,426,278	14,171	1,300	93	7.7
1954-55	20,414,691	15,337	1,331	31	2.4
1955-56	24,336,247	15,448	1,575	244	18.3
1956-57	25,727,101	15,893	1,619	44	2.8

From the foregoing table it is to be noted that the consolidated per capita cost has shown a consistent increase each year since 1945-46, with the exception of 1949-50. This reflects increased levels of service resulting from adding employees and expanding programs at a rate in excess of the increases in inmate population.

The unusually large increase of \$244, or 18.3 percent, in per capita cost for the revised 1955-56 figure is traceable to several factors.

First, total departmental expenditures increased from \$20,414,691 in 1954-55 to \$24,336,247, an added cost of \$3,921,556, or 19.2 percent. This increase of almost \$4,000,000 took place while total inmate population increased only 111 inmates, or 0.72 percent.

A sizable portion of the increase results from now showing in the various institutional support budgets, educational costs formerly paid from school funds on an a.d.a. basis to local school districts. These were formerly "hidden costs" as far as these particular budgets were concerned.

An equally important fiscal impact is now being felt by virtue of the dispersal and relocation of a relatively static total population into new and expanding facilities. This results in a reduction of inmate population at the older institutions, without not only equivalent reductions in staffing but coupled with increased staffing requests for these same facilities.

To compound this impact of population shift, we are simultaneously adding substantial staffing increments to the new or expanding units to care for the increases taking place at these points.

The combination of the above factors is illustrated in the following table:

State Prisons and Institutions Summary—Continued
Comparative Change Population—Employees
1955-56—1954-55

<i>Facility</i>	<i>Population change 1955-56:1954-55</i>	<i>Change in total employees*</i>
Deuel -----	—6	+23
Chino -----	—73	+11
Soledad -----	—80	+28
Folsom -----	—137	+14
San Quention -----	—774	+35
Subtotal -----	—1,070	+111
Corona -----	+41	+15
Medical Facility -----	+202	+83
Tehachapi -----	+432	+72
Men's Colony -----	+539	+84
Subtotal -----	+1,214	+254
Combined total -----	+144	+365

* Exclusive of camps and reception guidance centers.

From the foregoing data we find that while five institutions experienced a combined reduction in population to the extent that an average of 1,070 fewer inmates would be confined therein, nevertheless 111 more positions were budgeted.

Four facilities had a combined average population increase of 1,214 more inmates for which were budgeted an additional 254 positions.

The net result is an increase of 365 positions for an institutional population total change of only 144 inmates. A modified continuation of the same general pattern as exemplified above is contemplated for the 1956-57 budget as compared to the 1955-56 budget, and should be considered in evaluating the propriety of further augmentations of staff at this time.

It should also be emphasized that all of the above increases were based on budgetary considerations that forecast for 1955-56 a total departmental average daily population of 16,450 inmates and a fiscal year end population of 17,000 inmates. The revised figures for 1955-56 are now projected at a daily average of only 15,893 with a year end population of only 16,170.

Unfortunately, no corresponding revision of employee totals is contemplated to reflect a decline in total positions.

The following table reflects the comparison in change of inmate population to new positions requested, by facility, for the current and budget years:

State Prisons and Institutions Summary—Continued

* Comparative Change Population—Employees
1956-57—1955-56

<i>Facility</i>	<i>Population change 1956-57:1955-56</i>	<i>New positions requested</i>
Soledad -----	-43	+7
San Quentin -----	-444	+22
Subtotal -----	-487	+29
Deuel -----	+12	+3
Folsom -----	+25	+11
Tehachapi -----	+44	+10
Corona -----	+48	+18
Chino -----	+175	+14
Men's Colony -----	+234	+30
Medical Facility -----	+268	+5
Subtotal -----	+806	+91
Combined total -----	+319	+120

* Institutions only, exclusive of camps.

From the foregoing table it is noted that two institutions having a total population decline of 487 inmates are nevertheless requesting 29 new positions. These same two facilities, Soledad and San Quentin, were also in the same category in the table immediately prior to the one here discussed.

The net effect, departmental wide, is that an institutional increase of 319 inmates results in 120 new positions being requested in institutional operations only.

Total Level of Service—Employee Hours Available per Inmate

<i>Fiscal year</i>	<i>Total employees</i>	<i>Population</i>	<i>Level of service *</i>	<i>Increase over prior year</i>	
				<i>Amount</i>	<i>Percent</i>
1947-48§ -----	1,413.8	9,136	275	--	--
1948-49 -----	1,634.8	10,137	286	\$11	4.0
1949-50 -----	1,713.8	11,009	276	-10	-3.5
1950-51 -----	1,759.3	11,591	270	-6	-2.2
1951-52 -----	2,145.2	12,055	316	46	17.0
1952-53 -----	2,209.0	13,216	297	-19	-6.0
1953-54 -----	2,418.1	14,171	303	6	2.0
1954-55 -----	2,680.2	15,337	310	7	2.3
1955-56† -----	3,096.7	15,448	356	46	14.8
1956-57‡ -----	3,253.0	15,893	364	8	2.2

* Expressed in terms of total annual paid employee-hours per inmate.

§ Forty-hour week became effective.

† Estimated as shown in 1956-57 Budget.

‡ Budget request.

The above table reflects in terms of level of service the same general impact and trend set forth in relation to per capita costs and comparisons of new positions related to population changes which were reviewed in the preceding text.

The total departmental level of service for 1956-57 will be 364 hours per inmate, an increase of eight hours, or 2.2 percent, above the 1955-56 figure of 356 hours.

Incidentally, it should be noted that the total level of service now stands at 89 hours, or 32.4 percent, above the level of 275 hours which prevailed in 1947-48, the year that the 40-hour week became effective.

State Prisons and Institutions Summary—Continued

This represents a substantial enrichment of the entire program devoted to the custodial and rehabilitative objectives of the agency. Unfortunately, insufficient progress has been made to establish necessary controls to evaluate the impact of all of this added service in terms of accomplishing the basic agency goals. With the exception of a few pilot projects recently inaugurated and referred to elsewhere in this analysis, the program and the costs thereof have been bought largely on faith. Much yet remains to be done in the way of both special and continuing studies designed to produce proof of valid results commensurate with the added services and costs which have accrued to implement this program over the past 11 years.

Evaluating the Impact of the California Penal Institutional Program

We believe it necessary that management give careful consideration to developing a statistical program balance sheet that will reflect an analytical compilation of factors that will permit a year-to-year comparative evaluation of the *results* emanating from the institutional penal programs over a period of years.

We can see no other alternative by which there can be determined on a continuing basis the answer to the basic question: Is the entire program productive of any greater degree of success in rehabilitation in 1956-57 than it was in 1945-46 or any other interim fiscal period? It is apparent that a consistent, logical approach to the question can be productive of some fundamental yardsticks from which firm conclusions can be drawn.

Since we are dealing with rehabilitation as a treatment process, it follows that

1. The more effective the "treatment" the longer the "patient" (inmate) will be enabled to proceed on a normal social course of conduct before requiring another period of treatment.
2. Collaterally, the more effective the treatment processes, progressively fewer in number will become the patients requiring additional periods of treatment.

We believe it to be not unduly difficult to set up criteria and secure data susceptible of determining annual continuing trends in relation to concepts one and two as above stated.

As a suggested partial content of a monthly statistical program balance sheet, consideration might be given to including data *only* on commitments having had *prior* California prison terms to reflect and develop trends on items including, but not necessarily limited to, the following:

1. Total monthly commitments having served prior California prison terms.
2. Item 1 broken down numerically and by percentage to show:
 - A. Institution of last release, grouped by institution of last release.
 - B. Fiscal year of last release, grouped by fiscal year of last release.

State Prisons and Institutions Summary—Continued

3. Items 2A and 2B separately broken down numerically and by percentage to show:
 - A. Number of years and months of "free" time on the outside prior to current recommitment, grouped in stated time intervals of one month, three months, six months, nine months, one year and then in additional six-month periods as required.
4. Item 3A broken down numerically and by percentage to show the "free" time in months immediately prior to the last recommitment, as:
 - A. On parole.
 - B. After release from parole.
 - C. After direct discharge.
5. Rate of recommitments in terms of a percentage of total releases by fiscal year of last release.
6. Item 5 broken down by institution of last release.
7. Numerical and percentage breakdown of recommitments who have had prior *California* prison experience in terms of
 - A. One prior.
 - B. Two priors.
 - C. Three or more priors.
8. Items 7A, 7B, and 7C separately broken down numerically and by percentage by prior institution from which last released, grouped by institution of release.
9. Items 7A, 7B, and 7C separately broken down numerically and by percentage to show fiscal year of last release, grouped by fiscal year of last release.
10. Items 7A, 7B, and 7C separately broken down numerically and by percentage to show:
 - A. Number of years and months of "free" time on the outside prior to current recommitment, grouped in stated time intervals as suggested in Item 3A above.
11. Item 10A broken down numerically and by percentage to show the "free" time in months as indicated in Item 4 above.
12. Items 10A and 11 separately broken down numerically and by percentage by fiscal year of last release.

The foregoing items constitute primarily basic data from which could be established trend interpretations coupled with other available information to indicate whether the prison program in effect up to any given fiscal period of release was generally any more effective than that in any other stated period covered.

It follows, of course, that each of these items is susceptible of further analysis by category of initial and last crime, age, race groups, educational attainment standard, and other factors currently considered.

We believe that the proper analysis of such a device as herein exemplified would provide management with a total measurement of progress or the lack of it, without which it lacks the material substantive proof to more clearly delineate progress.

We have not attempted to explore all of the facets of the problem in this presentation but submit the suggestions and recommendations

State Prisons and Institutions Summary—Continued

merely as a focal point to be considered in initiating the development of criteria considered essential to properly appraise the penal program.

We recommend that the Department of Corrections and the Department of Finance, in cooperation with the Bureau of Criminal Statistics of the Department of Justice, develop the format and mechanics and implement procedures as necessary to start the collection and evaluation of pertinent data related primarily to a continuing measurement of the total relative effectiveness of the rehabilitative results of the program of the Department of Corrections.

Department of Corrections—Total Proposed New Positions, by Facility, 1956-57

<i>Facility</i>	<i>Authorized positions</i>	<i>Proposed new positions Number</i>	<i>Cost</i>	<i>Percent increase in staff</i>
Departmental administration -----	73.0	2.0	\$10,860	2.7
Medical facility -----	326.5	5.0	25,462	1.5
Chino				
Institution -----	351.7	15.4	44,998	4.3
Reception center -----	33.0	--	--	--
Camp supervision -----	2.0	--	--	--
Road camp -----	6.0	1.0	3,996	16.7
State forestry camps -----	20.0	4.0	15,984	20.0
Federal forestry camps -----	--	--	--	--
Tehachapi -----	96.5	10.5	44,621	10.9
California Men's Colony -----	175.0	30.0	125,383	17.1
Folsom				
Institution -----	358.0	11.3	46,343	3.2
Camp supervision -----	3.0	--	--	--
State forestry camps -----	15.0	6.0	24,594	40.0
Federal forestry camps -----	7.5	--	--	--
San Quentin				
Institution -----	530.8	22.2	95,105	4.2
Reception center -----	32.0	--	--	--
Camp supervision -----	6.0	--	--	--
Road camps -----	10.0	2.0	7,992	20.0
State forestry camps -----	10.0	8.0	26,781	80.0
Federal forestry camps -----	1.3	--	--	--
Soledad				
Institution -----	347.2	6.8	27,255	2.0
Forestry camp supervision -----	3.8	--	--	--
State forestry camps -----	15.0	3.0	11,988	20.0
Federal forestry camps -----	5.0	--	--	--
Deuel				
Institution -----	322.0	2.7	10,475	0.8
Reception center -----	14.0	--	--	--
Institution for Women -----	114.0	17.8	55,192	15.6
Adult Authority -----	195.0	19.0	66,553	9.7
Board of Trustees -----	12.0	2.0	9,423	16.7
Totals -----	3,085.3	167.7	\$653,005	5.4

The total departmental request embodies 167.7 proposed new positions at an added cost of \$653,005, representing a 5.4 percent increase in staff.

The budget proposed for 1956-57 embodies three program proposals, each of which requires augmentations principally in staff coupled with some related expenditure in other categories.

One of the programs, group counseling, may be considered as a new program from the legislative viewpoint. Another, the intensive treatment program, may be considered as an extension coupled with a var-

State Prisons and Institutions Summary—Continued

iation of the program initiated at the Deuel Vocational Institution in 1955-56.

In connection with the budget presentation on the intensive treatment program, we note what appears to be an error.

On budget page 100, lines 46 to 53, inclusive, in the general analysis section, a total of 25 positions including 12 at the Institution for Men, Chino, are indicated to be needed.

However, on page 121, lines 44 to 46, inclusive, in the Chino institution budget general analysis section, a total of only 11 positions are requested.

Similarly, on page 125, lines 29 to 35, inclusive, in the institutional budget detail only 11 positions are set forth as proposed new ones.

The agency and the Department of Finance should clarify the discrepancy.

The third, the Special Intensive Parole Unit, is the program initiated on July 1, 1953, in the Adult Authority and which is now sought to be expanded.

We are in accord with all of the general concepts, objectives, and motives forming the bases for these programs.

They are all experimental in nature, founded in a basic concept of research, governed by pilot control methods that should produce evaluations capable of measurement as to their relative efficiency.

Finally, they are each predicated on the ultimate proposition that they either prove themselves individually in terms of demonstrated fiscal or social results or both, or they fail. Failing, they should not receive further fiscal support.

We believe it to be a beneficial trend indeed that the department is applying a portion of its resources to attempt pilot exploratory controlled programs, seeking better, quicker or more reliable answers to the 15,000-plus problems it has in its custody. The philosophy of attempting measurement of the results of any program is one to which we have consistently subscribed and earnestly advocated throughout past fiscal periods.

The added budgeted gross costs for salaries and wages for programs in 1956-57 total \$163,809, allocated as follows:

Intensive treatment program-----	\$85,203
Group counseling -----	29,712
Expanded Special Intensive Parole Unit-----	48,894
Total -----	\$163,809

If we add to the foregoing, the presently budgeted positions for the Special Intensive Parole Unit of \$132,876, we arrive at a total of \$296,685 as the salary and wage expenditure for these programs during 1956-57. To arrive at the total budgeted cost including operating expenses, equipment and related costs, we must add another \$99,985, bringing the entire *gross* cost of these programs to \$396,670.

In terms of per capita cost, this means the agency is spending on the average \$24.95 per inmate on research programs for fiscal 1956-57.

In terms of a total departmental expenditure program of \$25,727,101, gross research costs for these programs represent 1.54 percent of total expenditures. This is a reasonable sum for the purpose.

State Prisons and Institutions Summary—Continued

In our prior comments, we have emphasized the word *gross* in connection with the stated cost figures. Actually, \$252,321 of the \$396,670 or 63.6 percent of the gross cost for all three programs is for the Special Intensive Parole Unit. Preliminary cost data that has been evaluated to date indicates that the total savings generated by this latter program may exceed its actual cost and ultimately result in a net savings to the State. Some of these savings are already in evidence since this operation has contributed toward a reduction in total inmate population throughout the department.

Similar projected savings and results are anticipated for the intensive treatment program during its trial period. The savings are to be achieved through an earlier release program saving on the average six months of institutional time and the related costs incidental thereto. The direct savings on a four-year projection are estimated to be \$135,000.

When consideration is given to these fiscal offsets in those programs, coupled with the potential long-term social gain, we conclude that these augmentations in the current level of service to implement these activities would merit approval at this time.

Education Program—Sabbatical Leave

The sum of \$18,750 is requested to be allocated to the various institutions in accordance with the schedule outlined on budget page 101, line 33, in the general analysis section of the budget. These funds are to provide for employment of relief instructors for approximately one-fourth of the 122 vocational instruction positions transferred to institutional support budgets from the local school district pay rolls. This is in line with prior legislative authority pursuant to Chapter 1865, Statutes of 1955.

Approval is recommended.

Fifth Correctional Officer—State Forestry and Highway Road Camps

16.5 Correctional officers (*Budget page 101, line 58*)----- \$64,911

The proposal here requested would require a total of 16.5 additional correctional officer positions at an added cost for salaries and wages in the amount of \$64,911.

These positions would be established at the various institutions operating camps as per the following schedule:

Facility	State forestry	Highway road	Totals
	camps	camps	
Institution for Men—Chino-----	4	1	5
State Prison at Folsom-----	3.5	—	3.5
State Prison at San Quentin-----	3	2	5
State Prison at Soledad-----	3	—	3
Totals -----	13.5	3	16.5

The present staffing provides for one camp supervisor and four correctional officers. This complement permits one person to be in charge of the camp at all times, including the camp supervisor on a regular shift basis. In addition, it provides a total of 355 hours per year of unallocated time or the equivalent of approximately one hour per day shift.

State Prisons and Institutions Summary—Continued

We recommend deletion of the requested 16.5 camp officers, reducing salaries and wages in the amount of \$64,911.

These positions have been requested by the agency each year over the past few years. They were last deleted by the Legislature when it considered the 1953-54 Budget. Subsequently these positions have been deleted initially by the Department of Finance. These particular positions are deemed to be of low priority in terms of other agency requests which have been allowed in the proposed budget under consideration.

The allowance of these positions at this time constitutes an increase in the level of service and falls within the general policy of this *Analysis* in recommending deferring such requests for consideration in a budget year, unless coupled with urgent and compelling reasons.

We fail to find any significant substance to agency statements contemplated to bring this request within the exception to this policy. For example, the justification set forth in the budget on page 101, lines 73 to 76, inclusive, states:

“The fifth camp officer will enable the prison camp supervisor to perform his intended administrative function and will provide for two free people during the day shift (the prison camp supervisor and one officer), permitting one person to leave the camp and pick up the mail, do local purchasing of supplies, care for emergency medical cases and do many other things of this kind required in the normal operation of a camp.”

We point out that all of the duties alluded to in the above statement are now being accomplished within the structure of the present staffing complements, during the years those camps have been operating.

Further, these camps are operating in conjunction with other state agencies and a mutual pooling of local resources is contemplated in the interest of efficiency and economy. A token offset in the amount of \$5,000 budgeted for payment of overtime is offered in lieu of \$64,911 budgeted for the additional salaries and wages.

We cannot rationalize the equity or fiscal advisability of buying actually \$78,210 worth of added service (the ultimate salary cost exclusive of retirement contribution) to save \$5,000 in overtime payments. The overtime factor provides additional income for present personnel and poses no real inconvenience to affected employees, since the custody personnel at these camps usually work shifts of two weeks on duty and two weeks off, due to the distance of these camps from metropolitan centers, and the travel costs and time that would otherwise be involved.

In view of all the foregoing factors, we cannot concur in the necessity of the request at this time.

Additional Medical Technical Assistant Coverage

11 Medical technical assistants (Budget page 101, line 5)_____ \$43,956

The above 11 additional positions are requested to augment the existing level of service for hospital coverage at three institutions. These positions would be distributed as follows:

State Prisons and Institutions Summary—Continued

Facility	Added positions		Percentage increase in service for M.T.A. coverage	*Population	
	Number	Cost		Actual 1954-55	Projected 1956-57
Folsom -----	4	\$15,984	80.0	2,795	2,750
San Quentin -----	2	7,992	25.0	4,909	3,769
Soledad -----	5	19,980	71.0	2,356	2,215
Totals -----	11	\$43,956		10,060	8,734

* Includes camps.

We recommend deletion of the requested 11 medical technical assistants, reducing salaries and wages in the amount of \$43,956.

From the above table it is clear that the allowance of the requested positions would provide for a substantial increase in the level of staffing provided by these position classifications. Folsom would advance 80 percent; San Quentin, 25 percent, and Soledad, 71 percent, in terms of present medical technical assistant staffing.

The increase in service would be further compounded in terms of the average populations actually serviced in 1954-55 when compared to projected populations at these same facilities for 1956-57.

Population declines are budgeted as follows: Folsom, down 45 inmates or 1.6 percent; San Quentin down 1,140 inmates or 23 percent; Soledad down 141 inmates or 5.9 percent.

Therefore, from the standpoint of prior performance in terms of work load accomplished compared to projected workload, as well as from the policy standpoint of deferring consideration of increases during a budget session, we cannot concur in the agency request. The ultimate annual cost of the requested positions would be \$52,140 exclusive of contributions to the retirement fund.

Classification and Parole

3 positions (Budget page 101, line 16)-----\$15,888

The budget on page 102, lines 14-29, inclusive, sets forth the distribution and realignment of personnel required for classification and pre-parole interviewing ostensibly in line with a work load formula developed to measure staffing needs for this function.

Due to population shifts some institutions are scheduled to lose positions and others gain positions. The gains offset the losses with the net result that three additional positions are deemed necessary to carry the total work load in all the facilities. The changes, by clerical and professional positions are shown in the following table:

	Clerical positions	Professional positions	Total
Men's Colony -----	2	1	3
Institution for Men, Tehachapi Branch -----	1	2	3
Folsom -----	1	1	2
San Quentin -----	-5	-1	-6
Soledad -----	-1	--	-1
Institution for Women -----	1	1	2
Totals -----	-1	4	3

The proposed changes by position classification and by institution are shown in the following table, together with population changes:

State Prisons and Institutions Summary—Continued

Facility	Title	Classification and parole positions		Per 1955-56 Gov. Bud.	Population		Popu- lation change
		In- crease	De- crease		Per 1956-57 1955-56	G.B. 1956-57	
Men's Colony	Correctional classification officer ---	1		900	941	1,175	+234
	Intermediate typist-clerk -----	2					
Tehachapi Branch-----	Correctional classification officer ---	1		500	456	500	+44
	Prison records officer -----	1					
	Intermediate stenographer-clerk -----	1					
Folsom-----	Correctional classification officer ---	1		2,765	2,686	2,750	+64
	Intermediate typist-clerk -----	1					
San Quentin---	Correctional classification officer ---	--	1	4,750	4,124	3,769	-355
	Intermediate typist-clerk -----	--	5				
Soledad-----	Intermediate typist-clerk -----	--	1	2,375	2,260	2,215	-45
Corona-----	Correctional classification officer ---	1		540	574	622	+48
	Intermediate file clerk -----	1					
Totals -----		+10	-7	11,830	11,041	11,031	-10

While we are aware that the foregoing staffing requirements were to have been determined in accordance with a work load formula developed in 1953, the details of the present computation are not available in the justification data furnished to us for review. Neither have we been furnished with the actual figures resulting from prior estimated work load requirements for the function.

We also understand that the formula contemplates the use of estimated numbers of transactions in certain specified categories for which standard time elements were developed and that population figures per se are not directly related to the application of the formula.

Nevertheless, an examination of the foregoing table raises certain questions in connection with the apparent application of the formula that we desire to explore before giving our unqualified recommendation in approval of the requested positions, three additional positions for the classification and parole function, at this time.

We therefore recommend the three additional parole and classification positions for inclusion in the respective institutional budgets as designated, subject to a complete review by the agency, and the Department of Finance of the statistical basis utilized in developing the needs for the positions requested in the 1956-57 Budget and the positions allowed in the 1955-56 Budget, said three positions not to be filled until such review and approval is concurred in by the designated agencies.

State Prisons and Institutions Summary—Continued

It is further recommended that a full report of the findings after review and the basic work load data utilized be submitted to the Legislative Budget Committee.

Standardized Inmate Clothing Ration

Funds in the amount of \$385,388 are requested to extend the application of a standardized inmate clothing ration to three more institutions. This clothing ration was first applied last year to the San Quentin, Soledad, and Deuel institutions.

The present proposal seeks now to extend it to the institutions and in the amounts reflected in the following table.

	Funds required		Added cost of ration
	Present basis	Ration basis	
Medical facility -----	\$52,969	\$79,425	\$26,456
Institution for men -----	120,405	177,007	56,602
State Prison at Folsom -----	92,402	128,956	36,554
Totals -----	\$265,776	\$385,388	\$119,612

We recommend deletion of the added cost of \$119,612 involved in establishing the increased clothing rations at this time for the above three institutions.

In the first place the establishment of the ration quantities represent an improvement in the existing level of service at the three institutions involved since the individual rations per se include larger quantities of clothing than heretofore acquired.

Therefore on the basis of the general policy to defer considerations of improved levels of service in a budget session we cannot recommend the increased cost.

Secondly, there is some indication that the ration quantity of clothing that has been set up may be in some instances in excess of that capable of being constructively and economically utilized.

Finally, it should be noted that the justification as set forth in the budget on page 102, lines 45 to 49, inclusive, states in part: "The use of a clothing ration will permit more economical and complete distribution of clothing. * * *"

We seriously doubt that any economy will result from the utilization of an increased individual complement of clothing which costs more money.

We are in accord with the general concept of a standard complement of clothing issue and the use of an appropriate inventory control, which was claimed to be utilized in connection with the clothing ration when it was introduced into the budget in 1955-56.

However, we now understand that an actual count inventory will only be taken once each year. In the interim the inventory is *not* on a perpetual record basis, so that any abuses, misuses, or loss of clothing will not be discovered from any inventory control until the expiration of a full year will have elapsed between inventory dates. This can hardly be said to accomplish any material benefit. Clothing purchases are on a quarterly basis and it would seem appropriate to inventory on a like schedule.

Since claims of economy are and have been made for the "system" now in vogue at San Quentin, Soledad and Deuel, we believe it only

State Prisons and Institutions Summary—Continued

equitable and reasonable to defer establishing the ration "control" at the other three facilities as requested. This will provide the opportunity to measure and evaluate the resulting per capita costs for clothing at three institutions under the ration plan, as against three institutions budgeting on the basis of actual prior expenditures for clothing.

We recommend the deletion of the extra \$119,612 herein requested.

It should be noted that this \$119,612 represents a 45 percent added cost at this time over the prior method of budgeting.

DEPARTMENT OF CORRECTIONS

Departmental Administration

ITEM 48 of the Budget Bill

Budget page 103

Budget line No. 7

FOR SUPPORT OF DEPARTMENTAL ADMINISTRATION FROM THE GENERAL FUND

Amount requested	\$500,564
Estimated to be expended in 1955-56 Fiscal Year	472,066
Increase (6.0 percent)	\$28,498

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages	\$19,575	\$12,903	\$6,672	106 51
Operating expense	9,557	9,557	--	106 52
Equipment	—634	—3,634	3,000	106 53
Total increase	\$28,498	\$18,826	\$9,672	106 55

RECOMMENDATIONS

Amount budgeted	\$500,564
Legislative Auditor's recommendation	497,564
Reduction	\$3,000

ANALYSIS

The recommended reduction of \$3,000 consists of the following amounts in the categories indicated:

<i>Equipment</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Electronic security system—experimental	\$3,000	105	50

Per Capita Costs for Administration

<i>Fiscal year</i>	<i>Total population all facilities</i>	<i>Total administration costs</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
				<i>Amount</i>	<i>Percent</i>
1946-47	7,950	\$97,545	\$12.27	--	--
1947-48	9,136	161,398	17.68	\$5.40	44.0
1948-49	10,137	191,925	18.93	1.26	7.1
1949-50	11,009	216,278	19.65	.72	3.8
1950-51	11,591	236,230	20.38	.73	3.7
1951-52	12,055	271,599	22.53	2.15	10.5
1952-53	13,216	*372,645	28.20	5.67	25.2
1953-54	14,171	*408,521	28.83	.63	2.2
1954-55	15,337	*418,203	27.27	—.93	—3.2
1955-56	15,448	*500,566	32.40	5.13	18.81
1956-57	15,893	*530,564	33.38	.98	3.0

* Includes contributions to State Employees' Retirement Fund.

Departmental Administration—Continued

As indicated in the foregoing table, the total expenditures for support of this function are scheduled to increase \$29,998 or 6.0 percent over the 1955-56 level.

Population at all facilities for 1956-57 is estimated to average 15,893 inmates, an increase of 445 or 2.9 percent.

This results in the per capita cost for departmental administration services going from \$32.40 to \$33.38, an increase of \$0.98 or 3 percent.

The relative proportions of administrative costs may be appraised from the aspect of the percentage relationship of such costs to the total expenditure program serviced by the centralized departmental function. This is shown in the following table:

Comparative Administrative Costs—Department of Corrections¹

<i>Fiscal year</i>	<i>Total support budget *</i>	<i>Total administrative cost</i>	<i>Percentage administrative cost</i>
1949-50-----	\$9,957,400	\$216,278	2.2
1950-51-----	11,356,371	236,230	2.1
1951-52-----	13,236,309	271,599	2.1
†1952-53-----	15,594,142	372,645	2.4
1953-54-----	18,090,602	408,521	2.3
1954-55-----	20,034,434	418,203	2.1
1955-56-----	23,525,862	500,566	2.1
1956-57-----	25,426,376	530,564	2.1

* Exclusive of other current expenses.

† Includes contributions to State Employees' Retirement Fund for this and each subsequent year.

The above table indicates that the percentage of total administrative costs to the total support budget for the entire agency in 1956-57 is projected at 2.1 percent. The percentage figure is scheduled to remain constant since 1953-54.

Total annual departmental expenses have increased \$15,468,976 or 160.4 percent since 1949-50. However, total administrative costs have reflected only a minor fraction of a percentage decline in relationship to these expenditures. This is not consistent with an expected normal sound fiscal trend.

The following table presents a measurement of the level of service extended from departmental administration:

Total Level of Service—Employee Hours Available per Inmate for Departmental Administration

<i>Fiscal year</i>	<i>Total employees</i>	<i>Population</i>	<i>Level of service ‡</i>	<i>Increase over prior year</i>	
				<i>Amount</i>	<i>Percent</i>
1946-47-----	19.8	7,950	5.4	---	---
1947-48*-----	33.3	9,136	6.4	1	18.5
1948-49-----	39.6	10,137	6.8	0.4	6.3
1949-50-----	42.1	11,009	6.7	-0.1	-1.5
1950-51-----	46.8	11,591	7.1	0.4	6
1951-52-----	51	12,055	7.5	0.4	5.6
1952-53-----	59	13,216	7.9	0.4	5.3
1953-54-----	64	14,171	8.0	0.1	1.3
1954-55-----	65.2	15,337	7.6	-0.4	-5.0
1955-56§-----	73	15,448	8.4	0.8	10.5
1956-57†-----	74	15,893	8.3	-0.1	1.2

* 40-hour week became effective.

§ Estimate as shown in 1956-57 Budget.

† Budget request.

‡ Level of service in terms of total annual paid employee-hours per inmate.

Departmental Administration—Continued

Under the proposed budget request for 1956-57, the level of service will average 8.3 hours per inmate.

This is 0.1 hours, or 1.2 percent, below the level now scheduled for 1955-56.

It is 2.9 hours, or 46.3 percent, above the minimum level of service of 5.4 hours, experienced in 1946-47 during the period of 11 fiscal years, reflected in the above table.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$420,410. This represents an increase of \$12,903, or 3.2 percent over the total of \$407,507 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 73 established positions	\$11,887
A total of 2.2 proposed new positions costing	10,860
A change in estimated salary savings of	<u>—3,172</u>
Total increase in salaries and wages	\$19,575

A total of 73 positions are presently authorized. The agency is requesting an additional 2.2 proposed new positions. This represents an increase of 3 percent in staff, as compared to a 2.9 percent increase in total inmate population at all facilities.

The 2.2 proposed new positions are shown by function as follows:

<i>Functions and Positions</i>	<i>Amount</i>	<i>Budget Page</i>	<i>Line</i>
Administration			
Records office:			
1 Intermediate clerk	\$2,988	105	23
Classification:			
1 Correctional classification officer IV	6,672	105	25
Special Study Commission:			
0.2 Temporary help (special consultant)	1,200	106	19
2.2 Totals	<u>\$10,860</u>		

The intermediate clerk position is related to a projected increased work load in the records office, warranting slightly in excess of a half time position.

A correctional classification officer IV is budgeted to supervise the intensive treatment program.

A special consultant in statistics is scheduled for utilization by the Special Study Commission on Correctional Services and Facilities. These services are budgeted as 0.2 of a position for temporary help in the sum of \$1,200.

We recommend approval of the three positions as requested.

Operating Expenses

Operating expenses are scheduled at \$65,835 for 1956-57. This is an increase of \$9,557 or 17 percent over the amount of \$56,278 estimated to be expended in 1955-56.

Departmental Administration—Continued

The major items of increase and the amounts of the increase therein are as follows:

Printing	\$5,700
Relocation of the intercommunication system.....	3,000
Traveling, out of state.....	860
Total	\$9,560

The substantial increase in printing costs is attributable to the printing of the biennial report of the department and the printing of reports by the Special Study Commission.

Relocation of the intercommunications system is necessitated by the fact that some offices of the agency are to be consolidated. The amount appears ample for the purpose and probably will not be entirely expended.

Out-of-state travel is increased by virtue of the transfer of expenditures for this item for all institutions to departmental administration plus provision for travel for the deputy director position, which was not utilized in 1955-56.

Equipment

Equipment expenditures are scheduled at \$7,647 for 1956-57. This is a decrease of \$634 under the amount of \$8,281 estimated for expenditure in 1955-56.

Out of the total of \$7,647 for equipment, the sum of \$1,316 is for replacement items and the further sum of \$6,331 is for additional equipment.

The level of expenditure for the purpose appears reasonable and ample to meet agency requirements at this time.

Included in the equipment request is the sum of \$3,000 for an "experimental electronic security system," according to the budget statement.

Our understanding of the nature of this request is such that the budget statement appears to be in error as to the purpose for which the \$3,000 is requested.

The agency does not have in mind, nor does it contemplate at this time, the purchase of any specific "electronic security system" as such on an experimental basis.

What is really being requested here is a "contingency fund" to be used for the purchase, on a limited basis, for experimentation or trial, of such electronic devices as may become available on the market and which may have practical application potentialities for institutional use for security purposes.

We recommend deletion of the amount requested for electronic security equipment.

Normally, no material problem is encountered in inducing the manufacturer or distributor of any reliable device to make a practical demonstration of the capabilities or feasibility of the device in question without charge.

The Department of Corrections should continually explore to the fullest extent practicable developments in the electronic field for pos-

Departmental Administration—Continued

sible application to correctional use. It is to be commended for establishing a departmental committee having this as one of its purposes.

We do not concur in the premise that substantial funds should be appropriated or expended to buy items on an experimental basis for the purposes stated.

We believe that such devices should be either initially tried at the risk and expense of the manufacturer or distributor making the claims of accomplishment for the device, or that the experience of the other users of the device be determined, or preferably both.

Based on such trials and/or experiences, the department should then present its budget request for acquisition of the items accompanied by a full justification outlining the problem sought to be corrected, how the device will alleviate or eliminate the conditions resulting in the problem, the cost of such corrective measures, and any savings resulting from the application thereof.

Deletion of the funds for the purposes sought appears in order also on the grounds of indefiniteness.

Department of Corrections
TRANSPORTATION OF PRISONERS

ITEM 49 of the Budget Bill

Budget page 103
Budget line No. 20

FOR TRANSPORTATION OF PRISONERS FROM THE GENERAL FUND

Amount requested	\$59,100
Estimated to be expended in 1955-56 Fiscal Year	56,800
 Increase (4.0 percent)	 \$2,300

RECOMMENDATIONS

Amount budgeted	\$59,100
Legislative Auditor's recommendation	59,100
 Reduction	 None

ANALYSIS

Expenditures in 1956-57 for the transportation of prisoners, including the return of parole violators to prison, are estimated at \$59,100. This represents an increase of \$2,300, or 4 percent, over the amount now estimated for the current fiscal period.

The expenditure is limited by the terms of the appropriation, and the projected estimated increase is nominal.

The amount now budgeted reflects a decline of \$20,300 or 25.6 percent, below the amount of \$79,400 originally budgeted for 1955-56, and appears to be a more realistic figure in the light of recent past experience on this item.

We recommend approval of the request.

Department of Corrections

RETURNING FUGITIVES FROM JUSTICE FROM OUTSIDE THE STATE

ITEM 50 of the Budget Bill

Budget page 103

Budget line No. 24

FOR RETURNING FUGITIVES FROM JUSTICE FROM OUTSIDE THE
STATE FROM THE GENERAL FUND

Amount requested	\$200,000
Estimated to be expended in 1955-56 Fiscal Year	200,000
Increase	None

RECOMMENDATIONS

Amount budgeted	\$200,000
Legislative Auditor's recommendation	200,000
Reduction	None

ANALYSIS

Expenditures are limited by the terms of the appropriation.
We recommend approval of the amount requested.

Department of Corrections

TRIALS OF INMATES CHARGED WITH COMMISSION OF A CRIME
WHILE CONFINED IN A STATE INSTITUTION

ITEM 51 of the Budget Bill

Budget page 103

Budget line No. 31

FOR SUPPORT OF TRIALS OF INMATES CHARGED WITH COMMISSION
OF A CRIME WHILE CONFINED IN A STATE INSTITUTION FROM THE
GENERAL FUND

Amount requested	\$25,000
Estimated to be expended in 1955-56 Fiscal Year	25,000
Increase	None

RECOMMENDATIONS

Amount budgeted	\$25,000
Legislative Auditor's recommendation	25,000
Reduction	None

ANALYSIS

This is purely a contingency item. The amount may or may not be
expended either in whole or in part, and conceivably could require
augmentation.

We recommend approval as requested.

Department of Corrections

MEDICAL FACILITY

ITEM 52 of the Budget Bill

Budget page 108

Budget line No. 7

FOR SUPPORT OF MEDICAL FACILITY FROM THE GENERAL FUND

Amount requested	\$2,295,054
Estimated to be expended in 1955-56 Fiscal Year	2,076,036
Increase (10.5 percent)	\$219,018

Medical Facility—Continued

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages.....	\$81,590	\$75,594	\$5,996	113 9
Operating expense	155,740	129,284	26,456	113 10
Equipment	—5,132	—5,132	—	113 11
Inmate pay work projects.....	160	160	—	113 12
Increased reimbursements	—13,340	—13,340	—	113 22
Total increases	\$219,018	\$186,566	\$32,452	113 25

RECOMMENDATIONS

Amount budgeted	\$2,295,054
Legislative Auditor's recommendation	2,264,602
Reduction	\$30,452

The recommended reduction of \$30,452 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget.</i>	
		<i>Page</i>	<i>Line</i>
1 Correctional officer	\$3,996	111	54
1 position, reducing salaries and wages by	\$3,996		

It should be noted that even with the recommended deletion of the above position, the agency will still receive the benefit of a total of 4.6 new positions involving an increase of \$21,466 in salaries and wages.

<i>Operating expenses</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Defer establishment of additional clothing inventory for increased ration complement	\$26,456	110	40
Reduction in operating expenses	\$26,456		
Total recommended reduction	\$30,452		

ANALYSIS

This facility provides security confinement, and care and treatment for prison inmates who are mentally ill. In addition, inmates afflicted with chronic diseases such as tuberculosis, which render them less capable of adapting to the regular prison programs, are also assigned there.

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1950-51	540	\$1,370	—	—
1951-52	932	1,228	\$142	—10.9
1952-53	1,004	1,315	87	7.1
1953-54	1,088	1,356	41	3.1
1954-55	880	1,753	397	29.3
1955-56 †	1,082	2,044	291	16.6
1956-57 ‡	1,350	1,786	—258	—12.6

† Estimate as shown in 1956-57 Budget.

‡ Budget request.

The total support expenditure for this facility is scheduled to increase \$224,811, or 10.3 percent.

Medical Facility—Continued

Population at the institution is anticipated to average 1,350 inmates, an increase of 268, or 24.8 percent.

This results in the per capita cost going from \$2,044 to \$1,786, a decrease of \$258, or 12.6 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$1,629,197. This represents an increase of \$81,590, or 5.3 percent, over the total of \$1,547,607 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 326.5 established positions-----	\$62,128
A total of 5.6 proposed new positions costing-----	25,462
A change in estimated salary savings of-----	—6,000
Total increase in salaries and wages-----	\$81,590

A total of 326.5 positions are presently authorized. The agency is requesting an additional 5.6 proposed new positions. This represents an increase of 1.7 percent in staff, as compared to a 24.8 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 53.6 additional inmate increase in institutional population.

The present level of staffing is one position for each 3.3 inmates. The ratio of requested new positions to change in institutional population represents a decline in the level of service. This will result in a total ratio of one position for each 4.1 inmates. This percentage decline in level of service, however, is fallacious when considered from the sole viewpoint of the 1956-57 budgeted figures. The comparison is brought into proper focus when recognition is given to the factors inherent in the 1955-56 Governor's Budget.

At that time this institution was budgeted for an average population of 1,185, with staffing geared to a year-end population of 1,350. It is therefore clear that on this latter basis there is no real increase in population upon which to predicate requests for added personnel since the average population now forecast for 1956-57, namely 1,350, is the same as the year-end population provided for in the previous budget. A total of 45.5 additional new positions was allowed this facility in the 1955-56 Budget.

Viewing the population comparison on an average basis, we find that the present 1955-56 figure is now estimated at only 1,082 instead of the 1,185 at which the facility was budgeted. Here again we find that the real difference even in budgeted average populations between 1955-56 and 1956-57 is only 165 inmates, or 13.9 percent.

We emphasize this lack of any real difference in work load factors between 1955-56 and 1956-57, since much was made of the point last year by both the agency and the Department of Finance, that the position requests were geared to the year-end population of 1,350.

Medical Facility—Continued

The necessity of emphasis on this point at this time becomes more apparent when we note that now the 1956-57 budget attempts to exploit the failure of the institution to achieve its prior budgeted population. We refer, for example, to the budget statement on page 108, line 69, that "work load in both functions is *expected to increase substantially due to a 22 percent increase in population* * * * " (emphasis added).

Incidentally, we are unable to reconcile the 22 percent figure used in this quoted statement with the 24.8 percent figure used on line 42 of the same page of the budget. It would appear that one or the other of these budget figures is in error in terms of the budgeted figures, and that both are in error when used to state or justify work load in terms of prior budgeted positions and population forecasts.

The following table reflects a comparative measure of the total level of service extended at this facility.

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1950-51	143.5	254,856	540	472	--	--
1951-52	190	337,440	932	362	\$110	-23.3
1952-53	200	355,200	1,004	354	—8	-2.2
1953-54	206.6	366,922	1,088	337	-17	-4.8
1954-55	243.1	431,745	880	490.6	153.6	45.6
1955-56†	326.5	579,864	1,082	535.9	45.3	9.2
1956-57‡	331.5	588,744	1,350	436.1	-99.8	-18.6

† Estimate as shown in 1956-57 Budget.

‡ Budget requests.

Under the proposed budget request for 1956-57, the level of service will average 436.1 hours per inmate.

This is 99.8 hours, or 18.6 percent, below the level now scheduled for 1955-56.

It is 99.1 hours, or 29.4 percent, above the minimum level of service of 337 hours, experienced in 1953-54 during the period of seven fiscal years, reflected in the above table.

The 5.6 proposed new positions are shown by function as follows:

Functions and Positions	Amount	Budget	
		Page	Line
Care and welfare:			
Custodial and personal care:			
1 Medical technical assistant	\$3,996	111	53
*1 Correctional officer	3,996	111	54
Medical and psychiatric care:			
0.4 Overtime (group counseling)	2,000	111	56
Education and religion:			
1 Instructor in electronics	4,740	111	58
1 Instructor in mechanical drawing	4,740	111	59
1 Instructor in agriculture	4,740	111	60
0.2 Sabbatical leave	1,250	111	61
5.6 Totals	\$25,462		

* Recommended for deletion.

Medical Facility—Continued

Functional and Per Capita Distribution of Salaries and Wages

Function	1955-56	1956-57	Increase		Per capita cost		Increase	
			Amount	Per cent	1955-56	1956-57	Amount	Per cent
Administration	\$84,018	\$85,365	\$1,347	1.6	\$78	\$63	—\$15	19.2
Support and subsistence	60,910	62,329	1,419	2.3	56	46	—10	17.8
Care and welfare	1,313,159	1,389,330	76,171	5.8	1,213	1,029	—184	15.2
Maintenance and operation of plant	89,520	92,173	2,653	3.0	83	68	—15	18
Totals	\$1,547,607	\$1,629,197	\$81,590		\$1,430	\$1,206	—\$224	—15.7

The per capita cost for salaries and wages is scheduled at \$1,206 for 1956-57. This is a decrease of \$224, or 15.7 percent under the amount of \$1,430 estimated for expenditure in 1955-56.

The following table presents a measurement of the level of service devoted to custody at this facility:

Level of Service—Employee Hours Available per Inmate for Custody

Fiscal year	Total custodial positions	Total annual man-hours	Average population	Custodial level of service	Increase over prior year	
					Amount	Percent
1950-51	92	163,392	540	303	—	—
1951-52	132	234,432	932	252	—51	—16.8
1952-53	140.8	250,061	1,004	249	—3	—1.2
1953-54	144.4	256,454	1,088	236	—13	—5.2
1954-55	173.9	308,846	880	351	115	48.7
1955-56†	225	399,600	1,082	369	18	5.1
1956-57‡	227	403,152	1,350	299	—70	—19.0

† Estimated as shown in 1956-57 Budget.

‡ Budget request.

Under the proposed budget request for 1956-57 the level of service will average 299 hours per inmate.

This is 70 hours, or 19. percent, below the level now scheduled for 1955-56.

It is 63 hours, or 26.7 percent, above the minimum level of service of 236 hours, experienced in 1953-54 during the period of seven fiscal years, reflected in the above table.

1 Correctional officer (Budget page 111, line 54) -----\$3,996

The above position is requested to provide coverage for the four vocational and six maintenance shops located adjacent to the institution proper. The buildings are estimated to be completed during the third quarter of the current year.

The agency states that, this post to be covered five days per week is required to give over-all supervision to the area, make frequent inspections and shakedown of inmates, and to prevent contraband from being made or getting out of the shop area into the main institution.

We recommend deletion of the position.

This same position was requested in the 1955-56 budget and deleted by the Legislature.

Medical Facility—Continued

Under the proposed budget, the allowance of the requested positions will again place this institution far out in front of other correctional facilities. This is exemplified in the following table.

Comparative Levels of Service * for Custody—1956-57

Medical Facility -----	299	Chino -----	214
Deuel -----	290	Soledad -----	211
Tehachapi -----	266	Folsom -----	185
Corona -----	228	San Quentin -----	178
California Men's Colony -----	218		

* Expressed in annual custodial employee man-hours available per inmate.

We again point out that general supervision over the working inmates in the maintenance and vocational shop area is already available from the following 12 positions in the budget and shown as follows:

Position title	Budget	
	Page	Line
Chief of institution maintenance II -----	112	21
Electrician foreman -----	112	23
Carpenter foreman -----	112	24
Plumber foreman -----	112	25
Painter foreman -----	112	26
Locksmith -----	112	27
Automotive maintenance foreman -----	112	39
Instructor in machine shop practice -----	112	31
Instructor in mill and cabinet work -----	111	38
Instructor in sheet metal work -----	111	39
Instructor in electronics -----	111	59
Instructor in mechanical drawing -----	111	60

The problem of inspections and shakedown of inmates entering and leaving the maintenance and vocational shops area should be adequately controlled by the correctional officer assigned to post 118. This post is charged with the responsibility of controlling the inmate movement to and from the area embracing the vocational and maintenance shops according to the justification submitted by the agency at the time this post 118 was approved in the 1955-56 Budget.

Incidentally, an examination of the post assignment schedule submitted with the 1956-57 Budget shows that post 118 is no longer being utilized for the purposes for which it was authorized based upon the justification submitted for it at the time this post was allowed in the 1955-56 Budget. Utilizing an authorized coverage for a purpose totally different from that originally justified to secure the position would seem to violate the concept of the infallibility of the post assignment theory. Collaterally we find further support for our contention that "level of service" is perhaps a more equitable measure of the amount of manpower the Legislature should authorize to operate a given function. This would permit management to exercise its prerogative to deploy that manpower in the best interests of accomplishing the objective.

The problem of proper observance of the inmate in the performance of assigned duties while in the maintenance and vocational shop areas is a part of the responsibility of the foremen or instructors in charge of those respective areas and the activities therein. A proper and reasonable discharging of this responsibility should substantially preclude the probability of the manufacture of contraband within the area.

Medical Facility—Continued

We also note from an examination of the post assignment schedule submitted with the 1956-57 Budget that three officers are available on the second watch, which is the activity period, for the purpose of escort, search, and contraband. The statement of duties being performed by these officers includes the following recital: "Searches cells, wards, shops, offices, inmates, and all buildings for contraband. . . . (emphasis added). Three officers are used on this function on the second watch and one officer on the third watch."

From the above statement it is clear that the present complement of custodial positions includes some manpower available to devote to the purposes for which this new position is now being requested to further supplement the supervision of the instructors and shop foremen in the area under discussion.

Operating Expenses

Operating expenses are scheduled at \$769,587 for 1956-57. This is an increase of \$155,740, or 25.4 percent, over the amount of \$613,847 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	1955-56	1956-57	Increase		Per capita costs		Increase	
			Amount	Per-cent	1955-56	1956-57	Amount	Per-cent
Administration -	\$16,430	\$15,095	—\$1,335	8.1	\$15	\$11	—\$4	—26.7
Support and subsistence ---	336,557	438,722	102,165	30.4	311	325	14	4.5
Care and welfare -----	86,885	137,795	50,910	58.5	80	102	22	27.5
Maintenance and operation of plant -----	173,795	177,975	4,180	2.4	161	132	—29	—18.0
Totals -----	\$613,667	\$769,587	\$155,920	25.4	\$567	\$570	\$3	0.5

The per capita cost for operating expenses is scheduled at \$570 for 1956-57. This is an increase of \$3, or 0.5 percent, over the amount of \$567 estimated for expenditure in 1955-56.

The increase in operating expenses is primarily attributable to increased costs related to the population increase plus direct budgeting of costs for academic education rather than through the a.d.a. program, and the inauguration of the clothing ration plan.

The latter item, scheduled to cost an additional \$26,456, is recommended for deletion in line with our discussion of this item in the Departmental Summary Section of this analysis.

Equipment

Equipment expenditures are scheduled at \$3,250 for 1956-57. This is a decrease of \$5,132 under the amount of \$8,382 estimated for expenditure in 1955-56.

Out of the total of \$3,250 for equipment, the sum of \$1,850 is for replacement items and the further sum of \$1,400 is for additional equipment.

The budget as originally submitted by this facility requested \$4,900 for equipment. Modification of this amount after review to \$3,250, a

Medical Facility—Continued

reduction of \$1,650, or 33.7 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

Due to the fact that this is a new institution and original equipment is financed out of capital outlay funds, only very nominal requests for such items result at this time.

Department of Corrections
MEDICAL FACILITY

ITEM 53 of the Budget Bill

Budget page 108
Budget line No. 30

FOR EXPENSE OF MOVING RECEPTION-GUIDANCE CENTER FROM SAN
QUENTIN TO VACAVILLE FROM THE GENERAL FUND

Amount requested	\$5,000
Estimated to be expended in 1955-56 Fiscal Year	---
Increase	\$5,000

RECOMMENDATIONS

Amount budgeted	\$5,000
Legislative Auditor's recommendation	5,000
Reduction	None

ANALYSIS

This amount is scheduled as operating expense to cover the cost of moving reception-guidance center employees and their belongings from San Quentin to Vacaville coincidental with moving the function.

We recommend approval.

Department of Corrections
TEMPORARY FACILITY—CALIFORNIA MEN'S COLONY

ITEM 54 of the Budget Bill

Budget page 114
Budget line No. 6

FOR SUPPORT OF TEMPORARY FACILITY—CALIFORNIA MEN'S
COLONY FROM THE GENERAL FUND

Amount requested	\$1,573,388
Estimated to be expended in 1955-56 Fiscal Year	1,280,737
Increase (22.9 percent)	\$292,651

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages	\$174,069	\$123,610	\$50,459	119 38
Operating expenses	117,201	117,201	---	119 39
Equipment	4,081	4,081	---	119 40
Less: increased reimbursements	-2,700	-2,700	---	119 46
Total increase	\$292,651	\$242,192	\$50,459	119 48

RECOMMENDATIONS

Amount budgeted	\$1,573,388
Legislative Auditor's recommendation	1,526,966
Reduction	\$46,422

Temporary Facility—California Men's Colony—Continued

The California Men's Colony is a temporary facility utilizing a portion of the barracks area at a military installation at Camp San Luis Obispo. The initial inmate population was received in October, 1954. This facility is utilized to house the older, chronically infirm segment of the inmate population of the Department of Corrections. As of October, 1955, approximately 92 percent of the inmates were over 45 years of age, with 76 percent of the total inmate population being 50 years of age or older.

ANALYSIS

The recommended reduction of \$46,422 consists of the following amounts in the categories indicated:

<i>Salaries and Wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
3 Supervising cook I (effective September 1, 1956) -----	\$9,942	116	81
1 Correctional sergeant -----	4,512	117	73
8 Correctional officer -----	31,968	117	75
12 Positions, reducing salaries and wages by -----	\$46,422		

It should be noted that even with the recommended deletions of the above 12 positions, the agency will still receive the benefit of a total of 18.4 new positions involving an increase of \$78,961 in salaries and wages.

Per Capita Costs

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1954-55 -----	402	\$1,691	---	---
1955-56* -----	941	1,458	-\$233	-7.9
1956-57† -----	1,175	1,396	-62	-4.3

* Estimated as shown in 1956-57 Budget.

† Budget request.

The total expenditure for support of this facility is scheduled to increase \$301,651, or 22.5 percent.

Population at the institution is anticipated to average 1,175 inmates, an increase of 234, or 24.9 percent.

This results in the per capita cost going from \$1,458 to \$1,396, a decrease of \$62, or 4.3 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$955,053. This represents an increase of \$174,069, or 22.3 percent over the total of \$780,984 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 175 established positions -----	\$37,314
A total of 30.4 proposed new positions costing -----	125,383
A change in estimated salary savings of -----	11,372
Total increase in salaries and wages -----	\$174,069

A total of 175 positions is presently authorized. The agency is requesting an additional 30.4 proposed new positions. This represents an increase of 17.4 percent in staff, as compared to a 24.9 percent increase in population at this facility.

Temporary Facility—California Men's Colony—Continued

On the basis of the proposed budget, the agency is requesting one additional position for each 7.6 additional inmate increase in institutional population.

The present level of staffing is one position for each 5.3 inmates. The added positions will result in a total ratio of one position for each 5.7 inmates.

The following table reflects a comparative measure of the total level of service extended at this facility.

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1954-55-----	91.5	162,504	402	404		
1955-56*-----	176	312,576	941	332	—\$72	—17.8
1956-57†-----	205	364,080	1,175	310	—22	—6.6

* Estimated as shown in 1956-57 Budget.

† Budget requests.

Under the proposed budget request for 1956-57, the level of service will average 310 hours per inmate.

This is 22 hours, or 6.6 percent, below the level now scheduled for 1955-56.

The 30.4 proposed new positions are shown by function as follows:

Functions and Positions	Amount	Budget	
		Page	Line
Administration			
Business and accounting office:			
1 Storekeeper I-----	\$3,810	116	29
Support and subsistence:			
Feeding:			
*3 Supervising cook I (effective September 1, 1956)-----	9,942	116	81
Care and welfare:			
Custodial and personal care:			
1 Associate prison warden (effective September 1, 1956)-----	7,450	117	72
*2 Correctional sergeant (delete 1)-----	9,024	117	73
*13 Correctional officer (delete 8) (5 effective September 1, 1956)-----	48,538	117	75
1 Intermediate typist clerk-----	2,988	118	7
1 Intermediate clerk (effective September 1, 1956)-----	2,478	118	8
Medical care:			
1 Physician and surgeon II (effective September 1, 1956)-----	9,500	118	11
1 Medical technical assistant (effective September 1, 1956)-----	3,314	118	13
Education and religion:			
1 Supervisor of prison education-----	6,672	118	16
Classification and parole:			
1 Correctional classification officer II-----	4,980	118	19
2 Intermediate typist-clerk-----	6,276	118	20
0.4 Overtime (group counseling)-----	1,675	118	21
Maintenance and operation of plant			
Maintenance of grounds:			
1 Instructor in landscape gardening-----	4,740	118	73
1 Correctional officer (truck driver)-----	3,996	118	74
30.4 Totals-----	\$125,383		

* Recommended for deletion.

Temporary Facility—California Men's Colony—Continued

Functional and Per Capita Distribution of Salaries and Wages

Function	1955-56	1956-57	Increase		Increase over		Increase	
			Amount	Per-cent	1955-56	1956-57	Amount	Per-cent
Administration	\$63,628	\$72,759	\$9,130	14.3	\$67.62	\$61.93	—\$5.69	—8.4
Support and Subsistence	35,156	47,460	12,304	35.0	37.36	40.39	3.03	8.1
Care and welfare	633,739	775,478	141,739	22.4	673.47	659.98	—13.49	—2.0
Maintenance and operation of plant	48,460	59,356	10,896	22.5	51.14	50.51	—0.63	—0.1
Totals	\$780,984	\$955,053	\$174,069	22.3	\$829.59	\$812.81	—\$16.78	—2.0

The per capita cost for salaries and wages is scheduled at \$813 for 1956-57. This is a decrease of \$17, or 2 percent under the amount of \$830 estimated for expenditure in 1955-56.

Before considering the requests for new positions and our recommendations thereon, we believe it desirable to bring the present budget request into proper focus and perspective in relation to the prior 1955-56 Budget and the staffing provided at that time. The basis for considering such staffing should be particularly noted.

The budget proposed for this facility in 1955-56 requested a total of 66.5 new positions. The population at the facility was estimated to reach 1,000 by January 1, 1956, and to continue at this level for the last six months of that fiscal year.

Staffing was therefore geared to this 1,000 population level since the facility would be operating at that level for one-half of the effective period covered by that budget.

The population is now scheduled to average 1,175 inmates, a real gain of only 175 inmates or 17.5 percent above the level previously provided and budgeted.

The evaluation of the need for new positions should therefore be predicated only upon such additional work load as may be generated by the additional 175 inmate average population increase over the final population previously provided for in the current budget in order to maintain the same level of comparative service.

3 Supervising cook I (effective September 1, 1956)

(Budget page 116, line 81) \$9,942

The agency states that one of these positions is needed to "provide coverage on the 10 a.m. to 6 p.m. shift for the additional dining area to be opened due to increased population, and will supervise the preparation and serving of the noon and evening meals and lay out breakfast."

It is further stated that the other two positions are needed "for relief of the above position, and for existing feeding staff on a post assignment basis."

The full annual ultimate cost of the three positions will be \$14,220.

We recommend deletion of three supervising cooks I, reducing salaries and wages by \$9,942.

Temporary Facility—California Men's Colony—Continued

One additional supervising cook position was requested in this budget last year on the premise that it was necessary in order to provide seven-day coverage in the kitchen during the hours 4 a.m. to 7 p.m. daily.

The statement was also made by the agency at that time that the increase in population necessitates operating another mess hall.

Pursuant to our analysis of this request and our recommendations thereon in last year's report, the position was deleted by the Legislature. The budget last year provided for augmenting the food service personnel by adding three new positions: a food manager, a baker, and a butcher-meateutter.

No new or additional compelling factors have been presented in connection with this one position that warrant a reconsideration of the request at this time.

We therefore recommend its deletion, reducing salaries and wages by \$3,314.

An increase in population in and of itself does not necessarily warrant an increase in supervising cook staffing. Increased population means preparation of increased quantities of food by the inmate crews and may necessitate increasing the size of the inmate complement performing this work under the supervision of existing personnel. Similarly, the mess hall activity time to accomplish the actual feeding may have to be either lengthened or additional areas devoted to the mess function.

No showing has been made by the agency why the feeding time required cannot be increased by 17 percent in the existing feeding facilities in order to accommodate the nominal 17 percent increase in population. Such an arrangement would obviate the necessity of activating additional feeding areas.

As pointed out in our prior analysis last year, the California Men's Colony is primarily utilized to "house older and chronically infirm inmates." It would, therefore, appear reasonable to expect certain economies in staffing.

Because of the older age and chronically infirm condition of some of the inmates housed at this facility, there is not the same need for emphasis on formalized academic or vocational training as is found in most of the other penal institutions. Consequently, there is not the urgency to time the daily program on the same standards as would otherwise be necessary to provide adequate opportunity for a complete institutional activity in this regard.

Increasing the actual serving and feeding time by 17 percent should, therefore, have no material adverse effect upon these other aspects of the program at this facility.

As a practical matter, the agency is now operating feeding facilities for a present population of 1,000 inmates. The time required, we are informed, is about 80 minutes to complete this feeding. If we assume that the agency will ultimately achieve the 17 percent gain in population, this would only require an extension in feeding time of an additional 13 minutes, utilizing the same personnel and facilities as now exist.

Temporary Facility—California Men's Colony—Continued

We believe that the ultimate potential expenditure in excess of \$14,220 per year is not warranted to save 13 minutes in feeding time at this particular facility.

The following table presents a measurement of the level of service devoted to custody at this facility:

Level of Service—Employee Hours Available per Inmate for Custody

Fiscal year	Total positions	Total annual man-hours	Average population	Level of service	Increase over prior year	
					Amount	Percent
1954-55-----	64.1	113,842	402	283	--	--
1955-56*-----	125	222,000	941	236	47	-16.6
1956-57†-----	144	255,744	1,175	218	18	-7.6

* Estimated as shown in 1956-57 Budget.

† Budget request.

Under the proposed budget request for 1956-57 the level of service will average 218 hours per inmate.

This is 18 hours, or 7.6 percent, below the level now scheduled for 1955-56.

2 Correctional sergeant (Budget page 117, line 73)-----	\$9,024
13 Correctional officer (Budget page 117, line 75)-----	48,538
	<hr/>
	\$57,562

A total of 18 additional custody positions, including the associate warden and one medical technical assistant and a correctional officer (truck driver), are being requested based upon a presently budgeted increase in population of only 200 inmates or 20 percent.

In addition, custody is being strengthened by requests for other positions for functions now being performed by custodial officers, and which will permit the availability of additional custodial time out of the existing complement of custodial officers. Three of the new position requests falling in the latter category are:

- 1 Intermediate typist-clerk (switchboard and teletype) to assist presently authorized sergeant position now assigned to this function
- 1 Intermediate clerk (mail censoring) to assist presently authorized correctional sergeant now assigned to this function
- 1 Instructor in landscape gardening to provide instruction and be responsible for maintenance of the grounds

Furthermore, some of the custody positions being requested are for specialized functions which of necessity have been and are being accomplished to the degree permissible out of the presently authorized staff.

Six positions falling in the latter category are:

- 2 Correctional sergeants including relief for the receiving and release function
- 1 Correctional officer for the captain's office
- 1 Correctional officer for mail censoring and visiting room
- 1 Correctional officer for the detention unit

Temporary Facility—California Men's Colony—Continued

- 1 Correctional officer (truck driver) to pick up and deliver materials and supplies both within and outside the institution and to supervise the garage and gasoline station

The increase of 200 in population basically requires the utilization of three additional dormitories. Custody requirements for the coverage at the existing level of service would require three positions plus two relief or a total of five positions, all to be effective September 1, 1956. We recommend approval of these three positions shown on budget page 115, line 9, with two relief positions included on line 30.

The question then resolves itself into a determination as to how much additional activity and work load is generated by either the actual 17 percent or the revised 20 percent estimated increase in population in such functions as receiving and release, the captain's office, mail censoring and visiting, detention unit, and truck delivery, all of which account for a request for two additional correctional sergeants, including relief, and four additional correctional officers, plus appropriate relief for the latter which would amount to two further positions. The total of the foregoing request then is for two sergeants and six correctional officers.

Unfortunately, no definite itemized work load data has been developed either by the agency or the Department of Finance upon which to predicate the exact staffing requirement for the performance of most of the factors outlined above. The positions have been included in the budget on the basis of generalized statements that in other institutions the function is performed with a comparable staffing pattern. While this may be true, that fact does not justify either the staffing in the other institutions or the request for the additional staffing in this instance.

It is obvious that actual work load requirements in terms of a 20 percent increase in population for each of the five functions specified above, and which form the basis of the budget request for two sergeants and six officers, including relief, do not warrant the establishment of all of the positions requested. It should be noted that all of the functions described are now being performed to the extent practicable, with presently established positions for a population of 1,000 inmates.

We recommend the deletion of one sergeant for the receiving and release function, reducing salaries and wages in the amount of \$4,512.

We further recommend the deletion of two correctional officers, plus relief, or a total of three officers, reducing salaries and wages in the amount of \$11,988, such reduction preferably but not necessarily to be effected from the requested coverage outlined on Budget page 115, line 5.

3 Correctional officers (Budget page 117, line 75)----- \$11,988

The above three positions, shown on Budget page 115, line 12, are a part of the 13 such positions reflected on line 8 of the same page.

These positions are requested "to provide 24-hour, seven-day-a-week coverage for the additional area to be activated adjacent to but outside the main confines of the institution."

Temporary Facility—California Men's Colony—Continued

These three positions would require two relief positions making a total of five officers to provide the coverage requested and would entail an annual ultimate cost of \$23,700 for salaries and wages exclusive of state retirement costs.

The agency bases its justification upon statements in essence as follows:

1. The area contains 22 buildings.
2. The employees' dining room will be located in the area and will require the general supervision of an officer from 4 a.m. to 8 a.m. on the first watch and until 8 p.m. on the third watch.
3. The officer assigned to the area will also be responsible for a continuous patrol of the buildings and area.
4. The area will be used to store supplies and equipment.
5. The institutional automotive equipment will be stored in this area for a considerable period of time.
6. A large amount of medical equipment and other supplies belonging to the Army is stored in the area and the State is responsible for the equipment.
7. The structure of the buildings in this area will require constant supervision to prevent fire, pilferage and other hazards to supplies and equipment stored there.
8. The position will also provide coverage to prevent the entry of contraband into the area from Highway No. 1 that passes within an estimated 200 yards of the area.
9. Army stores are estimated to be worth about \$100,000 and state-owned stores in a like amount.
10. It is estimated that at least 50 inmates will be employed in shops, warehouse, and employees' dining room in this area.

We recommend deletion of the three positions, plus two relief, or a total of the five positions requested, reducing salaries and wages in the amount of \$19,980.

Only three out of the 10 reasons advanced by the agency may be said to be related to the custodial security of the inmate. The remaining reasons deal primarily with the safety and security of property. As to the latter point, we submit that approximately 25 percent of the value of the property is a substantial premium to pay in salaries and wages for the ostensible control and/or prevention of loss through fire or pilferage of the government property entrusted to our custody, and yet have no guarantee against such loss.

In any event, in the periods during which inmates are employed in the area in question they are under the direction of personnel charged with responsibilities for that supervision. We refer to five maintenance positions for the shops in the area.

We also refer to the supervision already provided by storekeepers for the warehouse function.

From time to time there will also be in the area the grounds crew supervisor and the work crew supervisor.

Temporary Facility—California Men's Colony—Continued

This facility has a full time fire chief and sanitation officer for fire prevention inspection and the maintenance of adequate safety standards against this hazard.

As for the probable risk of contraband filtering into the institution through this area only, via Highway No. 1, the agency has supplied no data as to their experience on this factor as it pertains to the specific area in question.

Finally, the agency justification as submitted for the second watch states: "We are being forced to man the area by using officers from other assignments on a calculated risk basis."

All of the foregoing factors necessitate a recommendation that these three positions, plus two relief positions, be deleted, reducing salaries and wages by \$19,980.

Operating Expenses

Operating expenses are scheduled at \$613,051 for 1956-57. This is an increase of \$117,201, or 23.6 percent, over the amount of \$495,850 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	1955-56	1956-57	Increase		Per capita costs		Increase	
			Amount	Per-cent	1955-56	1956-57	Amount	Per-cent
Administration	\$19,040	\$20,570	\$1,530	8.0	\$20.23	\$17.51	—\$2.72	—13.4
Support and subsistence	303,655	353,355	49,700	16.4	322.69	300.73	—21.96	—6.8
Care and welfare	56,835	94,146	37,311	65.7	60.40	80.12	19.72	32.6
Maintenance and operation of plant	116,320	144,980	28,660	24.6	123.61	123.39	—0.22	—0.1
Totals	\$495,850	\$613,051	\$117,201	11.47	\$526.93	\$521.75	—\$5.18	—1.0

The per capita cost for operating expenses is scheduled at \$522 for 1956-57. This is a decrease of \$5, or 1 percent, under the amount of \$527 estimated for expenditure in 1955-56.

Equipment

Equipment expenditures are scheduled at \$15,244 for 1956-57. This is an increase of \$4,081 over the amount of \$11,163 estimated for expenditure in 1955-56.

Out of the total of \$15,244 for equipment, the sum of \$12,889 is for replacement items and the further sum of \$2,355 is for additional equipment.

The budget as originally submitted by this facility requested \$31,053 for equipment. Modification of this amount after review to \$15,244, a reduction of \$15,809, or 50.9 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

**Department of Corrections
TEMPORARY FACILITY—CALIFORNIA MEN'S COLONY**

ITEM 55 of the Budget Bill

Budget page 114
Budget line No. 32

FOR ADDITIONAL INVENTORY AND SUPPLIES FROM THE GENERAL FUND

Amount requested	\$11,625
Estimated to be expended in 1955-56 Fiscal Year	—
Increase	\$11,625

RECOMMENDATIONS

Amount budgeted	\$11,625
Legislative Auditor's recommendation	11,625
Reduction	None

ANALYSIS

This item is to provide an initial complement of supplies incidental to the 200 inmate increase in year end population at this facility.

Approval is recommended.

**Department of Corrections
INSTITUTION FOR MEN, CHINO**

ITEM 56 of the Budget Bill

Budget page 120
Budget line No. 31

FOR SUPPORT OF INSTITUTION FOR MEN, CHINO, FROM THE GENERAL FUND

Amount requested	\$4,014,707
Estimated to be expended in 1955-56 Fiscal Year	3,664,328
Increase (9.6 percent)	\$350,379

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages	\$145,661	\$79,530	\$66,131	131 59
Operating expense	182,571	125,969	56,602	131 60
Equipment	22,652	22,652	—	131 61
Inmate pay-work projects	380	380	—	131 62
Less: increased reimbursements	—885	—885	—	131 74
Total increase	\$350,379	\$227,646	\$122,733	131 76

RECOMMENDATIONS

Amount budgeted	\$4,014,707
Legislative Auditor's recommendation	3,922,141
Reduction	\$92,566

The Institution for Men, Chino, is a minimum custody institution with a scheduled capacity of 1,572 adult offenders. As a part of the total operations, there is also a reception-guidance center with a population of 400 inmates, through which are processed all commitments from the Southern California area.

Institution for Men, Chino—Continued

The former women's prison at Tehachapi is now operated as a branch facility for male inmates at a population level of 500. This latter institution is under the general administrative control of the main Chino institution.

Highway road camps and state forestry camps are also integrated into the total operational program at a budgeted capacity of 340 inmates.

Out of the total of 29.4 proposed new positions, 14.4 are for the main Chino institution, 10.5 are for the Tehachapi Branch Unit, and five are for the Highway Road and State Forestry Camps.

We recommend approval of the 14.4 positions requested for the main Chino institution.

The 29.4 proposed new positions are shown by function as follows:

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Care and welfare:			
Custodial and personal care:			
1 Correctional officer	\$3,996	125	24
Classification and treatment:			
Overtime (group counseling)	4,000	125	26
Intensive treatment:			
1 Clinical psychologist II (effective Jan. 1, 1957) ..	3,030	125	29
7 Correctional classification officers II (effective Jan. 1, 1957)	17,430	125	32
3 Intermediate typist-clerks (effective Jan. 1, 1957) ..	4,707	125	34
Education and religion:			
1 Instructor in plumbing	4,980	125	37
1 Instructor in sheet metal work	4,980	125	38
0.4 Sabbatical leave	1,875	125	39
Tehachapi branch unit:			
Culinary:			
*1 Supervising cook I	3,996	128	20
Custody:			
*3 Correctional officers	11,988	128	22
Classification and treatment:			
1 Correctional classification officer I	4,740	128	25
1 Prison records officer I	4,194	128	26
1 Intermediate stenographer-clerk	3,138	128	27
0.3 Overtime (group counseling)	1,000	128	28
Education and religion:			
1 Instructor in agriculture	4,980	128	30
1 Instructor in auto mechanics	4,980	128	31
1 Instructor in welding	4,980	128	32
0.2 Sabbatical leave	625	128	33
Highway road camp:			
*1 Correctional officer	3,996	129	77
State forestry camps:			
*4 Correctional officers	15,984	130	83
29.4 Totals	\$109,599		

* Recommended for deletion.

Institution for Men, Chino—Continued

Functional and Per Capita Distribution of Salaries and Wages

* Function	1955-56	1956-57	Increase		Per capita		Increase	
			Amount	Per cent	1955-56	1956-57	Amount	Per cent
Administration	\$124,327	\$125,542	\$1,215	9.7	\$69.19	\$63.66	—\$5.53	—8.0
Support and subsistence	71,008	71,193	185	0.3	39.51	36.10	—\$3.41	—8.6
Care and welfare	1,467,818	1,522,827	55,009	3.4	816.82	772.22	44.60	5.5
Maintenance and operation of plant	94,193	99,242	5,049	5.4	52.42	50.32	—2.10	—4.0
Totals	\$1,757,346	\$1,818,804	\$61,458	3.5	\$977.94	\$922.30	—\$55.64	—5.7

* Chino institution, exclusive of Reception-Guidance Center.

The institutional per capita costs for salaries and wages are scheduled at \$922 for 1956-57. This is a decrease of \$56, or 5.7 percent under the amount of \$978 estimated for expenditure in 1955-56.

The following table presents a measurement of the level of service devoted to custody at this facility:

Custodial Level of Service—Employee Hours Available per Inmate

Fiscal year	Total custodial employees §	Total annual man-hours	Average population	Custodial level of service	Increase over prior year	
					Amount	Percent
1945-46	58	127,136	448	284	—	—
1946-47	74.6	163,523	518	316	32	11.3
1947-48*	138.6	246,154	790	312	—4	—1.3
1948-49	166	294,816	1,010	292	—20	—6.4
1949-50	186.5	331,224	1,344	246	—46	—15.8
1950-51	184	326,784	1,474	222	—24	—9.8
1951-52	227	404,573	1,634	248	26	11.8
1952-53	232.6	413,098	1,871	221	—27	—10.9
1953-54	232.1	412,210	1,890	218	—3	—1.4
1954-55	234.7	416,827	1,870	223	5	2.3
1955-56†	238	422,688	1,797	235	12	5.4
1956-57‡	238	422,688	1,972	214	—21	—9.0

* Forty-hour week became effective.

† Budget request.

‡ Estimated as shown in 1956-57 Budget.

§ Chino Institution and Reception Guidance Center only.

Under the proposed budget request for 1956-57 the level of service will average 214 hours per inmate.

This is 21 hours, or 9.0 percent, below the level now scheduled for 1955-56.

Tehachapi Branch Unit

The Tehachapi branch facility which became active as an institution for adult males was placed in operation in the third quarter of the 1954-55 Fiscal Year. The initial staffing of this unit was largely geared to the fact that it was contemplated to achieve a population of 500 by the end of the 1954-55 Fiscal Year.

Similarly, when the 1955-56 budget was considered, again, it was on the basis of both an average and year-end population of 500. However, the revised estimate of 456 indicates the probability that the facility will not achieve its original budgeted capacity for 1955-56.

Institution for Men, Chino—Continued

Again in the 1956-57 budget considerations, the operation is predicated upon a 500 population figure.

With the same population level prevailing as originally budgeted in 1954-55, it appears clear that much of the additional staffing requested at this time falls clearly within the concept of increased services.

ANALYSIS

The recommended reduction of \$92,566 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Tehachapi Branch Unit			
1 Supervising cook I	\$3,996	128	20
3 Correctional officers	11,988	128	22
Road and Forestry Camps			
1 Correctional officer	3,996	129	77
4 Correctional officers	15,984	130	83
9 positions, reducing salaries and wages by	\$35,964		

It should be noted that even with the recommended deletions of the above nine positions, the agency will still receive the benefit of a total of 20.4 new positions involving an increase of \$73,635 in salaries and wages.

<i>Operating expenses</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Defer establishment of additional clothing inventory for increased ration complement	\$56,602	123	66
Reduction in operating expenses	\$56,602		
Total recommended reduction	\$92,566		

Per Capita Costs—Tehachapi Branch Unit

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1954-55	62	\$3,107		
1955-56*	456	1,708	—\$1,399	—45.0
1956-57†	500	1,722	14	0.8

* Estimated as shown in 1956-57 Budget.

† Budget request.

The total support budget of this branch unit facility is scheduled to increase \$104,748, or 14.6 percent.

Population at the institution is anticipated to average 500 inmates, an increase of 44, or 9.6 percent.

This results in the per capita cost going from \$1,708 to \$1,722, an increase of \$14, or 0.8 percent.

Institution for Men, Chino—Continued

Fiscal year	Per Capita Costs		Increase over prior year	
	Institution and guidance center population	Per capita cost	Amount	Percent
1946-47	518	\$1,250	--	--
1947-48*	790	1,302	\$52	4.2
1948-49	1,010	1,361	59	4.5
1949-50	1,344	1,131	—230	—16.9
1950-51	1,474	1,118	—13	—1.1
1951-52	1,634	1,238	120	10.7
1952-53	1,871	1,250	12	1.1
1953-54	1,890	1,307	57	4.6
1954-55	1,870	1,405	98	7.5
1955-56†	1,797	1,567	162	11.5
1956-57‡	1,972	1,522	—45	2.8

* Forty-hour week became effective.

† Budget request.

‡ Estimated as shown in 1956-57 Budget.

The total expenditure for support of all operations of this facility is scheduled to increase \$364,559, or 9.4 percent.

Population at the institution and guidance center is anticipated to average 1,972 inmates, an increase of 175, or 9.7 percent.

This results in the per capita cost going from \$1,576 to \$1,522, a decrease of \$45, or 2.8 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$2,673,343. This represents an increase of \$145,661, or 5.8 percent over the total of \$2,527,682 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 509.2 established positions	\$55,362
A total of 29.4 proposed new positions costing	109,599
A change in estimated salary savings of	—19,300

Total increase in salaries and wages \$145,661

A total of 384.7 positions are presently authorized for the institution and guidance center only. The agency is requesting an additional 14.4 proposed new positions for these two main functions. This represents an increase of 3.7 percent in staff, as compared to a 9.7 percent increase in population at the institution and guidance center.

On the basis of the proposed budget, the agency is requesting one additional position for each 12.2 additional inmate increase in institutional and guidance center population. This results in a ratio of one position for each 5.4 inmates in institutional operations only.

Compared to the present level of staffing which is one position for each 4.7 inmates it is apparent that the ratio of requested new positions to change in institutional population represents a decline in the level of service indicated by the existing ratio.

The following table reflects a comparative measure of the total level of service extended at this facility.

Institution for Men, Chino—Continued

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1945-46	100	219,200	448	489	—	—
1946-47	117.2	256,902	518	496	7	1.4
1947-48*	193.7	344,011	790	435	-61	-12.3
1948-49	241.4	428,726	1,010	424	-11	-2.5
1949-50	264.4	469,574	1,344	349	-75	-17.7
1950-51	266.2	472,771	1,474	321	-28	-8.0
1951-52	320.1	568,498	1,634	348	27	8.4
1952-53	323.9	575,246	1,871	307	-41	-11.8
1953-54	324.4	576,134	1,890	305	-2	-0.7
1954-55	340.8	605,261	1,870	324	19	6.2
1955-56†	351.7	624,619	1,797	348	24	7.4
1956-57‡	367.1	651,970	1,972	331	-17	-4.9

* Forty-hour week became effective.

† Budget request.

‡ Estimated as shown in 1956-57 Budget.

§ Chino Institution and Guidance Center only.

Under the proposed budget request for 1956-57 the level of service will average 331 hours per inmate.

This is 17 hours, or 4.9 percent, below the level now scheduled for 1955-56.

It is 26 hours, or 8.5 percent, above the minimum level of service of 305 hours, experienced in 1953-54 during the period of 12 fiscal years, reflected in the above table.

The following table reflects a comparative measure of the total level of service extended at Tehachapi Branch Unit.

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1954-55	24	42,624	62	687	—	—
1955-56*	96.5	171,384	456	376	-311	-45.3
1956-57†	106.5	189,144	500	378	2	0.5

* Estimated as shown in 1956-57 Budget.

† Budget requests.

Under the proposed budget request for 1956-57, the level of service will average 378 hours per inmate.

This is two hours, or 0.5 percent, above the level now scheduled for 1955-56.

1 Supervising Cook I (Budget page 128, line 20)-----\$3,996

The agency is again requesting this position which was deleted by the Legislature when it was initially requested in the 1954-55 Budget.

Similarly the agency again requested the position last year and it was again deleted by the Legislature.

We recommend deletion of the position of supervising cook I, reducing salaries and wages by \$3,810.

We are impelled to restate our previous reasons for this recommendation. The kitchen is scheduled for operation 14 hours per day. On this basis, staffing requirements would have to provide 5,110 hours of coverage per year on a seven-day-per-week schedule.

Institution for Men, Chino—Continued

Based on the current work year of 1,816 hours per employee, a total of 2.8 positions, including relief, would be necessary to provide supervision coverage throughout the working hours. This would still leave the agency in excess of 363 hours of available supervision coverage over and above minimum requirements utilizing the presently established three positions.

We direct attention to the fact that the medical facility operated for several years with only two assistant supervising institution cooks with a starting average population of 540, which is in excess of the average population at this branch unit operation.

We must again make the point that the actual manual work load of preparing and cooking the food is done by inmate crews under the supervision of the civil service staff. Because of this fact there is no necessary direct correlation between the number of civil service personnel required to supervise a culinary operation and the size of the population to be served.

We therefore again recommend deletion of the requested position.

The following table presents a measurement of the level of service devoted to custody at the Tehachapi Branch Unit.

Level of Service—Employee Hours Available per Inmate for Custody

Fiscal year	Total positions	Total annual man-hours	Average population	Level of service	Increase over prior year	
					Amount	Percent
1954-55-----	16.1	28,594	62	461	—	—
1955-56*-----	72	127,872	456	280	—181	—39.3
1956-57†-----	75	133,200	500	266	—14	—5.0

* Estimated as shown in 1956-57 Budget.

† Budget request.

Under proposed budget request for 1956-57 the level of service will average 266 hours per inmate.

This is 14 hours, or 5 percent, below the level now scheduled for 1955-56.

3 Correctional Officers (Budget page 128, line 22)-----\$11,988

Three additional officers, including relief, are requested in order to provide two officers plus relief on an outside roving patrol assignment on the 4 p.m. to midnight and the midnight to 8 a.m. shifts for Barracks C, D and H. This would be in addition to the custodial personnel already assigned to cover these units.

We recommend deletion of the requested three correctional officer positions, reducing salaries and wages by \$11,988.

This request constitutes an improvement in the level of custodial coverage already provided for the same physical premises and the same numerical budgeted inmate average daily population. The ultimate cost of these positions at the top of the salary range would be \$14,120.

When this branch unit was originally staffed in 1954-55 our analysis at that time pointed out that the requested staffing pattern for custody purposes were very substantially in excess of that formerly authorized when the facility was operated as a women's penal institution.

Institution for Men, Chino—Continued

As a result, a legislative deletion of five custody officers was made at that time out of a recommended deletion of 10 correctional officers.

The allowance of the request at this time would in effect restore the major portion of the former legislative reduction.

Such a restoration is not recommended at this time.

We recommend approval of the remaining 6.5 positions, 3.3 under Classification and Treatment and 3.2 positions under Education and Religion.

Road and Forestry Camps

1 Correctional officer (Budget page 129, line 77)-----	\$3,996
4 Correctional officer (Budget page 130, line 83)-----	15,984

The above positions are requested to provide a fifth correctional officer in one highway road camp and the four state forestry camps operated by the main Chino institution.

The ultimate cost of these positions at the maximum salary range will be \$23,650.

We recommend deletion of these five proposed new positions reducing salaries and wages by \$19,980 as discussed in the departmental summary section of this analysis.

Operating Expenses

Institutional operating expenses are scheduled at \$1,039,236 for 1956-57. This is an increase of \$141,109, or 15.7 percent, over the amount of \$898,127 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for institutional operating expenses is indicated below:

* Function	1955-56	1956-57	Increase		Per capita costs		Increase	
			Amount	Per-cent	1955-56	1956-57	Amount	Per-cent
Administration	\$24,485	\$25,200	\$715	2.9	\$17.28	\$16.03	\$1.25	7.2
Support and subsistence--	556,312	634,274	77,962	14.0	392.60	403.48	10.88	2.8
Care and welfare ----	121,785	183,332	61,547	50.5	85.95	116.62	30.67	35.7
Maintenance and operation of plant ---	195,545	196,430	885	0.4	138.00	124.95	13.05	9.5
Totals ---	\$898,127	\$1,039,236	\$141,109	75.7	\$633.83	\$661.08	\$27.25	4.3

* Chino institution exclusive of Reception Guidance Center.

The per capita cost for institutional operating expenses are scheduled at \$661 for 1956-57. This is an increase of \$27, or 4.3 percent, over the amount of \$634 estimated for expenditure in 1955-56.

The major increase in operating expenses occurs in the support and subsistence function. This is attributable to the establishment of additional clothing inventory and for an increased ration complement of inmate apparel.

We recommend deletion of \$56,602 representing the increased initial cost of the program at this facility as discussed in the departmental summary section of this analysis.

Institution for Men, Chino—Continued

Equipment

Equipment expenditures are scheduled at \$74,525 for 1956-57. This is an increase of \$22,652 over the amount of \$51,873 estimated for expenditure in 1955-56.

Out of the total of \$74,525 for equipment, the sum of \$42,546 is for replacement items and the further sum of \$31,979 is for additional equipment.

The budget as originally submitted by this facility requested \$158,247 for equipment. Modification of this amount after review to \$74,525, a reduction of \$83,722, or 52.9 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

Department of Corrections
STATE PRISON AT FOLSOM

ITEM 57 of the Budget Bill

Budget page 133
Budget line No. 28

FOR SUPPORT OF STATE PRISON AT FOLSOM FROM THE GENERAL FUND

Amount requested	\$3,044,058
Estimated to be expended in 1955-56 Fiscal Year	2,871,670
Increase (6.0 percent)	\$172,388

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$62,531	\$27,561	\$34,970	141	32
Operating expense	103,356	66,812	36,544	141	33
Equipment	22,689	22,689	—	141	34
Inmate pay-work projects	7,645	7,645	—	141	35
Less : increased reimbursements	—23,833	—23,833	—	141	49
Total increase	\$172,388	\$100,874	\$71,514	141	52

RECOMMENDATIONS

Amount budgeted	\$3,044,058
Legislative Auditor's recommendation	2,977,534
Reduction	\$66,524

Folsom State Prison is a maximum security institution housing the more potentially dangerous security risks, habitual criminals, and those inmates serving long-term sentences.

ANALYSIS

The recommended reduction of \$66,524 consists of the following amounts in the categories indicated:

Salaries and wages	Amount	Budget	
		Page	Line
4 Medical technical assistant	\$15,984	137	46
3.5 Correctional officer	13,986	140	50
7.5 Positions, reducing salaries and wages by	\$29,970		

Corrections

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State Prison at Folsom—Continued

It should be noted that even with the recommended deletions of the above 7.5 positions, the agency will still receive the benefit of a total of 9.8 new positions involving an increase of \$40,967 in salaries and wages.

<i>Operating expenses</i>	<i>Amount</i>	<i>Budget Page</i>	<i>Line</i>
Defer establishment of additional clothing inventory for increased ration complement-----	\$36,554	136	17
Reduction in operating expenses-----	\$36,554		
Total recommended reduction-----	\$66,524		

<i>Fiscal year</i>	<i>Per Capita Costs</i>		<i>Increase over prior year</i>	
	<i>Institution population</i>	<i>Per capita cost</i>	<i>Amount</i>	<i>Percent</i>
1946-47-----	2,185	\$601	---	---
1947-48*-----	2,360	764	\$163	27.1
1948-49-----	2,535	792	28	3.7
1949-50-----	2,750	738	-54	-6.8
1950-51-----	2,738	814	76	10.3
1951-52-----	2,415	957	143	17.6
1952-53-----	2,212	1,113	156	16.3
1953-54-----	2,500	1,092	-21	-1.9
1954-55-----	2,622	1,045	-47	4.3
1955-56†-----	2,485	1,193	148	14.2
1956-57‡-----	2,510	1,221	28	2.3

* Forty-hour week became effective.

† Estimate as shown in 1956-57 Budget.

‡ Budget request.

The total expenditure for support of this facility is scheduled to increase \$179,228, or 5.9 percent.

Population at the institution is anticipated to average 2,510 inmates, an increase of 25, or 0.9 percent.

This results in the per capita cost going from \$1,193 to \$1,221, an increase of \$28, or 2.3 percent.

It should be noted, however, that the population forecast represents an actual decline of 112 inmates below the actual 1954-55 level of 2,622 inmates.

Likewise, it is below the 1955-56 level of 2,600 inmates budgeted in the 1955-56 Governor's Budget.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$1,966,853. This represents an increase of \$62,531, or 3.3 percent, over the total of \$1,904,322 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 382.5 established positions-----	\$11,794
A total of 17.3 proposed new positions costing-----	70,937
A change in estimated salary savings of-----	-20,200

Total increase in salaries and wages----- \$62,531

A total of 358 institutional positions are presently authorized. The agency is requesting an additional 11.3 proposed new institutional posi-

State Prison at Folsom—Continued

tions. This represents an increase of 3.2 percent in staff, as compared to a 1 percent increase in population at the institution.

On the basis of the proposed budget, the agency is requesting one additional position for each 2.2 additional inmate increase in institutional population. This results in a total institutional ratio of one position for each 6.8 inmates.

The present level of staffing is one position for each 7.01 inmates. It is apparent that the ratio of requested new positions to change in institutional population represents an improvement in the level of service indicated by the existing ratio.

Attention is again directed to the fact that the institutional population forecast for 1956-57 is actually below both the budgeted level for 1955-56 and the actual figure for 1954-55.

This condition will generally support the premise that any added positions allowed at this time will result in an increased level of service.

The following table reflects a comparative measure of the total level of service extended at this facility.

Total Level of Service—Employee Hours Available per Inmate						
Fiscal year	Total employees ‡	Total annual man-hours ‡	Population	Level of service	Increase over prior year	
					Amount	Percent
1945-46-----	234	512,928	1,886	272	—	—
1946-47-----	224.4	491,885	2,185	225	—47	—17.3
1947-48*-----	273.7	486,091	2,360	206	—19	—8.4
1948-49-----	304	539,904	2,535	213	7	3.4
1949-50-----	332.4	590,342	2,750	215	2	0.9
1950-51-----	331.7	589,099	2,738	215	—	—
1951-52-----	323.8	575,069	2,415	238	23	10.8
1952-53-----	330.3	586,613	2,212	265	27	11.3
1953-54-----	338.2	600,643	2,500	240	—25	—9.4
1954-55-----	345	612,720	2,622	234	—6	2.5
1955-56§-----	356	632,256	2,485	254	20	8.5
1956-57†-----	370.2	657,475	2,510	262	8	3.1

* Forty-hour week became effective.

§ Estimate as shown in 1956-57 Budget.

† Budget requests.

‡ Exclusive of camps.

Under the proposed budget request for 1956-57 the level of service will average 262 hours per inmate.

This is eight hours, or 3.1 percent, above the level now scheduled for 1955-56.

It is 56 hours, or 27.2 percent, above the minimum level of service of 206 hours, experienced in 1947-48 during the period of 11 fiscal years, reflected in the above table.

The 17.3 proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
Care and welfare:			
Custodial and personal care:			
4 Correctional officer (expire June 30, 1957)-----	\$15,984	137	40
Classification and treatment:			
1.1 Overtime (group counseling)-----	5,000	137	41
1 Correctional classification officer I-----	4,512	137	42
1 Intermediate typist-clerk-----	2,988	137	43
Medical and dental:			
*4 Medical technical assistant-----	15,984	137	45

State Prison at Folsom—Continued

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Education and religion:			
0.2 Sabbatical leave -----	1,875	137	47
State forestry camps:			
0.5 Camp supervisor II (one for six months) -----	2,616	140	47
2 Correctional officer (four for six months) -----	7,992	140	48
*3.5 Correctional officer (three full time, one for six months) -----	13,986	140	50
17.3 Totals -----	\$70,937		

* Recommended for deletion.

* Functional and Per Capita Distribution of Salaries and Wages

<i>Function</i>	<i>1955-56</i>	<i>1956-57</i>	<i>Increase</i>		<i>Per capita cost</i>		<i>Increase</i>	
			<i>Amount</i>	<i>Per-cent</i>	<i>1955-56</i>	<i>1956-57</i>	<i>Amount</i>	<i>Per-cent</i>
Administration	\$105,834	\$105,277	—\$557	—0.5	\$42.59	\$41.94	—\$0.65	—1.5
Support and subsistence	66,807	65,875	—932	—1.4	26.88	26.25	—63	—2.3
Care and welfare	1,464,987	1,505,786	40,799	2.8	589.53	599.91	10.38	1.8
Maintenance and operation of plant	140,278	137,953	—2,325	—1.7	56.45	54.96	—1.49	—2.6
Totals	\$1,777,906	\$1,814,491	\$36,985	2.1	\$715.45	\$723.06	\$7.61	1.1

* Exclusive of camps.

The per capita cost for salaries and wages exclusive of camps are scheduled at \$723.06 for 1956-57. This is an increase of \$7.61, or 1.1 percent over the amount of \$715.45 estimated for expenditure in 1955-56.

3.5 Correctional officers (Budget page 140, line 50)----- \$13,986

The above represents the request to provide one additional officer at each of the camp operations.

We recommend deletion of the positions reducing salaries and wages in the amount of \$13,986, as discussed in the departmental summary section of this analysis.

The following table presents a measurement of the level of service devoted to custody at this facility:

Level of Service—Employee Hours Available per Inmate for Custody

<i>Fiscal year</i>	<i>Total positions ‡</i>	<i>Total annual man-hours</i>	<i>Average population</i>	<i>Level of service</i>	<i>Increase over prior year</i>	
					<i>Amount</i>	<i>Percent</i>
1945-46 -----	175	383,600	1,886	203	—	—
1946-47 -----	173.8	380,970	2,185	174	—29	—14.3
1947-48* -----	214.2	380,419	2,360	161	—13	—7.5
1948-49 -----	233	413,808	2,535	163	2	1.2
1949-50 -----	248.1	440,626	2,750	160	—3	—1.8
1950-51 -----	247.9	440,270	2,738	161	1	.6
1951-52 -----	236.9	420,734	2,415	174	13	8.1
1952-53 -----	242.4	430,502	2,212	195	21	12.1
1953-54 -----	253	449,328	2,500	180	—15	—7.7
1954-55 -----	252.4	448,262	2,622	171	—9	—5
1955-56§ -----	256	454,656	2,485	183	12	7
1956-57† -----	261	463,536	2,510	185	2	1.1

‡ Exclusive of camps and departmental bus officers.

* Forty-hour week became effective.

§ Estimate as shown in 1956-57 Budget.

† Budget request.

State Prison at Folsom—Continued

Under the proposed budget request for 1956-57 the level of service will average 185 hours per inmate.

This is two hours, or 1.1 percent, above the level now scheduled for 1955-56.

It is 25 hours, or 15.6 percent, above the minimum level of service of 160 hours, experienced in 1949-50 during the period of 11 fiscal years, reflected in the above table.

4 Medical technical assistants (Budget page 137, line 45)----- \$15,984

The agency now has five such positions authorized. This is the same level of service for this employee classification that has prevailed since 1953-54 when the agency operated at a population level of 2,500 inmates. Subsequently the population advanced to 2,622 in 1954-55. The present budget under consideration contemplates a population of only 2,510 and represents the second year at a level below the peak of 2,622 referred to above.

It should also be noted that in 1950-51 the institution operated with only three such positions for a population of 2,738.

Under the basic general policy of not increasing levels of service, and in view of the general decline from past population levels, we can find no realistic grounds warranting an 80 percent increase in this position classification.

The ultimate cost of such positions would be \$18,960.

We recommend deletion of the request, reducing salaries and wages by \$15,984.

Further attention is directed to the fact that the position of medical technical assistant is interchangeable with that of correctional officer.

In view of the declining institutional population with corresponding increase in level of service, and the previously demonstrated ability to operate at higher populations, management should decide on a priority of coverage within the existing authorized position structure.

No detailed justification has been submitted to demonstrate inability to adequately service the area within the numerical limitations of present staffing.

The general merits of these positions are further discussed in the Departmental Summary section of this analysis.

Operating Expenses

Operating expenses are scheduled at \$1,271,136 for 1956-57. This is an increase of \$103,356, or 8.8 percent, over the amount of \$1,167,780 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

State Prison at Folsom—Continued

Function	1955-56	1956-57	Increase		Per capita costs		Increase	
			Amount	Per-cent	1955-56	1956-57	Amount	Per-cent
Administration	\$24,450	\$24,450	--	--	\$10	\$10	--	--
Support and subsistence---	723,175	754,276	\$31,101	4.3	291	304	\$13	4.3
Care and welfare -----	79,665	115,145	35,480	44.5	32	46	14	4.5
Maintenance and operation of plant ----	223,845	237,350	13,505	6.0	90	95	5	6.0
Totals*----	\$1,051,135	\$1,131,221	\$80,086	7.6	\$423	\$455	\$32	7.6

* Exclusive of camps.

The per capita costs for operating expenses exclusive of camps are scheduled at \$455 for 1956-57. This is an increase of \$32, or 7.6 percent, over the amount of \$423 estimated for expenditure in 1955-56.

A major increase in operating expenses occurs in the support and subsistence function. This is attributable to the establishment of additional clothing inventory and for an increased ration complement of inmate apparel.

We recommend deletion of \$36,554 representing the increased initial cost of this program at this facility, as discussed in the Departmental Summary section of this analysis.

The substantial increase in operating expense under care and welfare results from including academic educational costs formerly paid out of school a.d.a. funds.

Equipment

Equipment expenditures are scheduled at \$75,627 for 1956-57. This is an increase of \$22,689 over the amount of \$52,938 estimated for expenditure in 1955-56.

Out of the total of \$75,627 for equipment, the sum of \$37,750 is for replacement items and the further sum of \$37,877 is for additional equipment.

The budget as originally submitted by this facility requested \$159,181 for equipment. Modification of this amount after review to \$75,627, a reduction of \$83,554, or 52.5 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

Department of Corrections
STATE PRISON AT SAN QUENTIN

ITEM 58 of the Budget Bill

Budget page 142
Budget line No. 23

FOR SUPPORT OF STATE PRISON AT SAN QUENTIN FROM
THE GENERAL FUND

Amount requested -----	\$4,896,368
Estimated to be expended in 1955-56 Fiscal Year -----	4,737,033
Increase (3.4 percent) -----	\$159,335

State Prison at San Quentin—Continued

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages-----	\$137,879	\$46,028	\$91,851	152	61
Operating expense-----	126,131	126,131	--	152	62
Equipment-----	—6,548	—6,548	--	152	63
Inmate pay-work projects-----	18,230	18,230	--	152	64
Less: increased reimbursements---	—116,357	—116,357	--	152	80
Total increase-----	\$159,335	\$67,484	\$91,851	152	83

RECOMMENDATIONS

Amount budgeted-----	\$4,896,368
Legislative Auditor's recommendation-----	4,823,851
Reduction-----	\$72,517

San Quentin Prison provides facilities for a proposed population of 3,450 inmates, 400 of which are in the Reception Guidance Center, which receives and processes commitments from Northern California.

The institution provides for both maximum and medium security types.

Highway road camps, federal forestry camps, and state forestry camps are also a part of the total operational program. A total average population of 319 inmates are scheduled as the combined camp population.

ANALYSIS

The recommended reduction of \$72,517 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget Page</i>	<i>Line</i>
Support and subsistence			
Feeding			
1 Supervising cook I-----	\$3,996	145	50
0.1 Temporary help (feeding second shift, cotton textile mill)-----	383	145	51
Care and welfare			
Custodial and personal care			
1 Correctional officer-----	3,996	147	42
2 Correctional officers (second shift, cotton textile mill)-----	7,992	147	43
0.5 Overtime (second shift, cotton textile mill)-----	1,901	147	45
7 Correctional officers (existing positions)-----	27,300	147	59
Psychiatric care			
2 Medical technical assistants-----	7,992	147	47
Highway road camps			
2 Correctional officers-----	7,992	150	68
State forestry camps			
3 Correctional officers (one effective October 1, 1956)-----	10,965	151	75
18.6 Positions, reducing salaries and wages by-----	\$72,517	--	--

It should be noted that even with the recommended deletions of the above 18.6 positions, the agency will still receive the benefit of a total of 20.6 new positions involving an increase of \$84,661 in salaries and wages.

State Prison at San Quentin—Continued

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1946-47	4,066	\$543	--	--
1947-48*	4,377	665	\$122	22.5
1948-49	4,638	717	52	7.8
1949-50	4,702	691	—26	—3.6
1950-51	4,518	785	94	13.6
1951-52	4,359	874	89	11.3
1952-53	4,488	925	51	5.8
1953-54	4,581	958	33	3.6
1954-55	4,668	963	5	0.5
1955-56†	3,894	1,228	265	27.5
1956-57‡	3,450	1,371	143	10.4

* Forty-hour week became effective.

† Budget request.

‡ Estimated as shown in 1956-57 Budget.

The total expenditure for support of this facility is scheduled to increase \$137,879, or 4.6 percent.

Population at the institution is anticipated to average 3,450 inmates, a decrease of 444, or 11.4 percent.

This results in the per capita cost going from \$1,228 to \$1,371, an increase of \$143, or 11.6 percent.

The rapid decline in population at this facility reflects the increase in per capita costs. The projected 1956-57 figure of \$1,371 is 42.4 percent higher than the 1954-55 figure of \$963, a most substantial increase in a two-year period. It is recognized that a portion of this increase is attributable to budgeting educational costs as a part of institutional operations. However, this is a smaller contributing factor to higher per capita costs than the sizable population reduction.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$3,119,839. This represents an increase of \$137,879, or 4.6 percent over the total of \$2,981,960 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 590.1 established positions	\$28,001
A total of 32.2 proposed new positions costing	129,878
A change in estimated salary savings of	—20,000

Total increase in salaries and wages \$137,879

A total of 562.8 institutional and guidance center positions are presently authorized. The agency is requesting an additional 22.2 proposed new positions for these same operations, exclusive of camps, for which an additional 10 positions are requested. This represents an increase of 3.9 percent in staff, as compared to a 11.4 percent decrease in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 20 inmate decrease in institutional and guidance center population.

When compared to the present level of staffing for the institution and guidance center, which is one position for each 69 inmates, it is apparent that the ratio of requested new positions in the face of a sub-

State Prison at San Quentin—Continued

stantial decline in institutional population represents a sizable improvement in the total level of service.

In 1949-50, this facility had a population of 4,702, with 521 employees or one employee for each 90 inmates. The population has declined each year since, except for a slight reversal in 1952-53 and 1953-54.

On the basis of the 1956-57 budget, the population will be only 3,450. This is 1,252 inmates less than the 1949-50 Fiscal Year, a reduction of 27 percent. Nevertheless, the 1956-57 budget provides for a total of 609.1 positions, or one employee for each 57 inmates. Obviously this substantial change calls for some considered re-evaluations and adjustments in this budget, not only at this time, but particularly during the coming 1956-57 Fiscal Year.

We recommend that in addition to all of the specific deletions provided in this analysis, that the Department of Corrections and the Department of Finance collaborate in reaching a mutual agreement to provide in general for:

1. Allowing positions now vacant or to become vacant during either the balance of 1955-56 or all of 1956-57, to remain unfilled for as long a period as practicable.

2. Certain specific existing positions to be earmarked not to be filled at all in the event of a vacancy occurring, except and until a good and sufficient reversal of estimated population decline shall take place necessitating the filling of such vacancies on a factual demonstrated work load basis, not necessarily related to any prior staffing pattern. Such filling of earmarked vacancies should require prior approval of the Department of Finance.

3. A survey to be made by the Department of Corrections and the Department of Finance to establish the number of positions, by title, currently or potentially eligible for inclusion in a schedule drawn pursuant to conditions 1 and 2 above, said schedule to be related to average daily populations on a descending scale providing for related position vacancies not to be filled collaterally with numerically stipulated population declines.

4. The above schedule, with related factors and data in support of the conclusions reached in said schedule, to be submitted to the Joint Legislative Budget Committee upon completion.

Functional and Per Capita Distribution of Salaries and Wages

Function	1955-56	1956-57	Increase		Per capita		Increase	
			Amount	Per cent	1955-56	1956-57	Amount	Per cent
Administration	\$166,721	\$169,028	\$2,307	1.4	\$42.81	\$49.00	\$6.19	14.5
Support and subsistence ---	105,182	110,680	5,498	5.2	26.99	32.08	5.09	18.9
Care and welfare -----	2,286,051	2,379,255	93,204	4.1	587.00	689.64	102.64	17.5
Maintenance and operation of plant -----	115,837	118,368	2,531	2.2	29.75	34.40	4.65	15.6
Reception and guidance center -----	167,351	169,439	2,088	19.2	42.98	49.11	6.13	14.3
Totals ---	\$2,841,142	\$2,946,770	\$105,628	4.8	\$729.53	\$854.23	\$124.70	17.1

State Prison at San Quentin—Continued

The per capita cost for salaries and wages exclusive of camps is scheduled at \$854.23 for 1956-57. This is an increase of \$124.70, or 17.1 percent over the amount of \$729.53 estimated for expenditure in 1955-56.

The following table reflects a comparative measure of the total level of service extended at this facility.

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Total annual man-hours	Population	Level of \$ service	Increase over prior year	
					Amount	Percent
1945-46-----	344	754,048	3,775	200		
1946-47-----	340.1	745,499	4,066	183	-17	-8.5
1947-48*-----	423.4	751,958	4,377	172	-11	-6.0
1948-49-----	508	902,208	4,638	195	23	13.4
1949-50-----	521	925,296	4,702	197	2	1.0
1950-51-----	499.1	886,402	4,518	196	-1	-0.5
1951-52-----	476.7	846,619	4,359	194	-2	-1.0
1952-53-----	486.2	863,491	4,488	192	-2	-1.0
1953-54-----	500.2	888,355	4,581	194	2	1.0
1954-55-----	500.4	888,710	4,668	190	-4	-2.1
1955-56†-----	535.8	951,581	3,894	244	54	28.4
1956-57‡-----	553	982,128	3,450	285	41	16.8

* Forty-hour week became effective.

† Budget requests.

‡ Estimated as shown in 1956-57 Budget.

§ Exclusive of camps.

Under the proposed budget request for 1956-57 the level of service will average 285 hours per inmate.

This is 41 hours, or 16.8 percent, above the level now scheduled for 1955-56.

It is 113 hours, or 65.7 percent, above the minimum level of service of 172 hours, experienced in 1947-48 during the period of 12 fiscal years, reflected in the above table.

The substantial increase in the total level of service that has and is taking place at this facility since 1954-55 is due to the large reduction in population being effected.

This reduction is being made possible through a combination of factors. Some of the more important elements contributing to this result are:

1. A dispersal and re-assignment of new commitments and existing population to other facilities within the department which are being expanded.
2. A rate of commitment lower than initially forecast.
3. An acceleration in the rate of releases on parole.
4. An expansion in the camp program.

Since in prior fiscal periods San Quentin has been the focal point at which excess inmate population has generally been held, the agency is now depopulating this facility as much as possible to alleviate the overcrowding it has experienced over the past few years at this point.

Thus the 1956-57 population level is now scheduled at only 3,450 as compared to 4,668 in 1954-55. This is a decline of 26.1 percent, with no collateral adjustment downward in personnel. On the contrary, the institution is still seeking additional positions.

State Prison at San Quentin—Continued

The 32.2 proposed new positions are shown by function as follows:

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget Page Line</i>	
Support and subsistence			
Feeding:			
*1 Supervising cook I-----	\$3,996	145	50
*0.1 Temporary help (feeding second shift, cotton textile mill)-----	383	145	51
Care and welfare			
Custodial and personal care:			
*1 Correctional officer-----	3,996	147	42
*2 Correctional officers (second shift, cotton textile mill)-----	7,992	147	43
*0.5 Overtime (second shift, cotton textile mill)---	1,901	147	45
Psychiatric care:			
*2 Medical technical assistants-----	7,992	147	47
Education and religion:			
1 Supervising clerk I-----	4,194	147	50
0.8 Sabbatical leave-----	3,750	147	51
Classification and parole:			
1.8 Overtime group counseling-----	7,537	147	53
Intensive treatment:			
1 Correctional classification officer IV (effective January 1, 1957)-----	3,030	147	56
1 Clinical psychologist II-----	6,060	147	59
7 Correctional classification officers II-----	34,800	147	60
3 Intermediate typist-clerks-----	9,414	147	61
Highway road camps			
*2 Correctional officers-----	7,992	150	68
State forestry camps			
1 Prison camp supervisor II (effective October 1, 1956)-----	3,924	151	71
4 Correctional officers (effective October 1, 1956)	11,892	151	73
*3 Correctional officers (one effective October 1, 1956)-----	10,965	151	75
32.2 Totals-----	\$129,878		

* Recommended for deletion.

The budget on page 143, lines 20 to 23, inclusive, lists the following proposed new positions:

1 Supervising cook I-----	\$3,996
Overtime (feeding second shift, cotton textile mill)-----	383
2 Correctional officers-----	7,992
Overtime (second shift, cotton textile mill)-----	1,901

The total cost of these positions is: ----- \$14,272

The explanatory paragraph on the same budget page (143), lines 24 to 26, inclusive, immediately following these positions states:

"To provide additional feeding and custodial staff for the second shift of the cotton textile mill five days a week. The correctional officers will work a nine-hour shift from 11 p. m. to 8 a. m. The cost of these positions is fully reimbursed by the Correctional Industries Revolving Fund."

If these positions are to be fully reimbursed by the Correctional Industries Revolving Fund, then it would appear more appropriate from an accounting as well as a budgetary standpoint that such positions be initially budgeted directly in the Revolving Fund and not appear as an institutional support charge to the General Fund.

State Prison at San Quentin—Continued

We, therefore, recommend deletion of the above indicated positions, deleting \$14,272 from this General Fund item.

Such services as are necessary to the proper functioning of the cotton textile mill should be made a direct charge against that operation.

1 Correctional officer (Budget page 143, line 27)----- \$3,996

The request here is to provide custodial coverage eight hours per day, five days per week on the new industrial area gate leading into the cotton textile mill. The agency states further that: "Due to the large number of inmates working in the cotton textile mill, it is necessary to fence off the area and process them through a separate gate."

We recommend deletion of the position reducing salaries and wages in the amount of \$3,996.

In the first place, the alleged necessity for this position obviously arises solely because of the contemplated operational procedures in connection with the cotton textile mill.

As such, it is and should be a charge against the industrial operation it services the same as any watchman, gatekeeper, or plant protection personnel would be in any like industrial operation.

The position, if deemed and proven necessary, should therefore be budgeted in the Correctional Industries budget and not in the General Fund support budget for this facility.

Further analysis of the custodial level of service at this institution forces the conclusion that the position should be made available from the existing complement of custodial positions, and transferred to the Correctional Industries Revolving Fund budget.

First let us examine the trend in the level of custodial service over the past few years.

The following table presents a measurement of the level of service devoted to custody at this facility:

Fiscal year	Total § custodial employees	Total annual man-hours	Average population	Custodial level of service	Increase over prior year Amount	Percent
1945-46-----	249	545,808	3,775	145		
1946-47-----	256.1	561,371	4,066	138	-7	-4.8
1947-48*-----	304.5	540,792	4,377	124	-14	-10.1
1948-49-----	358.6	636,874	4,638	137	13	10.5
1949-50-----	361.4	641,846	4,702	137		
1950-51-----	345.4	613,430	4,518	136	-1	-0.7
1951-52-----	325.6	578,266	4,359	133	-3	-2.2
1952-53-----	327.8	582,183	4,488	130	-3	-2.3
1953-54-----	335.5	595,848	4,581	130		
1954-55-----	335.8	596,381	4,668	128	-2	-1.5
1955-56†-----	343	609,168	3,894	156	28	21.9
1956-57‡-----	346	614,496	3,450	178	22	14.1

* Forty-hour week became effective.

† Budget request.

‡ Estimated as shown in 1956-57 Budget.

§ Exclusive of camps.

Under the proposed budget request for 1956-57 the level of service will average 178 hours per inmate.

State Prison at San Quentin—Continued

This is 22 hours, or 14.1 percent, above the level now scheduled for 1955-56.

It is 54 hours, or 44 percent, above the minimum level of service of 124 hours, experienced in 1947-48 during the period of 12 fiscal years, reflected in the above table.

This facility achieved its highest population level in recent years during 1949-50 as reflected in the foregoing table. At this point 4,702 inmates were serviced by 361 custodial positions, which provided a level of service of 137 hours per inmate.

Under the 1956-57 budget, the agency would service only 3,450 inmates, which is 1,252 inmates less, or a reduction in population of 27 percent. Yet it purports to still require 346 custodial officers which would provide a level of service of 178 hours per inmate, which is 41 hours or 30 percent higher than prevailed with the prior high inmate count.

Another striking comparison is found in the above table taking the 1950-51 Fiscal Year when almost an identical complement (345.4 officers), as now budgeted serviced 4,518 inmates.

It should be further emphasized that a reduction in population of 1,218 inmates has been effected here in the short period of the past two years. *This is a greater reduction in population at San Quentin than the entire population at a complete institution such as Deuel Vocational Institution (1,200 population) which provides a total custodial complement of 196 officers. Yet San Quentin, under the proposed budget, will have 10 more custodial positions in 1956-57 than it utilized in 1954-55 before the reduction in population took place.*

The agency has consistently sought additional custodial personnel each year during the periods of increasing population, basing the preponderance of its contentions on the increases in population, the hazards of overcrowding, the dangers of double celling, the need for added supervision over increased numbers of idle inmates, etc.

If all of these reasons have merit as to a numerically ascending population, then logic would give equal credence to their weight as applied to a descending population.

Another comparative benchmark for the level of custodial performance is found in the above table in 1947-48 when the population was at 4,377. This is 927 or 27 percent more inmates than now contemplated.

Security was maintained with 304.5 custodial positions. This is 41.5 fewer such positions than provided in the budget under consideration.

We believe that all of the preceding data carries the clear implication that not only should the requested new custodial positions be deleted but that consideration should be given also to the deletion of some existing custodial positions.

We recommend deletion of seven existing positions of correctional officer reducing salaries and wages in the amount of \$27,300.

The validity of this proposed reduction is not only supported by all of the actual comparative evaluations discussed above, but is also consonant with prior legislative action. The latter point is illustrated by reference to the actual record. The facts are as follows:

When the 1951-52 budget for this facility was considered by the Legislature, it was predicated upon a forecast that the inmate popula-

State Prison at San Quentin—Continued

tion would drop to 3,700 from the then estimated 1950-51 level of 4,375.

In our analysis at that time we pointed out the inequity of failing to revise and readjust custody staffing commensurate at least in part with declines in inmate population. Specifically, we recommended a deletion of 14 existing custody positions at that time. We pointed out then that the net result of that recommendation would still leave the agency with the best level of service from a custodial standpoint that had been experienced in the past nine years prior to 1951-52. The Legislature saw fit to delete seven custodial positions pursuant to that recommendation.

In 1952-53, the agency requested that the seven existing custodial positions deleted in the previous year be restored, although it was scheduled to operate at a population level of only 3,782 or just 82 more inmates than the level budgeted in the prior year. This request was deleted by the Legislature.

In 1953-54, the agency requested 18 additional correctional officer positions for institutional operations. Twelve of these were deleted and six were allowed primarily on the basis that the 1953-54 population was scheduled to increase to 4,370 inmates, a gain of 588 over the budgeted level of 3,782 provided for in the 1952-53 Governor's Budget.

Since the budgeted level is now again declining to 3,450 in 1956-57, which is 332 inmates less than the 1952-53 Governor's Budget figure, it follows that the present recommendation for deletion of the seven existing correctional officers, is indeed a moderate adjustment in this budget.

To illustrate the extreme conservatism of the reduction proposed, we direct attention to the fact that in 1944-45 custodial security at this facility was serviced for a comparable population of 3,369 inmates with only 218 custodial positions. This, of course, was prior to the establishment of the 40-hour week. Adjusting the staffing to compensate for this latter factor would have justified an additional 43 positions, bringing the total custodial complement to 261. Thus, the agency now has 85 more custodial positions than would be required to maintain the same proportionate level of security as obtained in 1944-45 for a similar inmate population.

The foregoing illustrates the substantial increase in level of service for custody purposes that the Department of Corrections has achieved generally in all of its facilities. Specifically, it demonstrates the sizeable "compression factor" inherent in the present staffing pattern at this particular institution in terms of past demonstrated performance.

We believe the recommended deletion of seven existing custodial positions is a modest reduction.

Similarly, all of the foregoing considerations support the recommendation that the requested new custodial positions be deleted from the support budget.

State Prison at San Quentin—Continued

2 Medical technical assistant (Budget page 143, line 31)-----\$7,992

These positions are requested to provide additional coverage on the 4 p.m. to midnight shift for the third floor of the hospital which is primarily a psychiatric ward. The agency states that the one position presently budgeted for this area is unable to give adequate care and treatment to the acutely disturbed patients in this ward.

We recommend deletion of the requested two positions of medical technical assistant, reducing salaries and wages by \$7,992.

The augmentation requested will obviously provide for an increased level of service not only on the basis of the current year population but the comparative increase is further accelerated in view of the substantial decline in population.

It should be noted that four such positions were requested and allowed in the 1955-56 Budget, the purpose of which at that time was stated: "To provide complete 24-hour, seven-day coverage by a medical technical assistant, nurse, or correctional officer for all four floors of the hospital, which includes 110 psychiatric beds located on the second, third, and fourth floors, plus one position for X-ray services, one for laboratory technician services, and one for outpatients on the first floor."

We point out that this subsequent request over last year's allowance for the above stated purposes will provide a 50 percent increase in services over those afforded by the previously allowed positions. The third floor ward has a 49-bed capacity.

Attention is also directed to the fact that the position of medical technical assistant is interchangeable with that of correctional officer.

Thus, our prior discussion as to the compression factor for these latter positions is applicable. Management should have the opportunity to schedule required coverage within the structure of the existing total complement of custody positions, particularly at this facility, thus obviating new position requests for the stated purpose.

5 Correctional officer (Budget page 143, line 55) (one effective October 1, 1956)-----\$18,957

These positions are requested to provide the fifth correctional officer for each of two state highway road camps and for each of three state forestry camps operated by the institution.

We recommend deletion of the above requested five correctional officer positions, reducing salaries and wages by \$18,957.

The discussion of these positions is contained in the departmental summary section of this analysis.

Operating Expenses

Operating expenses are scheduled at \$2,095,136 for 1956-57. This is an increase of \$126,131, or 6.4 percent, over the amount of \$1,969,005 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for institutional and guidance center operating expenses exclusive of camps is indicated below:

State Prison at San Quentin—Continued

Function	1955-56	1956-57	Increase		Per capita costs		Increase	
			Amount	Per-cent	1955-56	1956-57	Amount	Per-cent
Administra- tion -----	\$55,685	\$55,290	—\$395	—0.7	\$14.30	\$16.03	\$1.73	12.1
Support and subsistence	1,107,500	1,018,244	—89,256	—8.1	284.41	295.14	10.73	3.8
Care and welfare ---	151,045	283,372	132,327	87.6	38.79	82.14	43.35	111.8
Maintenance and operation of plant ---	472,695	497,600	24,905	5.3	121.39	144.23	22.84	18.8
Reception and guidance center ----	9,225	9,935	710	7.7	2.36	2.88	.52	22.0
Totals...	\$1,796,150	\$1,864,441	\$68,291	3.8	\$461.26	\$540.42	\$79.16	17.2

The per capita cost for institutional and guidance center operating expenses exclusive of camps are scheduled at \$540.42 for 1956-57. This is an increase of \$79.16, or 17.2 percent, over the amount of \$461.26 estimated for expenditure in 1955-56. The substantial disparity between the 6.4 percentage increase in total operating expenses as compared to the 17.2 percentage increase in per capita operating expenses is attributable to the decline in population at this facility, coupled with the inclusion of academic educational costs for contract services for the first time in this agency budget.

Equipment

Equipment expenditures are scheduled at \$63,178 for 1956-57. This is a decrease of \$6,548 under the amount of \$69,726 estimated for expenditure in 1955-56.

Out of the total of \$63,178 for equipment, the sum of \$35,678 is for replacement items and the further sum of \$27,500 is for additional equipment.

The budget as originally submitted by this facility requested \$188,143 for equipment. Modification of this amount after review to \$63,178, a reduction of \$124,965, or 66 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

Department of Corrections
STATE PRISON AT SOLEDAD

ITEM 59 of the Budget Bill

Budget page 154
Budget line No. 26

FOR SUPPORT OF STATE PRISON AT SOLEDAD FROM THE
GENERAL FUND

Amount requested	\$2,909,720
Estimated to be expended in 1955-56 Fiscal Year	2,758,034
Increase (5.5 percent)	\$151,686

State Prison at Soledad—Continued

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages-----	\$61,828	\$25,710	\$36,118	161 33
Operating expense -----	80,514	80,514	--	161 34
Equipment -----	9,224	9,224	--	161 35
Inmate pay-work projects-----	—360	—360	--	161 36
Plus: decreased reimbursements_	480	480	--	161 46
Total increase -----	\$151,686	\$115,568	\$36,118	161 49

RECOMMENDATIONS

Amount budgeted -----	\$2,909,720
Legislative Auditor's recommendation-----	2,877,752
Reduction -----	\$31,968

The State Prison at Soledad is designated as a medium security institution. This institution was budgeted in 1955-56 at 1,500 inmates in the main institution and 700 inmates in the barracks area.

For 1956-57, population in the barracks area is being reduced to 600 inmates, with a further decline of 43 inmates in the main institution.

A substantial farming operation is carried on as a part of the program under correctional industries.

ANALYSIS

The recommended reduction of \$31,968 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	Amount	Budget	
		Page	Line
5 Medical technical assistants-----	\$19,980	158	19
3 Correctional officers -----	11,988	159	82
8 Positions, reducing salaries and wages by-----	\$31,968		

It should be noted that even with the recommended deletions of the above eight positions, the agency will still receive the benefit of a total of 1.8 new positions involving an increase of \$7,275 in salaries and wages.

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1946-47-----	50	\$1,971	--	--
1947-48*-----	327	1,374	—\$597	—30.3
1948-49-----	651	1,090	—284	—20.7
1949-50-----	687	1,122	32	2.9
1950-51-----	684	1,245	123	11.0
1951-52-----	969	1,382	137	11.0
1952-53-----	1,825	1,150	—232	—16.8
1953-54-----	1,896	1,214	64	5.6
1954-55-----	2,180	1,166	—48	—3.9
1955-56†-----	2,100	1,365	199	17.1
1956-57†-----	2,057	1,420	55	4.0

* Forty-hour week became effective.

† Estimate as shown in 1956-57 Budget.

† Budget request.

The total expenditure budget of this facility is scheduled to increase \$158,086, or 5.5 percent.

State Prison at Soledad—Continued

Population at the institution is anticipated to average 2,057 inmates, a decrease of 43, or 2 percent.

This results in the per capita cost going from \$1,365 to \$1,420, an increase of \$55, or 4 percent.

Barracks Area

We note that this area is scheduled for 1956-57 at a population level of only 600 inmates compared to the 700 budgeted for in 1955-56. This is a decline of 100 inmates, or 14.3 percent below previously budgeted levels.

Last year, one additional associate warden, one correctional captain, one correctional sergeant, and three correctional officers were allowed as new positions for the barracks area on the representation by the agency and the Department of Finance that this unit was to be operated as a "satellite" of the main institution.

The added ultimate cost of these positions approximates \$38,000 per year.

The agency contended that the costs of a satellite operation at this unit would be lower. We pointed out in our analysis last year that the barracks operation was merely being returned to its previous plane of population at 700 inmates and did not warrant superimposing all of the requested positions in that budget for this unit.

However, as we recall, coincidental with the legislative discussions last year, the subcommittees hearing this budget decided that the agency should be given an opportunity to prove its contention of lower costs at the Soledad Barracks Unit.

As a result, the following language appears in the report submitted to the Senate Finance Committee by the Senate Finance Subcommittee on Corrections:

"Your subcommittee also recommends that in the future all requests for appropriations to operate the so-called 'Barracks Area' as a satellite institution be shown separately in the budget, with all costs properly prorated as far as practicable in all categories of expenditures, so that the committee may know and evaluate by comparison the total and per capita costs of the proposed satellite method of operation."

An analagous situation obtained in the hearings before the Ways and Means Subcommittee.

We note that the present budget presentation does not in any manner attempt to isolate, segregate, prorate, or otherwise separate or stipulate as to any total, categorical, functional or per capita costs for the barracks operation in contradistinction to such costs for the main institution.

Since the population has been reduced by 16 percent, and no separation of costs set forth as requested, we are inclined to presume the agency has decided to forego the satellite experiment under controlled comparative costs at this particular facility.

If this be so, we raise the question as to the propriety of keeping the \$38,000 worth of positions authorized on the satellite premise which was advanced last year. If, on the other hand, the agency intends to

State Prison at Soledad—Continued

pursue the satellite theory at this point, we believe some clarification of its policy in terms of population to be serviced here as well as some justification for a lack of separation of costs is in order at this time.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$1,838,376. This represents an increase of \$61,828, or 3.5 percent over the total of \$1,776,548 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 371 established positions	\$46,585
A total of 9.8 proposed new positions costing	39,243
A change in estimated salary savings of	—24,000
Total increase in salaries and wages	\$61,828

A total of 347.2 positions are presently authorized for institutional operations, exclusive of camps. The agency is requesting an additional 6.8 proposed new positions for the institution and three new positions for the camp operations. This represents an increase of 2 percent in institutional staff, as compared to a 2 percent decrease in population at this facility, exclusive of camps.

Attention is directed to the fact that this facility was budgeted in the 1956-57 Governor's Budget on the basis of a population of 2,200 inmates.

The 1956-57 Fiscal Year is now budgeted on the basis of only 2,057 inmates, a decline of 143 inmates or 6.5 percent.

The foregoing facts clearly imply an improvement in the existing level of service even on the basis of current staff already authorized.

The allowance of any new positions obviously will serve to further increase the level of service.

The following table reflects a comparative measure of the total level of service extended at this facility.

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	†Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1946-47	12.8	28,058	50	561	—	—
1947-48*	84.1	149,362	237	457	—104	—18.5
1948-49	122.4	217,382	651	334	—123	—26.9
1949-50	135.4	240,470	687	350	16	4.8
1950-51	143.0	253,968	684	371	21	6.0
1951-52	219.7	390,187	969	403	32	8.6
1952-53	283.3	501,365	1,825	275	—128	—31.8
1953-54	297.4	528,182	1,896	279	4	1.5
1954-55	320.7	569,563	2,180	262	—17	—6.1
1955-56§	348.2	618,403	2,100	294	32	12.2
1956-57†	352.2	625,507	2,057	304	10	3.4

† Exclusive of camps.

* Forty-hour week became effective.

§ Estimated as shown in 1956-57 Budget.

† Budget requests.

Under the proposed budget request for 1956-57, the level of service will average 304 hours per inmate.

State Prison at Soledad—Continued

This is 10 hours, or 3.4 percent, above the level now scheduled for 1955-56.

It is 42 hours, or 16.0 percent, above the minimum level of service of 262 hours, experienced in 1954-55 during the period of 11 fiscal years, reflected in the above table.

The 9.8 proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
Care and welfare:			
Medical:			
*5 Medical technical assistant-----	\$19,980	158	19
Education and religion:			
0.8 Sabbatical leave -----	3,125	158	21
Classification and treatment:			
1 Overtime (group counseling)-----	4,150	158	23
State forestry camps:			
*3 Correctional officer -----	11,988	159	82
9.8 Totals -----	\$39,243		

* Recommended for deletion.

5 Medical technical assistants (Budget page 158, line 19)----- \$19,980

The above positions are requested to improve the level of service for the 30-bed hospital at this institution. Three additional posts are sought to be established, which with relief would require the five additional positions being requested.

We recommend deletion of the five positions, reducing salaries and wages by \$19,980.

Due to a decline in population of 143 inmates below the original budgeted level for 1955-56 an increase in the general level of service has already occurred.

Further augmentation by proposed new positions is unwarranted at this time in line with the general policy precluding increased or new services in the budget session.

While this is a 30-bed hospital, the average population in the hospital has been only 12 patients, for which a staff of 10 positions is already authorized. One of the existing positions is utilized also at the barracks area.

Requesting coverage to the extent sought to be provided at this unit, operating at less than one-half its rated capacity appears to be an excessive request. The present salary and wage cost for the present coverages is in excess of \$43,000 per year. The allowance of the request would ultimately increase this by another \$23,700, making a total salary and wage cost of \$66,700 for an average population of 12 patients. These cost factors would be entirely out of line for the services rendered.

3 Correctional officers (Budget page 159, line 82)----- \$11,988

These positions are requested to provide a fifth officer for each of the three state forestry camps which operates out of this facility.

We recommend deletion of the positions, reducing salaries and wages by \$11,988.

The above recommendation is outlined in detail in the general summary section of this analysis.

State Prison at Soledad—Continued

The following table presents a measurement of the level of service devoted to custody at this facility:

Level of Service—Employee Hours Available per Inmate Custody

Fiscal year	‡Total custodial employees	Total annual man-hours	Population	Custodial level of service	Increase over prior year	
					Amount	Percent
1946-47-----	8.7	19,070	50	381	—	—
1947-48*-----	63.4	112,598	327	344	—37	—9.7
1948-49-----	89.3	158,597	651	244	—100	—29.1
1949-50-----	95.7	169,963	687	247	3	1.2
1954-51-----	97	172,272	684	252	5	2.0
1591-52-----	157.3	279,365	969	288	36	14.3
1952-53-----	201.5	357,864	1,825	196	—92	—31.9
1953-54-----	207.2	367,987	1,896	194	—2	—1.0
1954-55-----	226.7	402,619	2,180	185	—11	—5.7
1955-56§-----	240.0	426,240	2,100	203	18	9.7
1956-57†-----	245.0	435,120	2,057	211	8	3.9

‡ Exclusive of camps.

* Forty-hour week became effective.

§ Estimated as shown in 1956-57 Budget.

† Budget request.

Under the proposed budget request for 1956-57 the level of service will average 211 hours per inmate.

This is eight hours, or 3.9 percent, above the level now scheduled for 1955-56.

It is 26 hours, or 14.1 percent, above the minimum level of service of 185 hours, experienced in 1954-55 during the period of 11 fiscal years, reflected in the above table.

Functional and Per Capita Distribution of Salaries and Wages

Function	1955-56	1956-57	Increase		Per capita cost		Increase	
			Amount	Per- cent	1955-56	1956-57	Amount	Per- cent
Administration	\$91,579	\$94,057	\$2,478	2.7	\$43.61	\$45.72	\$2.11	4.8
Support and subsistence---	72,061	74,482	2,421	3.4	34.31	36.21	1.90	5.5
Care and welfare -----	1,444,010	1,508,724	64,714	4.5	687.62	733.45	45.83	6.7
Maintenance and operation of plant ----	96,943	96,708	—235	—0.2	46.16	47.01	.85	1.8
Totals --	\$1,704,593	\$1,773,971	\$69,378	--	\$811.70	\$862.39	\$50.69	6.2

The per capita cost for salaries and wages is scheduled at \$862 for 1956-57. This is an increase of \$51, or 6.3 percent over the amount of \$811 estimated for expenditure in 1955-56.

Operating Expenses

Operating expenses are scheduled at \$1,096,574 for 1956-57. This is an increase of \$81,324, or 8.0 percent, over the amount of \$1,015,250 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

State Prison at Soledad—Continued

Function	1955-56	1956-57	Increase		Per capita cost		Increase	
			Amount	Per-cent	1955-56	1956-57	Amount	Per-cent
Administration	\$27,155	\$27,070	—\$85	—0.03	\$12.93	\$13.16	\$.23	1.8
Support and subsistence	626,610	611,975	—14,635	—2.3	298.39	297.51	—.88	—0.3
Care and welfare	109,745	199,404	89,659	81.7	52.25	96.94	44.69	85.5
Maintenance and operation of plant	251,740	258,125	6,385	2.5	119.88	125.49	5.61	4.7
Totals	\$1,015,250	\$1,096,574	\$81,324	8.0	\$483.45	\$533.10	\$49.65	10.3

The per capita cost for operating expenses are scheduled at \$533 for 1956-57. This is an increase of \$50, or 10.4 percent, over the amount of \$483 estimated for expenditure in 1955-56.

The substantial increase in care and welfare operating expenses are attributable to the inclusion in the support budget, for the first time, of academic educational costs. These costs were budgeted to departmental administration last year, also for the first time. Prior to that period such costs did not appear in the Department of Correction's budget but were paid from a.d.a. school funds.

Equipment

Equipment expenditures are scheduled at \$29,567 for 1956-57. This is an increase of \$9,224 over the amount of \$20,343 estimated for expenditure in 1955-56.

Out of the total of \$29,567 for equipment, the sum of \$13,882 is for replacement items and the further sum of \$15,685 is for additional equipment.

The budget as originally submitted by this facility requested \$73,136 for equipment. Modification of this amount after review to \$29,567, a reduction of \$43,569, or 59.6 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

Department of Corrections
DEUEL VOCATIONAL INSTITUTION

ITEM 60 of the Budget Bill

Budget page 162
Budget line No. 20

FOR SUPPORT OF DEUEL VOCATIONAL INSTITUTION FROM THE
GENERAL FUND

Amount requested	\$2,445,321
Estimated to be expended in 1955-56 Fiscal Year	2,322,840
Increase (5.3 percent)	\$122,481

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages	\$56,718	\$53,368	\$3,350	168 39
Operating expense	56,282	56,282	—	168 40
Equipment	9,041	9,041	—	168 41
Decreased reimbursements	440	440	—	168 51
Total increase	\$122,481	\$119,131	\$3,350	168 53

Deuel Vocational Institution—Continued

RECOMMENDATIONS

Amount budgeted	\$2,445,321
Legislative Auditor's recommendation	2,445,321
Reduction	None

ANALYSIS

This institution, which was moved to its present location at Tracy, from temporary facilities at Lancaster, in 1953, was designed for the care and treatment of youthful offenders. Approximately two-thirds of the population are Youth Authority wards with the remainder being Department of Corrections prisoners. The latter group is partly composed of artisans and workmen who are assigned for the housekeeping functions and work crews necessary at all institutions. The rest of the total population is assigned to vocational and educational programs designed to rehabilitate the prisoners and afford them the opportunity for success on parole. Medium security custody is maintained.

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1946-47	441	\$1,289	---	---
1947-48*	508	1,528	\$239	18.5
1948-49	545	1,679	151	9.9
1949-50	557	1,637	—42	—2.5
1950-51	556	1,746	109	6.7
1951-52	516	2,132	386	22.1
1952-53	544	2,186	54	2.5
1953-54	926	1,999	—187	—8.6
1954-55	1,194	2,033	34	1.7
1955-56†	1,188	2,240	207	10.2
1956-57‡	1,200	2,306	66	2.9

* Forty-hour week became effective.

† Estimate as shown in 1956-57 Budget.

‡ Budget request.

The total expenditure for support of this facility is scheduled to increase \$126,792, or 5.2 percent.

Population at the institution is anticipated to average 1,200 inmates, an increase of 12, or 1.0 percent.

This results in the per capita cost going from \$2,240 to \$2,306, an increase of \$66, or 2.9 percent.

This facility has the highest per capita cost of all the institutions in the department. It is \$520, or 29 percent, higher than the next highest in per capita cost, which is the Medical Facility at Vacaville at \$1,786.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$1,740,402. This represents an increase of \$65,418, or 3.9 percent over the total of \$1,674,984 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Deuel Vocational Institution—Continued

Merit salary increases on 336 established positions.....	\$54,943
A total of 2.7 proposed new positions costing.....	10,475
A change in estimated salary savings of.....	—8,700

Total increase in salaries and wages..... \$56,718

A total of 336 positions are presently authorized. The agency is requesting an additional 2.7 proposed new positions. This represents an increase of 0.8 percent in staff, as compared to a 1.0 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 4.4 additional inmate increase in institutional population.

The present level of staffing is one position for each 3.5 inmates. The ratio of requested new positions to change in institutional population represents some decline in the level of service. These new positions will provide a total ratio of one position for each 3.6 inmates.

The 2.7 proposed new positions are shown by function as follows:

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget Page</i>	<i>Line</i>
Care and welfare:			
Classification and parole:			
1 Overtime (group counseling).....	\$3,350	165	53
Intensive counseling:			
0.3 Temporary help (psychological test analysis) ..	1,500	165	56
Education and vocational training:			
1.4 Sabbatical leave	5,625	167	42
2.7 Totals	\$10,475		

We recommend approval of the positions requested.

The following table reflects a comparative measure of the total level of service extended at this facility.

Total Level of Service—Employee Hours Available per Inmate

<i>Fiscal year</i>	<i>Total employees</i>	<i>Total annual man-hours</i>	<i>Population</i>	<i>Level of service</i>	<i>Increase over prior year</i>	
					<i>Amount</i>	<i>Percent</i>
1945-46.....	128	280,576	21	13,361	—	—
1946-47.....	120.1	263,259	359	733	12,628	—94.5
1947-48*.....	156.1	278,654	418	667	—66	—9.0
1948-49.....	174.8	310,445	453	685	18	2.7
1949-50.....	177.7	315,595	473	667	—18	—2.6
1950-51.....	177	314,352	467	673	6	—0.9
1951-52.....	174.4	309,734	492	630	—43	—6.4
1952-53.....	179.2	318,259	544	585	—45	—7.1
1953-54.....	276.8	491,597	926	531	—54	—9.2
1954-55.....	298.7	530,491	1,194	444	—87	—16.4
1955-56‡.....	322	571,872	1,188	481	37	8.3
1956-57†.....	323.3	574,181	1,200	478	—3	—0.6

* Forty-hour week became effective.

† Budget request.

‡ Estimated as shown in 1956-57 Budget.

Under the proposed budget request for 1956-57 the level of service will average 478 hours per inmate.

This is three hours, or 0.6 percent, below the level now scheduled for 1955-56.

Deuel Vocational Institution—Continued

It is 34 hours, or 7.7 percent, above the minimum level of service of 444 hours, experienced in 1954-55 during the period of 14 fiscal years, reflected in the above table.

The following table presents a measurement of the level of service devoted to custody at this facility:

Level of Service—Employee Hours Available per Inmate for Custody						
Fiscal year	Total custodial employees	Total annual man-hours	Average population	Custodial level of service	Increase over prior year	
					Amount	Percent
1945-46-----	67.0	146,864	47	3,125	---	---
1946-47-----	72.0	157,824	441	358	-2,767	-88.5
1947-48*-----	92.0	163,747	508	322	-36	-10.1
1948-49-----	109.3	194,117	545	356	34	10.6
1949-50-----	111.6	198,202	557	356	---	---
1950-51-----	112.5	199,800	556	359	3	0.8
1951-52-----	109.5	194,472	516	377	18	5.0
1952-53-----	112.0	198,912	544	366	-11	-2.9
1953-54-----	188.6	334,954	926	362	-4	-1.1
1954-55-----	193.4	343,478	1,194	288	-74	-20.4
1955-56†-----	196	348,096	1,188	293	5	1.7
1956-57‡-----	196	348,096	1,200	290	-3	-1.0

* Forty-hour week became effective.

† Budget request.

‡ Estimated as shown in 1956-57 Budget.

Under the proposed budget request for 1956-57 the level of service will average 290 hours per inmate.

This is 3 hours, or 1.0 percent, below the level now scheduled for 1955-56.

It is 2 hours, or .95 percent, above the minimum level of service of 288 hours, experienced in 1954-55 during the period of 12 fiscal years, reflected in the above table.

Functional and Per Capita Distribution of Salaries and Wages

Function	1955-56	1956-57	Increase		Per capita cost		Increase	
			Amount	Per-cent	1955-56	1956-57	Amount	Per-cent
Administration	\$99,406	\$101,372	\$1,966	2.0	\$84	\$84	--	--
Support and subsistence	497,570	529,052	31,482	6.3	419	441	\$22	5.3
Care and welfare	1,145,768	1,184,941	39,173	3.4	964	987	23	2.4
Maintenance and operation of plant	92,943	93,531	588	0.6	78	78	--	--
Education and vocational training	173,894	185,003	11,109	6.4	146	154	8	5.5
Reception-guidance center	68,273	71,187	2,914	4.3	57	59	2	3.5
Totals	\$2,077,854	\$2,165,086	\$87,232	4.2	\$1,748	\$1,803	\$55	3.1

The per capita cost for salaries and wages are scheduled at \$1,803 for 1956-57. This is an increase of \$55, or 3.1 percent over the amount of \$1,748 estimated for expenditure in 1955-56.

Deuel Vocational Institution—Continued

Operating Expenses

Operating expenses are scheduled at \$741,907 for 1956-57. This is an increase of \$56,282, or 8.2 percent, over the amount of \$685,625 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	1955-56	1956-57	Increase		Per capita cost		Increase	
			Amount	Per-cent	1955-56	1956-57	Amount	Per-cent
Administration	\$21,065	\$20,565	—\$500	—2.4	\$18	\$17	—\$1	—5.6
Support and subsistence	423,520	453,440	29,920	7.1	356	378	22	6.2
Care and welfare	43,320	43,320	—	—	36	36	—	—
Maintenance and operation of plant	159,160	160,865	1,705	1.1	133	134	1	0.8
Education and vocational training	31,930	56,917	24,987	78.3	27	47	20	74.1
Reception-guidance center	6,630	6,800	170	2.6	6	6	—	—
Totals	\$685,625	\$741,907	\$56,282	8.2	\$576	\$618	\$42	7.3

The per capita costs for operating expenses are scheduled at \$618 for 1956-57. This is an increase of \$42, or 7.3 percent, over the amount of \$576 estimated for expenditure in 1955-56.

Equipment

Equipment expenditures are scheduled at \$27,302 for 1956-57. This is an increase of \$9,041 over the amount of \$18,261 estimated for expenditure in 1955-56.

Out of the total of \$27,302 for equipment, the sum of \$20,129 is for replacement items and the further sum of \$7,173 is for additional equipment.

The budget as originally submitted by this facility requested \$45,975 for equipment. Modification of this amount after review to \$27,302, a reduction of \$18,673, or 40.6 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

Department of Corrections
CALIFORNIA INSTITUTION FOR WOMEN

ITEM 61 of the Budget Bill

Budget page 169
Budget line No. 7

FOR SUPPORT OF CALIFORNIA INSTITUTION FOR WOMEN FROM
THE GENERAL FUND

Amount requested	\$950,139
Estimated to be expended in 1955-56 Fiscal Year	812,356
Increase (17.0 percent)	\$137,783

California Institution for Women—Continued

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages-----	\$71,208	\$44,421	\$26,787	174 9
Operating expense -----	60,163	60,163	---	174 10
Equipment -----	5,437	5,437	---	174 11
Inmate pay-work projects-----	170	170	---	174 12
Add: Decreased reimbursements--	805	805	---	174 22
Total increase -----	\$137,783	\$110,996	\$26,787	174 24

RECOMMENDATIONS

Amount budgeted -----	\$950,139
Legislative Auditor's recommendation-----	950,139
Reduction -----	None

This institution houses all female felons committed to prison. The present institution replaced the former facility for women located at Tehachapi. Academic and vocational education are provided. A prison industries sewing program provides work for inmates.

ANALYSIS

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1946-47-----	248	\$851	---	---
1947-48-----	288	969	\$118	13.9
1948-49-----	314	1,204	235	24.3
1949-50-----	321	1,167	—\$7	—3.1
1950-51-----	334	1,176	9	0.8
1951-52-----	393	1,141	—\$5	—3.0
1952-53-----	413	1,262	121	10.6
1953-54-----	459	1,396	134	10.6
1954-55-----	533	1,399	3	0.2
1955-56†-----	574	1,569	170	12.2
1956-57†-----	622	1,600	31	2.0

* Forty-hour week became effective.

† Budget request.

‡ Estimated as shown in 1956-57 Budget.

The total expenditure for support of this facility is scheduled to increase \$143,583, or 16.9 percent.

Population at the institution is anticipated to average 622 inmates, an increase of 48, or 8.4 percent.

This results in the per capita cost going from \$1,569 to \$1,600, an increase of \$31, or 2 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$603,130. This represents an increase of \$71,208, or 13.4 percent over the total of \$531,922 scheduled for expenditure in this category during 1955-56.

California Institution for Women—Continued

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 114 established positions.....	\$28,316
A total of 17.8 proposed new positions and nine reclassifications costing.....	55,192
A change in estimated salary savings of.....	<u>—12,300</u>
Total increase in salaries and wages.....	\$71,208

A total of 114 positions are presently authorized. The agency is requesting an additional 17.8 proposed new positions. This represents an increase of 15.6 percent in staff, as compared to an 8.4 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 2.7 additional inmate increase in institutional population.

When compared to the present level of staffing which is one position for each 5.0 inmates it is apparent that the ratio of requested new positions to change in institutional population represents a 46 percent improvement in the level of service indicated by the existing ratio.

The following table reflects a comparative measure of the total level of service extended at this facility.

Total Level of Service—Employee Hours Available per Inmate						
<i>Fiscal year</i>	<i>Total employees</i>	<i>Total annual man-hours</i>	<i>Population</i>	<i>Level of service</i>	<i>Amount</i>	<i>Percent</i>
1943-44.....	43	94,256	143	659	—	—
1944-45.....	39	85,488	145	590	—\$69	—10.5
1945-46.....	38	83,296	198	421	—169	—28.6
1946-47.....	31	67,952	248	274	—147	—34.9
1947-48*.....	39.5	75,643	288	263	—11	—4.0
1948-49.....	44.3	78,677	314	251	—12	—4.6
1949-50.....	52.4	98,062	321	290	39	15.5
1950-51.....	49.7	88,267	334	264	—26	—9.0
1951-52.....	55.9	99,278	393	253	—11	—4.2
1952-53.....	64.5	114,552	413	277	24	9.5
1953-54.....	83.5	148,296	459	323	46	16.6
1954-55.....	97.8	173,693	533	326	3	0.9
1955-56†.....	113	200,688	574	350	24	7.4
1956-57‡.....	131.3	233,189	622	375	25	7.1

* Forty-hour week became effective.

† Budget requests.

‡ Estimated as shown in 1956-57 Budget.

Under the proposed budget request for 1956-57, the level of service will average 375 hours per inmate.

This is 25 hours, or 7.1 percent, above the level now scheduled for 1955-56.

It is 124 hours, or 49.4 percent, above the minimum level of service of 251 hours, experienced in 1948-49 during the period of 11 fiscal years, reflected in the above table.

The 17.8 proposed new positions are shown by function as follows:

California Institution for Women—Continued

<i>Functions and positions</i>		<i>Amount</i>	<i>Budget</i> <i>Page</i>	<i>Line</i>
Support and subsistence				
Feeding				
0.3	Butcher-meatcutter II (intermittent) -----	\$1,175	171	36
Care and welfare				
Custodial and personal care				
1	Supervisor-counselor IV -----	6,360	172	39
1	Supervisor-counselor IV -----	5,232	172	40
	Supervisor-counselor III (replacing three su- pervisor-counselor II) -----	1,260	172	43
2	Supervisor-counselor II -----	9,024	172	44
	Supervisor-counselor II (replacing five su- pervisor-counselor I) -----	1,200	172	47
10	Supervisor-counselor I (eight, effective April 1, 1959) -----	15,792	172	49
Medical care				
	Chief prison medical officer (replacing one physician-surgeon II) -----	1,800	172	53
1	Clinical laboratory technician -----	3,996	172	54
Education and religion				
0.2	Sabbatical leave -----	625	172	56
Classification and parole				
1	Correctional classification officer I -----	4,740	172	58
1	Intermediate file clerk -----	2,988	172	59
0.3	Overtime (group counseling) -----	1,000	172	60
17.8	Totals -----	\$55,192	--	--

The major portion of the request for a total of 17.8 additional positions is for additional custodial staff. Fourteen out of the group are for the latter function.

Out of the 14 added custody positions, five plus three relief or a total of eight, are to staff an added cottage facility on the same level of staffing as now prevails for existing comparable units.

Four positions are to realign the existing supervisory organizational staffing pattern to bring it more into comparability with the custodial staffing pattern exemplified in the correctional institutions for adult male inmates.

One position plus relief is scheduled for escort and transportation functions.

Reclassifications are proposed for eight custodial positions in line with the organizational shift in staffing pattern.

The balance of the staffing request is for positions related primarily to work load contingent upon the expanding population, with perhaps some increment of improved services.

We recommend approval of the staffing request.

The following table presents a measurement of the level of service devoted to custody at this facility:

California Institution for Women—Continued

Level of Service—Employee Hours Available per Inmate for Custody

Fiscal year	Total custodial positions	Total annual man-hours	Average population	Level of service	Increase over prior year	
					Amount	Percent
1945-46-----	24	42,624	198	215	--	--
1946-47-----	20.1	35,698	248	144	-71	-33.0
1947-48*-----	27.6	49,018	288	170	26	18.1
1948-49-----	32.2	57,187	314	182	12	7.1
1949-50-----	36.3	64,469	321	201	19	10.4
1950-51-----	34.8	61,805	334	185	-16	-8.0
1951-52-----	37.7	66,955	393	170	-15	-8.1
1952-53-----	39.4	69,974	413	169	-1	-0.6
1953-54-----	45.4	80,630	459	176	7	4.1
1954-55-----	58.3	103,541	533	194	18	10.2
1955-56†-----	66	117,216	574	204	10	5.2
1956-57†-----	80	142,080	622	228	24	11.8

* Forty-hour week became effective.

† Budget request.

‡ Estimated as shown in 1956-57 Budget.

Under the proposed budget request for 1956-57 the level of service for custody will average 228 hours per inmate.

This is 24 hours, or 11.8 percent, above the level now scheduled for 1955-56.

It is 84 hours, or 58.3 percent, above the minimum level of service of 144 hours, experienced in 1946-47 during the period of 11 fiscal years, reflected in the above table.

Functional and Per Capita Distribution of Salaries and Wages

Function	1955-56	1956-57	Increase		Per capita cost		Increase	
			Amount	Per-cent	1955-56	1956-57	Amount	Per-cent
Administration --	\$60,405	\$61,440	\$1,035	1.7	\$105.24	\$98.78	-\$6.46	6.1
Support and subsistence ---	27,715	29,835	2,120	7.6	48.28	47.96	-0.32	-0.7
Care and welfare	383,414	450,386	66,972	17.5	667.97	724.09	56.12	9.4
Maintenance and operation of plant -----	60,388	61,469	1,081	1.8	105.21	98.82	-6.39	6.1
Totals -----	\$531,922	\$603,130	\$71,208	13.4	\$926.70	\$969.65	\$42.95	4.6

The per capita cost for salaries and wages is scheduled at \$969.65 for 1956-57. This is an increase of \$42.95, or 4.6 percent over the amount of \$926.70 estimated for expenditure in 1955-56.

Operating Expenses

Operating expenses are scheduled at \$341,013 for 1956-57. This is an increase of \$60,163, or 21.4 percent, over the amount of \$280,850 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

California Institution for Women—Continued

Function	1955-56	1956-57	Increase		Per capita cost		Increase	
			Amount	Per-cent	1955-56	1956-57	Amount	Per-cent
Administration --	\$9,515	\$9,640	\$125	1.3	\$16.58	\$15.50	—\$1.08	—6.5
Support and subsistence ---	163,990	178,185	14,195	8.7	285.70	286.47	.77	0.3
Care and welfare	56,885	98,453	41,568	73.1	99.10	158.28	59.18	59.7
Maintenance and operation of plant -----	50,460	54,735	4,275	8.5	87.91	88.00	.09	0.1
Totals -----	\$280,850	\$341,013	\$60,163	21.4	\$489.29	\$548.25	\$58.96	12.1

The per capita cost for operating expenses is scheduled at \$548.25 for 1956-57. This is an increase of \$58.96, or 12.1 percent, over the amount of \$489.29 estimated for expenditure in 1955-56.

Equipment

Equipment expenditures are scheduled at \$17,788 for 1956-57. This is an increase of \$5,437 over the amount of \$12,351 estimated for expenditure in 1955-56.

Out of the total of \$17,788 for equipment, the sum of \$4,106 is for replacement items and the further sum of \$13,682 is for additional equipment.

The budget as originally submitted by this facility requested \$29,965 for equipment. Modification of this amount after review to \$17,788, a reduction of \$12,177, or 40.6 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

Department of Corrections

ADULT AUTHORITY

ITEM 62 of the Budget Bill

Budget page 175
Budget line No. 22

FOR SUPPORT OF ADULT AUTHORITY FROM THE GENERAL FUND

Amount requested -----	\$1,435,699
Estimated to be expended in 1955-56 Fiscal Year -----	1,253,580
Increase (14.5 percent) -----	\$182,119

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page	No.
		Work load or salary adjustments	New services		
Salaries and wages -----	\$132,502	\$84,658	\$47,844	179	52
Operating expense -----	44,285	18,285	26,000	179	53
Equipment -----	9,767	—4,933	14,700	179	54
Less: increased reimbursements --	—4,435	—4,435	---	179	59
Total increase -----	\$182,119	\$93,575	\$88,544	179	61

RECOMMENDATIONS

Amount budgeted -----	\$1,435,699
Legislative Auditor's recommendation -----	1,435,699
Reduction -----	None

Adult Authority—Continued

The Adult Authority consists of six members who operate as the sentence fixing and paroling agency for the state correctional system with respect to adult male offenders.

ANALYSIS

Fiscal year	Per Capita Costs		Increase over prior year	
	Average number of parolees supervised	Per capita cost	Amount	Percent
1946-47	3,007	\$94	--	--
1947-48*	3,070	124	\$30	31.9
1948-49	3,253	139	15	12.1
1949-50	3,341	133	—6	—4.3
1950-51	3,523	130	—3	—2.3
1951-52	3,988	135	5	3.8
1952-53	4,418	139	4	3.0
1953-54	4,878	144	5	3.6
1954-55	5,333	145	1	0.6
1955-56†	5,910	153	8	5.5
1956-57‡	6,195	160	7	4.6

* Forty-hour week became effective.

† Budget request.

‡ Estimated as shown in 1956-57 Budget.

The total expenditures for support of this agency are scheduled to increase \$193,519, or 14.5 percent.

Population under parole supervision is anticipated to average 6,195 under regular supervision and 600 under the intensive supervision unit, for a total of 6,795, an increase of 10.1 percent.

The per capita cost for regular supervision as reflected above is scheduled at \$160, an increase of \$7, or 4.6 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$1,126,010. This represents an increase of \$132,502, or 13.3 percent over the total of \$993,508 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 195 established positions	\$59,549
A total of 19 proposed new positions and reclassifications costing	66,553
A change in estimated salary savings of	6,400
Total increase in salaries and wages	\$132,502

A total of 195 positions are presently authorized. The agency is requesting an additional 19 proposed new positions. This represents an increase of 9.7 percent in staff, as compared to a combined total of 10.1 percent increase in the average number of parolees supervised in both the regular and special intensive units.

On the basis of the proposed budget, the agency is requesting one additional position for each 32.9 additional parolees supervised.

The present level of staffing is one position for each 31.6 parolees supervised. The ratio of requested new positions to change in average parole population supervised represents a small decline in the level of service.

Adult Authority—Continued

The following table reflects a comparative measure of the total level of service extended for parole supervision:

Level of Service—Employee Hours Available per Parolee

Fiscal year	Total positions	Total annual man-hours	Average number parolees supervised	Level of service	Increase over prior year	
					Amount	Percent
1946-47	88.0	192,896	3,007	64	—	—
1947-48*	89.7	159,307	3,070	52	—12	—18.8
1948-49	101.8	180,974	3,253	56	4	7.7
1949-50	101.3	179,909	3,341	54	—2	—36.0
1950-51	106.1	188,434	3,523	54	—	—
1951-52	118.1	209,746	3,988	53	—1	—1.9
1952-53	124.4	220,934	4,418	50	—3	—5.7
1953-54†	166.1	294,994	5,078	58	8	13.8
1954-55	171.5	304,584	5,581	56	—2	3.4
1955-56§	195	346,320	6,170	56	—	—
1956-57†	214	380,064	6,795	56	—	—

* Forty-hour week became effective.

§ Estimated as shown in 1956-57 Budget.

† Budget request.

‡ Special intensive parole unit included in this and each subsequent year.

Under the proposed budget request for 1956-57 the level of service will average 56 hours per parolee supervised.

This is the same level as now scheduled for 1955-56.

It is four hours, or 8.0 percent, above the minimum level of service of 50 hours, experienced in 1947-48 during the period of 11 fiscal years, reflected in the above table.

The 19 proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
Division of Adult Parolees:			
1 Parole officer II (effective September 1, 1956)-----	\$4,150	177	41
5 Parole officers (1 effective August 1, 1956, 1 effective October 1, 1956, 1 effective March 1, 1957, 1 effective May 1, 1957, 1 effective June 1, 1957)-----	10,665	177	45
2 Intermediate stenographer-clerks (1 effective October 1, 1956, and 1 effective May 1, 1957), Special Intensive Parole Unit-----	2,844	177	48
2 Parole officer II-----	9,960	178	34
6 Parole officer I-----	28,440	178	35
0 Parole officer classifications-----	1,080	178	36
3 Intermediate stenographer-clerk-----	9,414	178	37
19 Total-----	\$66,553		

The requested positions for the regular parole function are to handle an increased number of parolees at the currently authorized case loads.

Additional positions are being requested for the Special Intensive Parole Unit, which was started in 1953-54. The added staff for this unit will permit an expansion of the total case load to the extent of 50 percent. The unit will continue to operate on the premise of 30 parolees per officer for a period of six months. The change to this latter base is

Adult Authority—Continued

to become effective in January, 1956. The former pattern was 15 parolees per officer for three months.

Since this operation so far has demonstrated savings to more than offset its added cost, the expansion appears justifiable on both economic and social grounds and is recommended. The added cost for new positions and reclassifications in the 1956-57 year is \$48,894 for the Special Intensive Parole Unit.

An organizational survey of the agency was completed by the Department of Finance and the Personnel Board. Reclassification of existing personnel to be effective in January, 1956, will cost an additional \$13,000. The full-year cost for 1956-57 is scheduled at \$28,335.

We are in accord with the reorganizational proposal.

**Incidence of Suspensions to Parolee Months Under Supervision
California Parolees in California**

<i>Calendar year</i>	<i>Total parolee * man-months of supervision</i>	<i>Total number of suspensions</i>	<i>Percent</i>
1948-----	32,629	1,029	3.15
1949-----	33,400	1,014	3.04
1950-----	35,175	997	2.83
1951-----	38,472	1,074	2.79
1952-----	42,797	1,028	2.40
1953-----	49,087	1,247	2.54
1954-----	57,154	1,383	2.42
1955-----	61,950	1,332	2.15
Totals-----	350,664	9,104	2.60
Averages-----	43,833	1,138	

* Total of average case load for each month of the calendar year.

The foregoing table indicates a continuance of the declining rate in the percentage of parole suspensions that are being given in proportion to the total risk outstanding in terms of the total parolee man-months over which supervision is extended.

The degree of improvement reflected by this trend and the impact of any failure to continue the favorable percentage decline may be exemplified by applying the 1948 suspension rate of 3.15 to the 1955 risk total of 61,950. If we do this we find that there would have been 1951 suspensions in contrast to the 1332 parolees actually suspended. This is a difference of 619 suspensions, or 46.5 percent of the number actually issued.

Had not the improvement noted taken place, we might have been faced with the current necessity of finding facilities to house a substantial proportion of the 619 inmates potentially involved.

Progress along the lines indicated results in substantial savings to the State in the form of both capital outlay and support expenditures, while at the same time indicating the possibility of other social and economic gains from the standpoint of the parolees.

Adult Authority—Continued

Calendar year	Comparison of Parole Violators Returned					
	Total parole violators returned	With new commitment		Without new commitment		
		Number	Percent	Number	Percent	
1948	943	337	36	606	64	
1949	1,043	337	32	706	68	
1950	867	378	44	489	56	
1951	869	350	40	519	60	
1952	863	390	45	473	55	
1953	946	449	47	497	53	
1954	1,227	665	54	562	46	
1955	1,047	505	48	542	52	
Totals	7,805	3,411		4,394		
Averages	976	426	44	549	56	

The above table evidences some comparative retrogression in that out of all parole violators returned in 1955 the percentage being returned without a new commitment increased from the 52 percent in 1954 to 56 percent. This results in a lower percentage out of the total number returned being sent back for commission of a new offense. We believe, that on the average, the chances of being returned to prison for technical violations of the conditions of parole should as a practical matter be far less in actuality than the chances of being returned for the commission of a new offense.

However, of equally favorable importance is the fact that the total number returned in 1955 dropped to 1,047 from the previous high point in 1954 of 1,227. This is a decline of 180 or 14.7 percent. It is more noteworthy that 14.7 percent fewer violators were returned when recognition is given to the fact that the total outstanding "hazard" in terms of average parole case load advanced from 4,878 in 1953-54 to 5,910 in 1955-56, an increase of 1,032 or 21 percent.

It is recognized that there is not strict comparability between the periods indicated above due to differences in fiscal as compared to calendar years. However, a strict projection, assuming the fact that most parole violations occur within the first six months after release, will almost automatically compensate for the time differences involved. Every effort should be made to continue the favorable trend established.

State Costs in Connection With State Prison Inmates Sentenced
on Forgery and Check Counts

We refer to our analysis of this problem as outlined in last year's report and again recommend exploration of the concepts expressed therein to the Adult Authority, the board of trustees, and the Legislature as a whole, since statutory changes would be involved in order to implement a program embodying comparable requirements and objectives.

Operating Expenses

Operating expenses are scheduled at \$276,150 for 1956-57. This is an increase of \$44,285, or 19 percent, over the amount of \$231,865 estimated to be expended in the 1955-56 Fiscal Year.

The request by function for operating expenses is indicated below:

Adult Authority—Continued

<i>Function</i>	<i>1955-56</i>	<i>1956-57</i>	<i>Increase</i>	
			<i>Amount</i>	<i>Percent</i>
Administration	\$19,870	\$21,245	\$1,375	6.9
Division of Adult Parole	172,300	189,770	17,470	10.1
Special Intensive Parole Unit	33,635	59,075	25,440	75.6
Parole outpatient clinic	6,060	6,060	---	---
Totals	\$231,865	\$276,150	\$44,285	19.1

The major increase in operating expenses occurs in the Special Intensive Parole Unit, due to the expanded staff and case load for that operation.

Comparison of Repayments of Cash Advances to Parolees

<i>Fiscal year</i>	<i>Cash assistance to parolees and discharged persons</i>	<i>Repayment of advances</i>	
		<i>Amount</i>	<i>Percent</i>
1946-47	\$1,585	\$348	22.0
1947-48	4,942	1,800	36.4
1948-49	7,802	1,785	22.9
1949-50	14,371	1,840	28.0
1950-51	10,574	2,227	21.0
1951-52	15,426	2,484	16.1
1952-53	17,330	2,819	16.7
1953-54*	36,032	7,392	20.5
1954-55	27,759	8,224	29.6
Accumulated totals to date	\$135,821	\$28,919	21.3
1955-56	\$31,335	\$8,930	28.5
1956-57	\$44,520	\$13,365	30.0

* Special Intensive Parole Unit started. Advances and repayments for this group included for this and subsequent years.

It is gratifying to note the progress the agency is making in terms of the percentage recovery of monetary advances made to paroled and discharged prisoners. The percentage of such recovery has increased for each fiscal period starting with the low point of 16.1 percent in 1951-52 until it reached 29.6 percent in 1954-55.

However, it still is below the high point of 36.4 percent achieved in 1947-48. With increasingly greater amounts being budgeted and utilized for this purpose each year, it becomes more important that the percentage of recovery be improved.

We note, for example, that the Board of Trustees recovery rate for this item from women parolees in 1954-55 was 49 percent. While we do not consider the latter figure an optimum one, we see no justification for the disparity of performance between the two agencies.

In terms of accumulated totals, this item has resulted in a loss of \$106,902 during the years 1946-47 through 1953-54, with only 21.3 percent of total advances being repaid.

With improved supervision being available through the reorganization and reclassifications provided both in the current and projected fiscal period, here is one item susceptible of further improvement by the application of improved controls and procedures inherent in better supervision.

Adult Authority—Continued

The following table shows the same information for the Special Intensive Parole Unit, since its inception in 1953-54:

Fiscal year	Cash assistance to parolees and dis- charged prisoners	Repayment of advances	
		Amount	Percent
1953-54	\$9,488	\$2,513	26.5
1954-55	8,825	3,029	34.3
1955-56*	9,250	3,175	34.3
1956-57*	21,355	7,330	34.3

* Estimates.

When a comparison is made between the recovery rate for this unit as against the composite rate expressed in the prior table, it is evident that the performance factor for the latter group is largely responsible for pulling up the average of the combined rate.

Equipment

Equipment expenditures are scheduled at \$46,904 for 1956-57. This is an increase of \$9,767 over the amount of \$37,137 estimated for expenditure in 1955-56.

Out of the total of \$46,904 for equipment, the sum of \$17,218 is for replacement items and the further sum of \$29,686 is for additional equipment.

The budget as originally submitted by this facility requested \$83,831 for equipment. Modification of this amount after review to \$46,904, a reduction of \$36,927, or 44 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

Department of Corrections

BOARD OF TRUSTEES—INSTITUTION FOR WOMEN

ITEM 63 of the Budget Bill

Budget page 180

Budget line No. 6

FOR SUPPORT OF BOARD OF TRUSTEES—INSTITUTION FOR WOMEN
FROM THE GENERAL FUND

Amount requested	\$118,096
Estimated to be expended in 1955-56 Fiscal Year	113,561
Increase (4.0 percent)	\$4,535

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages	\$5,332	\$5,332	—	180 70
Operating expense	1,901	1,901	—	181 18
Equipment	—2,668	—2,668	—	181 28
Less: increased reimbursements	—30	—30	—	181 33
Total increase	\$4,535	\$4,535	—	181 35

Board of Trustees—Continued

RECOMMENDATIONS

Amount budgeted	\$118,096
Legislative Auditor's recommendation	118,096
Reduction	None

ANALYSIS

This agency discharges the functions of a parole and sentence fixing board for female prisoners and supervision of female parolees.

Generally, the board has the same duties and responsibilities for female prisoners as the Adult Authority has for male prisoners.

The board also acts as an advisory body to the Director of Corrections in matters affecting the management of the women's institution at Corona.

Per Capita Parole Costs

Fiscal year	Average number of parolees supervised	Per capita cost	Increase over prior year	
			Amount	Percent
1945-46	98	\$200	--	--
1946-47	102	237	\$37	18.5
1947-48 *	114	293	56	23.6
1948-49	144	306	13	4.4
1949-50	168	276	-30	-9.8
1950-51	202	247	-29	-10.5
1951-52	221	261	14	5.7
1952-53	290	250	-11	-4.2
1953-54	366	214	-36	-14.4
1954-55	406	233	19	8.9
1955-56 ‡	420	279	46	19.7
1956-57 †	440	278	-1	-0.4

* Forty-hour week became effective.

† Budget request.

‡ Estimate as shown in 1956-57 Budget.

The total expenditures for support of this function is scheduled to increase \$4,802, or 4.1 percent, in 1956-57.

Population under supervision is anticipated to average 440 parolees, an increase of 20, or 4.8 percent.

This results in the per capita for parole supervision cost going from \$279 to \$278, a decrease of \$1, or 0.4 percent.

The parole function was budgeted originally in 1955-56 on the basis of a total case load of 470 parolees. This has now been revised downward to 420, accounting for a substantial increase in re-estimated per capita costs for 1955-56. This downward revision also accounts for the budgeted increase in case load during 1956-57. In terms of prior budgeted levels of work load the 1956-57 case load of 440 is still below the 470 originally projected for 1955-56.

Failure to keep pace with projected parole releases contributes to higher inmate populations in the institution, which is already overcrowded in terms of its rated capacity.

The following table presents a measurement of the level of service extended in the parole function.

Board of Trustees—Continued

Level of Service—Employee Hours Available per Parolee

Fiscal year	Total employees	Total annual man-hours	Parolees supervised	Level of service	Increase over prior year	
					Amount	Percent
1945-46-----	4.0	8,768	98	89	--	--
1946-47-----	4.1	8,987	102	88	-1	-1.1
1947-48*-----	5.3	9,413	114	83	-5	-5.7
1948-49-----	6.0	10,656	144	74	-9	-10.8
1949-50-----	6.0	10,656	168	63	-11	-14.9
1950-51-----	7.0	12,432	202	62	-1	-1.6
1951-52-----	7.9	14,030	221	63	1	1.6
1952-53-----	8.1	14,386	290	50	-13	-20.6
1953-54-----	9.0	15,984	366	44	-6	-12.0
1954-55-----	11.3	20,069	406	49	5	11.4
1955-56†-----	13.4	23,798	420	57	8	16.3
1956-57‡-----	14.0	24,864	440	65	8	14.0

* Forty-hour week became effective.

† Budget request.

‡ Estimated as shown in 1956-57 Budget.

Under the proposed budget request for 1956-57 the total level of service will average 65 hours per parolee.

This is eight hours, or 14 percent, above the level now scheduled for 1955-56.

It is 21 hours, or 47.7 percent, above the minimum level of service of 44 hours, experienced in 1953-54 during the period of 12 fiscal years, reflected in the above table.

It is significant to note the substantial percentage increase in levels of service afforded to the function in each of the last three years as shown in the above table.

With particular reference to the 1956-57 fiscal period, it is suggested that in view of the expanded level of service, every consideration be extended to achieve or exceed estimated parole releases insofar as practicable.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$81,173. This represents an increase of \$5,332, or 7.0 percent over the total of \$75,841 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Salary changes on 12 established positions-----	\$4,211
A total of two proposed new positions costing-----	9,423
A change in estimated salary savings of-----	80

Total increase in salaries and wages----- \$5,332

A total of 12 positions are presently authorized. The agency is requesting an additional two proposed new positions. This represents an increase of 16 percent in staff, as compared to a 4.8 percent increase in parolees supervised.

The two proposed new positions are shown by function as follows:

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<i>Functions and positions</i>	<i>Amount</i>	<i>Budget Page</i>	<i>Line</i>
Parole supervision:			
1 Supervising women's parole officer-----	\$6,285	--	--
1 Intermediate stenographer-clerk -----	3,138	--	--
2 Totals -----	\$9,423		

With the establishment of the additional stenographic position, the item of temporary help has been reduced from \$2,338 to \$300.

The additional parole officer position was in fact approved last year for supervision of other parole officers on the basis of also carrying a one-half caseload.

The rerequest is on the basis of converting the position entirely to supervision purposes and eliminating the one-half case load requirement for the current and budget year. We are in accord with the request.

The inconsistencies in terms of parole failure which we have pointed out in prior years analyses of this budget are further developed by the additional figures covering another year of experience.

Comparison of Status of Parolee Violators Returned

<i>Fiscal year</i>	<i>Average number parolees</i>	<i>Returned as violators</i>		<i>With new commitments</i>		<i>Without new commitments</i>	
		<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>	<i>Number</i>	<i>Percent</i>
1948-49-----	144	28	19.4	5	17.9	23	82.1
1949-50-----	168	39	23.2	7	17.9	32	82.1
1950-51-----	202	34	16.8	7	20.6	27	79.4
1951-52-----	221	27	12.2	12	44.4	15	55.6
1952-53-----	290	47	16.2	12	25.5	35	74.5
1953-54-----	366	54	14.8	13	24.1	41	75.9
1954-55-----	406	79	19.5	21	26.6	58	73.4
		308		77	25.0	231	75.0

The trend reflected in the above table is not supportive of any indication of progress in the handling of inmates on parole insofar as effective supervision may be deemed to be a major aid in keeping the parolee out of further trouble.

Since 1951-52, the percentage of those parolees returned as violators has increased to the point where the 1954-55 figure is 19.5 percent, or 0.1 of a percent higher than the 1948-49 figure.

During the seven years reflected in the above table, a total of 308 parolees have been returned as violators. Twenty-five percent or 77 have been returned with new commitments. However, three times as many, or 231 were returned because of technical violations of the conditions of parole.

We again emphasize that there is an apparent and urgent need for a careful review and adjustment of board policies and the realistic application of those policies in handling parolees in the field.

The evidence of that need is found in the fact that the foregoing table indicates that it is at least three times as easy to be recommitted for technical reasons as for the commission of a new crime.

If the treatment and rehabilitation processes are at all effective, in the institution at Corona, as well as the guidance and assistance to be

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given by the field staff during the parole period, then reasonable and realistic benchmarks of conduct after release should not result in the disparity that now exists in the figures above.

In our opinion, the percentages shown should be just reversed if both the institutional and parole programs are really effective and are geared to complement each other under reasonable policy operating standards.

The policy results indicated in the above table contribute more than their share toward unnecessarily building up the Corona population and in turn necessitating additional state expenditures for capital outlay.

The impact of excessive returns for technical reasons upon institutional population may be generally illustrated in the following sequence.

During 1953-54 and 1954-55, a total of 99 parolees were returned to Corona for *technical reasons* deemed to be a violation of the conditions of their parole.

Recent figures indicate that the median additional sentence served by female parolees returned for technical reasons is 14 months.

The increase in average population at Corona from 1952-53 through 1954-55 was 97 or the approximate equivalent of the number of technical parole violators returned.

Operating Expenses

Operating expenses are scheduled at \$36,315 for 1956-57. This is an increase of \$1,901, or 5.5 percent, over the amount of \$34,414 estimated to be expended in the 1955-56 Fiscal Year.

The following table is the record of recovery of cash advances to paroled and discharged prisoners.

Comparison of Repayment to Cash Advances

<i>Fiscal year</i>	<i>Cash assistance</i>	<i>Repayment</i>	<i>Percentage of advances repaid</i>
1949-50	\$600	\$273	45.5
1950-51	635	260	40.9
1951-52	802	349	43.5
1952-53	659	264	40.1
1953-54	896	554	61.8
1954-55	951	557	58.5
Accumulated totals	\$4,543	\$2,227	49.0
1955-56 *	\$984	\$575	58.4
1956-57 *	1,030	605	59.7

* Estimated in 1956-57 Governor's Budget.

The actual recovery rate of 58.5 percent for 1954-55 shows a slight retrogression below the high point of 61.8 percent in 1953-54, and estimates for 1955-56 and 1956-57 are similarly below the 1953-54 level.

The matter merits additional attention, not from the standpoint of the small amount of money due to the State, but rather from the importance of the impact upon the parolee receiving such cash assistance. The manner in which a promise to repay is fulfilled may be one index of reliability in the direction of achieving social adjustment.

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Comparison of Miles Traveled by Parole Staff per Case

Fiscal year	Average number of parolees supervised—average		Total miles traveled	Average number of miles per case	Change over prior year	
	case load				Amount	Percent
1951-52-----	221		58,232	263	--	--
1952-53-----	290		57,664	199	-64	-24.3
1953-54-----	366		70,555	193	-6	-3.0
1954-55-----	406		108,214	267	74	38.3
1955-56 *	420		121,000	288	21	7.9
1956-57 *	440		124,000	282	-6	-2.1

* Estimated 1956-57 Governor's Budget.

The foregoing table indicates a substantial increase in the number of miles traveled per case supervised.

The agency reflects a 74 percent increase in this item in 1954-55 over 1953-54, and continues to project still higher averages in miles per case for 1955-56 and 1956-57. In fact, the 267 miles per case for 406 cases in 1954-55 closely approaches the 263 miles per case for only 221 cases in 1951-52.

In the absence of a policy change as to frequency of contact or a change in the basic risk structure in the average case load, the trend should be just the reverse.

It is obvious that as the total number of parole cases increase, the density of cases per geographical area increases and the average miles of required travel per case should decrease. In the absence of any budgetary explanation to the contrary, it is suggested that total travel requirements can be modified downward if reasonable attention is given to the matter during the current and forthcoming fiscal years.

Again we point out that time spent in excess travel simply adds to the total work load requirements and has no direct bearing upon the achievement of desired results in a good parole program.

Equipment

Expenditures, scheduled at \$1,213 are nominal, and reflect a reduction below the level of 1955-56, due primarily to no requests for motor vehicles.

DEPARTMENT OF THE YOUTH AUTHORITY

Responsibility for state juvenile correctional custody and rehabilitation is the joint responsibility of the Youth Authority and the Department of the Youth Authority.

The Youth Authority is a board with primary responsibility for the acceptance, assignment, parole and discharge of youths committed by the courts of the State. The Department of the Youth Authority provides and operates the facilities to carry out a program of diagnosis, training and treatment, custody, parol, and delinquency prevention.

The objective of the entire program is the protection of society against the irresponsible actions of juvenile delinquents and the rehabilitation of such youths to the point where they can become responsible citizens and members of society.

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The total requested appropriation for support of this function in 1956-57 is \$9,867,691. This is \$528,563 or 5.7 percent more than is now estimated for the 1955-56 Fiscal Year and \$609,806 or 6.6 percent more than was requested for the 1955-56 Fiscal Year when the budget for that year was presented.

Total ward population in schools and facilities is estimated in the budget to average 2,430. This is an increase of 81 wards or 3.5 percent over the 2,349 now estimated for 1955-56. The estimate for 1955-56 was 2,489 when that budget was presented.

Consolidated per capita cost based on institutional population and excluding the cost of the Bureau of Paroles and other current expense items is estimated to be \$3,599. At the time the 1955-56 Budget was presented the consolidated per capita cost for that year was estimated to be \$3,304. Consolidated per capita cost for 1955-56 is now estimated at \$3,550 in the 1956-57 Budget.

For the purpose of devising some index of cost for the Youth Authority program which could be used for comparative purposes we have calculated a per capita expenditure based on total expenditures and average institutional population. On this basis per capita expenditures for 1956-57 can be estimated to amount to \$4,060 for each of 2,430 wards of average population. The same index for 1954-55 actually amounted to \$3,815. This shows an increase of \$245 per ward of average population in a two-year period—a period covered by two budgets which theoretically reflect no or very minor increases in levels of service. Admittedly some explanation of some of this increase is possible on other than an increase in level of service basis. We do not make this point necessarily as a criticism of the agency or of the budget as such. Our purpose is to call to the Legislature's attention the fact that the level of expenditures for this program has risen to the point where an amount of money approximately equal to the average annual family income in the United States is sought to be expended for every ward of average population expected to be in Youth Authority facilities during the budget year.

We have many times previously pointed out that governmental programs should be evaluated in terms of progress toward achievement of objectives. In the case of the Youth Authority we think that the program should be evaluated in terms of improved rehabilitation of wards as measured by successful reassimilation into normal society and decreased recidivism as measured by a declining parole failure rate. Up to this time it has not been possible to evaluate reliable indices of progress measured in these terms, primarily because the agency has not set up the standards of measurement nor provided the data necessary to make comparisons with those standards.

Such evaluation serves a double purpose in that it provides the Legislature with the information necessary to make and implement policy decisions and it provides management with the data necessary to justify its administrative decisions.

During the current year the agency has taken a first step toward the correction of this deficiency. By agreement with the Department of Finance, the services of a senior administrative analyst have been made

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available to the agency for the purpose of organizing program evaluation studies of its operations along the lines we have discussed above. The cost of this agreement, \$9,385, is included in the agency's budget in the item of contractual research and analysis services (budget, page 188, line 25) in Departmental Administration, Operating Expense. The agreement as we understand it is intended to continue for two years. We believe that the kind of program evaluation which we have recommended should be a continuing staff service for any agency such as the Youth Authority, and that the evaluations resulting from the service should be a major factor in the direction of the agency.

Such services are utilized by progressive private business management with many firms allocating as much as 3 percent of budgeted expenditures to such purposes. The amount scheduled for expenditure by this agency in the budget year represents .09 of 1 percent of the expenditures scheduled for this agency. While we are most encouraged by this beginning, we wish to point out that the size of the effort in relation to the problem is almost insignificant. We suggest that this agency continue its efforts to develop an adequate program evaluation. The urgency of the necessity to be able to determine the future course of this program is amply demonstrated by the level to which per capita costs have risen and by the rapid rate of that increase.

Moreover, we believe that the information which is secured by the Youth Authority from the regular process of reviewing the case histories of delinquents, evaluating the problem factors in each case and observing the results of corrective measures or programs should be made available to the Legislature and the public in the form of a statistical report which will indicate quantitatively the significance of the factors developed. The statistics will show, we believe, that major factors are broken homes, drunkenness in the family, prostitution on the part of the mother or other related evidences of lack of normal parental influence and control. The specific nature of school delinquencies should be noted. Some of the reasons that the Youth Authority program is expensive is that it must furnish the educational program during incarceration, housing, food and supervision of a degree which is sufficient to meet the rehabilitation goals of the agency, i.e., at least the minimum required to establish the discipline and guidance previously lacking in the child's environment. A regular and objective reporting of these environmental factors, as well as data on intelligence quotient factors, would help in defining better delinquency correction programs, both with respect to Youth Authority expenditures and alternatives.

The following table shows the relationship of budget requests to actual expenditures and population for the past five years, and the estimates for the current and budget years.

Year	Original budget request		Revised budget re-estimate		Actual expenditure	
	Population	Amount	Population	Amount	Population	Amount
1950-51	1,831	\$4,107,481	1,790	\$4,141,736	1,780	\$4,153,740
1951-52	1,840	4,248,336	1,835	4,606,911	1,812	4,616,888
1952-53	1,901	4,855,268	1,870	5,104,075	1,845	5,452,338
1953-54	2,010	5,855,810	1,851	6,800,923	1,783	6,453,911
1954-55	2,358	9,104,735	2,274	8,462,479	2,110	8,049,370
1955-56	2,489	9,257,885	2,349	9,339,128		
1956-57	2,430	9,867,691				

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From 1950-51 when population was actually 1,780 wards and expenditures were \$4,153,740 to 1954-55 when population was 2,110 and expenditures were \$8,049,370, the increase in population amounted to 330 wards or 18.5 percent while expenditures rose \$3,895,630 or 93.8 percent. Some of this increase is attributable to three rounds of wage increases within the period covered amounting to approximately 15 percent of the salary and wage portion of the total increase and to an increase of approximately 10 percent in the wholesale commodity price index for that portion affected by prices; however, the major portion must be ascribed to new and improved levels of service. Examples of these are the constant improvement in the ratio of custodial staff to inmates and the implementation of the reception center clinic idea. We point out that this tremendous increase in level of service has been authorized in the main to enable the agency to make progress toward the accomplishment of its objective of successful rehabilitation of delinquent youth and yet we are no more able to factually substantiate such progress than we were before, much less to determine whether such progress, if any has been made, is worth what it is costing.

We again reiterate our belief that this program should not be further expanded either as to new concepts of application or as to level of service until the data necessary to evaluate its present operations are made available. This further emphasizes the point we have previously made that the scope of the evaluation program commenced during the current year is inadequate and should be rapidly expanded.

Population

Additional capacity, accounting for estimated increases in average population, is to be added at Fricot Ranch School for Boys, Fred C. Nelles School for Boys, Paso Robles School for Boys and at Preston School of Industry. This additional capacity is expected to result in an increase of 25 in average population. Projected increases at the Southern California Reception Center and Clinic are said to result from adjustments of the length of stay of wards at the institution. An increase at Los Guilucos School for Girls is expected to result from an increase in the number of girl commitments to the Youth Authority, and the increase at the forestry camps is said to result from a change in Youth Authority policy which will result in a greater length of stay. These latter changes account for an increase of 56 in average population.

We note that the budget states (page 184, lines 6, 7 and 8), "The population of this facility (Southern California Reception Center) is estimated to increase from 269 to 280 during the 1956-57 Fiscal Year. This is primarily due to an expected adjustment in processing time to a normal level of approximately six weeks for the average ward." The actual average stay per ward at this institution is calculated at 6.53 weeks for 1955-56 and is expected to increase to 6.82 weeks for 1956-57. If this length of stay were to be adjusted to an average of six weeks as stated in the budget it would result in reducing population at this institution rather than increasing it. The effect of this increase in the length of stay on the budget of this institution and our recommendations with regard thereto are discussed in our analysis of that budget. However,

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we wish to point out here that to the extent the average population of any one institution is overestimated, the total population of the Youth Authority will be overestimated. If the population of the Southern Reception Center is reduced in accordance with our recommendations, the over-all population estimate of the agency can be reduced to 2,348 wards rather than 2,430.

The length of stay at the forestry camps is proposed to be lengthened from an average of 14 weeks to 14.8 weeks. This is an increase of 5.6 days or 5.4 percent more time, per ward. We raise the question as to what considerations led to a change in policy which accomplishes such a nominal increase in length of stay. We believe that such policy changes should be based on consideration of the effect of length of stay on successful rehabilitation, on the statistics of failure on parole, and on a study of the time needed for the component parts of the program, and not on the general judgment factors of the responsible persons. At the projected per capita cost for forestry camp wards, this increase can be calculated to cost \$31,770.

The population at the Los Guilucos School for Girls is estimated to increase from an average of 160 for 1955-56 to 190 for the budget year. The reason given in the budget for this increase is "an expected increase in total girl population in the department. This increase will all be at this facility since the Ventura School for Girls has been operating at maximum capacity for several years." (Budget page 184, lines 30, 31, and 32.)

An examination of the population estimates for the two reception centers, however, show that girl admissions are to be the same in the budget year as in the current year. The same is true for parole returns and for transfer of processed cases. We understand that it is current Youth Authority policy to have all admissions both new commitments and returns from parole come through the reception centers and not directly to institutions. Some other sources, such as return from escape or transfer from another institution, may contribute additional institutional population; however, an examination of the monthly population movement figures contained in the monthly statistical summary for the Youth Authority for the current year to date indicate that very few wards are involved in this type of admission at either of the girls schools and that during the fiscal year these admissions are largely offset by departures of the same nature so as not to materially affect average population. Thus it would appear that no substantial increase in population at Los Guilucos should result from a general increase in girl population in the Youth Authority. We do note that an increase in length of stay at this institution, Los Guilucos School of Girls, is incorporated into the population estimate, and we would raise the question as to whether this is a change of policy. If it is a change of policy then in line with our discussion of the same problems at the forestry camps, we would also raise the question as to the reasons for this change of policy.

Further examination of the population estimates for the two reception centers and for the two girls schools shows the following inter-relationship. Ventura School for Girls is expected to receive not over

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225 clinic transfers in both 1955-56 and 1956-57. Los Guilucos is scheduled to receive not over 308 in 1955-56 and not over 335 in 1956-57. The two reception centers are scheduled to transfer a total of 533 cases in both 1955-56 and 1956-57. Thus in 1955-56 the category of admissions designated as "New commitments, returns, and clinic transfers" is exactly equal to the number of girls expected to be processed at the reception centers and transferred to the schools. However, in 1956-57 with the same number of girls to be processed and transferred and with the number of girls in the "New commitments, returns and clinic transfers" category remaining the same at Ventura, we find the number in the same category at Los Guilucos being increased by 27 and the total for the category at both schools amounting to 27 more wards than are expected to be transferred from the clinics. It is true that the designation of the category would seem to indicate that admissions from other sources than clinic transfers are included in the total. However, in 1955-56 the total of the category only equals the total of clinic transfers, and the totals of other categories such as "other returns" and "other transfers" appear to be more than ample to take care of admissions from all sources other than clinic transfers in both years. Thus again we are forced to conclude that the population estimate for Los Guilucos School for Girls is either inaccurate in that there will not be sufficient girls processed through the reception centers to enable this institution to achieve its forecast population or that an unexplained change of policy is expected to affect the total population of the institution.

The importance of accurate and fully justified population estimates is demonstrated by the fact that if the per capita cost for this school as shown in the budget is taken as the unit cost, an error of 30 in average daily population can be calculated to result in an overbudgeting of approximately \$130,000.

From the foregoing analysis, which by reason of limitations of time and available data is not necessarily complete, we conclude that the population estimate for Los Guilucos School for Girls is not necessarily more accurate than it was last year, when by agreement the agency did not refill certain positions which became vacant except on an agreed population ratio.

We therefore recommend that the agency and the Department of Finance re-examine the population estimate for this institution in relation to this analysis and if as a result it is determined that the estimate should be revised downward, that an agreement, similar to that in effect for the current year, be applied to the operation of this school for the budget year.

The population estimates for all institutions indicate that with two minor exceptions the length of stay at all Youth Authority facilities is expected to increase. With the exception of the cases discussed above the increases are minor, but will contribute something to increased population and to increased costs.

The following table shows the amount and percentage by which this agency's actual populations have failed to come up to the estimates upon which its budget requests have been based in recent years:

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Population Forecasts in Relation to Population Achieved

Fiscal year	Original estimate	Actual population	Decrease	
			Amount	Percent
1950-51	1,831	1,780	51	2.8
1951-52	1,840	1,812	38	2.1
1952-53	1,901	1,845	56	2.9
1953-54	2,010	1,783	227	11.3
1954-55	2,358	2,110	248	10.5
1955-56	2,489	2,349 *	140	5.6
1957-	2,430	---	---	---

* Estimate for the current year as shown in the 1956-57 Budget.

This table shows the general unreliability of this agency's population forecasts in recent years. Particular note should be taken of the fact that the 1955-56 forecast has already been scaled down by 140 wards from that on which the current budget was based.

In our analysis of this budget last year we stated on page 226, "If the estimate of population for the budget year 1955-56 is no more reliable than in previous years, it seems unlikely that actual population for that period will exceed 2,350. In the absence of a change of policy by the Youth Authority itself, or some unforeseen emergency, we cannot agree with the estimate of 2,489 wards for 1955-56." Apparently, within approximately six months of the time this statement was disputed before the Legislature by the agency and the Department of Finance, they were forced to conclude that it was correct and revise their own estimate to within one ward of the figure we had set up. Again, if the previous pattern of experience is followed, the actual population for this current year will be below this re-estimated figure. Actual Youth Authority population at the end of December, 1955, was 2,246. We are not aware of presently unused or projected capacity which is or will become available during the remainder of 1955-56 which will accommodate the additional wards necessary to raise the average population by 103 in six months. Even if such capacity is or becomes available, the projected processing rates of the reception centers will not produce the necessary numbers of wards. Obviously, if the re-estimated population for 1955-56 is not achieved, the estimate of an additional 81 wards over that re-estimate, based on capacity increases and policy changes for the 1956-57 Fiscal Year, is also wrong and the agency should not be budgeted on the basis of the budget estimate of population.

We have pointed out previously that population in the Youth Authority is a controllable factor. It is initially controllable by reason of the Youth Authority's statutory right to accept or reject commitments, and, secondly, by the adjustment of the length of stay of wards in institutions or other policy changes. Part of the increase in population which has already occurred in 1955-56 is the result of increased lengths of stay at several institutions. The agency can at any time render its own population estimates inaccurate or affect any appraisal of such estimates by simply changing in minor degree the length of stay at institutions or admissions or parole policies. When such changes occur after approval of the budget and without justification in terms of program requirements, we raise the question as to the validity of the

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use of such population estimates as the basis for work load increases in the budget.

For example, the agency requested 69.1 new positions in the 1955-56 budget for an estimated population increase of 215 and 61.5 of these positions were authorized. It is now estimated that only 156 of the population increase originally estimated will materialize even by the end of the 1956-57 Fiscal Year. However, the agency is now requesting an additional 44.6 positions. This, in effect, is a request for 113.7 positions for an estimated population increase of 156 wards in two successive budgets presented on the basis that they did not contain requests for increased levels of service. Put another way, the agency is now estimating that population will decline 59 wards by the end of 1956-57 from the population that was budgeted for in 1955-56. Such a decline in population should be accompanied by a decrease in budget requests if level of service is to be maintained, but instead we find the agency requesting 44.6 more positions.

Salaries and Wages

This is the third successive year in which we must raise the question of the manner in which requests for additions to teaching staffs are submitted. In view of the inconsistency of application of the ratio of 15 pupils to one teacher among the various institutions, we recommended approval of teacher requests in the 1954-55 budget on an overall ratio with weighting of the ratio for special classes of teachers. An effort to obtain an agreement among the agency, the Department of Finance, and ourselves had not been successful in time for application to teacher requests in the 1955-56 budget, so that it was agreed to recommend as an expedient the positions necessary to preserve the 1953-54 level of service as expressed by the ratio of teaching positions to year end populations at the various institutions. It had been agreed among those concerned that future teacher requests should be based on projections of a.d.a. as shown by the attendance records of the schools. The teacher requests contained in this budget have not been supported with projections of actual a.d.a. They are supported by computations based on estimated average populations adjusted for anticipated assignments of wards. We are unable to reconcile these computations on the basis of the data available to us, and we are precluded from evaluating the utilization of present teaching staffs by the failure of the agency to provide a.d.a. experience data. Consequently, we have analyzed the teacher requests in this budget on an individual basis in relation to the institution for which they are asked and our recommendations appear in the analyses of the particular institutions affected.

We recommend that actual a.d.a. experience for all institutions having school programs be reported to the Legislative Auditor and the Department of Finance on a fiscal year basis, and that future teaching staff requests be based on projections of such a.d.a. experience.

3 Supervisors of Academic Instruction (Budget page 184,
lines 42-44-46) ----- \$18,180

These positions are requested to provide a supervisor of academic instruction at Youth Authority schools when average daily attendance

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and population require 10 or more credentialed teachers at the 15 to 1 pupil-teacher ratio. This staffing ratio is the recommendation of a management analysis study. The positions are requested for the Fred C. Nelles School for Boys, the Paso Robles School for Boys, and the Los Guilucos School for Girls.

We recommend disapproval of these position requests.

Prior to the 1953-54 Fiscal Year, positions of supervisor of academic education were authorized at Paso Robles School for Boys and Los Guilucos School for Girls. In that year's budget the agency requested positions of assistant superintendent for these two schools. These were allowed as reclassifications of the existing supervisor of academic instruction positions to retain the responsibility for supervision of the education program but to have a broader scope of responsibility for the entire program at an institution including custody. The Fred C. Nelles School for Boys also at one time had a supervisor of academic instruction but reclassified that position to business manager.

Among the arguments advanced at the time of the creation of the positions of assistant superintendents at the two schools where they replaced supervisors of academic instruction were:

1. That the Fred C. Nelles School for Boys had such a position.
2. That the position in charge of education and training should be a top level key position because of the inter-relationship of the education and training program and custody.
3. That the superintendents did not have the time to devote to supervision of the education program and needed a position to take this responsibility.
4. That an assistant superintendent eliminated the necessity for a supervisor of academic instruction.

When these assistant superintendent positions were created, a fairly logical administrative staff resulted, with the only exceptions being the Fricot Ranch School for Boys and the Ventura School for Girls. In the former case the size, physical layout and organization does not warrant an assistant superintendent where a supervisor of academic instruction carrying a half-time teaching load has responsibility for the education program. At Ventura, again, because of the smaller living units and decreased custody problems, an assistant superintendent is authorized rather than a head group supervisor, and a supervisor of academic instruction heads the education program which also has some special problems.

Now just three years after the question of the organization of top level school administration positions was apparently settled, we find the agency requesting positions which will again increase the level of administrative supervision at school institutions. Levels of administrative supervision at these institutions have been increased a number of times in recent years. Just last year assistant head group supervisors were added so as to provide 24-hour supervisory coverage of custodial functions. This should have had the effect of relieving both the superintendent and the assistant superintendent of some of their direct responsibility for custody and made more time available for other duties.

General Summary—Continued

Originally, the superintendents of these schools were conceived of as school superintendents. Part of their qualification is their academic administrative ability. The same is true of assistant superintendents. This also was part of the consideration in the allowance of assistant superintendents in lieu of supervisors of academic instruction. In view of these considerations we cannot concur in the agency's request to have both supervisors of academic instruction and assistant superintendents at these institutions. To allow these positions at this time will result in an increase in level of service for both the education function and the administrative supervision function. Justification for increases in these areas should be directly related to contribution to the objective of the program which is rehabilitation of wards. We do not believe that the agency is prepared at this time to show on a factual basis that any deficiency in either the function of education or of administrative supervision is related to lack of success on parole or in public school adjustment of paroled wards. The principal advantage claimed by the agency for the allowance of these positions is that they will narrow the area of responsibility for the assistant superintendent on the vague assumption that this will increase the effectiveness of administrative supervision, and that by having a separate position responsible for administration of the school program, the quality of the teaching will be improved. We again restate our position that requests for improvement in level of service in this program should be based on facts which show a commensurate improvement in accomplishment of the program objective.

This request is based on a management analysis report of the Department of Finance (AN 750.6). This report recommends that a standard be adopted for the creation of a position of supervisor of academic instruction for any Youth Authority school when the pupil-teacher ratio requires 10 or more credentialed teachers in the school.

Two principal reasons for the establishment of this standard are advanced by the report. One is that teaching in a Youth Authority school is more difficult than in a public school and consequently requires a supervisory position for 10 teachers. The other is that the educational and administrative responsibilities of the supervisor of a Youth Authority education program are such as to require a single responsible administrative position.

We cannot agree with either of these propositions as they are presented in the report. In support of the contention that teaching in Youth Authority schools is more difficult than in public schools, the report states that wards are generally educationally retarded and that there is a greater chronological age spread per class than in public schools and that classes are continuous so that all pupils in a class have not commenced the course at the same time. These may well be the facts; however, we do not believe that they necessarily demonstrate that teaching is more difficult in a Youth Authority school. While pupils may be educationally retarded, there has been no showing that they are not generally as intelligent as public school pupils and presumably can learn as well. Their educational retardation is ascribed by the report to truancy, dislike of school routine, and lack of respect for authority. While this may be the reason for educational retardation, we point out

General Summary—Continued

that truancy is virtually impossible under the custody situation which exists in Youth Authority schools. Wards are customarily informed that early parole release will be judged on progress in school, among other things, which should have a tendency to cause the ward to suppress any inherent dislike of school routine. By the time the ward reaches a school situation he will have had several months of experience in Youth Authority reception centers and receiving units. A necessary part of the programs at these specialized functions is teaching the ward respect for authority, particularly the Youth Authority's authority.

The report also states that discipline problems are increased by the emotional disturbance and social maladjustment of the pupils. We point out that the Youth Authority teacher has access to custodial and supervisory personnel, on the grounds immediately adjacent to the school, who are skilled and expert in the problems of handling the discipline problems of Youth Authority wards. The teachers themselves are selected because of their abilities along these lines. The public school teacher normally does not have access to similar outside assistance in handling discipline problems. We also point out that this is one of the principal factors justifying the ratio of 15 pupils to one teacher, which is very low in comparison to normal public school standards. The low pupil-teacher ratio is also related to the difficulties inherent in continuous classes and above average chronological age spread. Additionally, however, we would point out that the same subject matter or course is taught despite the age spread in a class, and that while the age spread might affect rates of individual achievement or create unusual discipline problems, we do not think that the age spread is such a handicap as to completely offset the advantage of the lower teacher-pupil ratio. The same line of reasoning applies to the question of continuous classes, with pupils starting and finishing at different times, creating as it does the necessity for more individual pupil attention.

We have spent considerable time discussing this question of the alleged difficulties of Youth Authority teaching as compared to public school teaching, not only in connection with this report, but because for years this argument has been advanced in support of teacher requests and capital outlay programs for school construction at Youth Authority institutions. There has as yet been no factual data advanced in support of the validity of these arguments, just as there is no such data in this report, and we maintain that the counter arguments as we have set them out above are at this point equally valid. If the agency wishes to continue to rely on these statements of the difficulty of Youth Authority teaching, we suggest that they assemble and produce facts as to the comparative numbers of schoolroom disciplinary problems encountered by the teachers, comparative rates of academic progress, truancy, absence on account of illness, destruction of property, disrespect for authority, and the various other schoolroom comparables upon which the question of the relative degree of difficulty of the teaching situation might be resolved.

We raise the question, however, as to what if anything the relative difficulty of the teaching situation in the classroom has to do with the ratio of teachers to supervisors. The problems discussed above, which

General Summary—Continued

are the ones used in this AN report, relate to problems in the classroom, not in a supervisor's office. We do not think that the way to solve problems in the classroom is to provide more supervisors. We do think that if the problems discussed present real deficiencies in the Youth Authority school program, as shown by lack of educational and social progress by wards, then the Youth Authority should be studying and considering whether a continuation of classroom education patterned after public schools is a valid method of providing education for delinquent children.

The other point raised by this AN report that the job of supervision of the education program requires a single full-time position is based primarily on an alleged similarity between this proposed position and the principal of a public school. We point out the same objection to this argument as noted above in connection with teaching difficulties. No factual comparative data as to the actual work load of the two positions is presented. The problems and areas of responsibility of the proposed new positions are presented but whether these are greater than, equal to, or less than the same criteria for a principal of a public school employing a minimum of 10 teachers is not apparent, since no detail of what such a principal does is given. That the factors are even comparable rests on the unsupported subjective judgment of the author of the report.

The report states that there is no other position on the school staff which has as an absolute requirement the education, experience, and credential necessary to properly discharge these responsibilities. We have been under the impression that the superintendent and the assistant superintendent were so qualified. Particularly the latter, since this position was allowed in lieu of the superintendent of academic education. These two positions have been discharging the responsibility for the academic supervision of the school, and if their qualification is not a requirement of the position, we believe it should be made one rather than relieving them of one of their primary duties and most important single function. We also point out that there are, or should be, at least two positions on the staffs of these schools which share the responsibility for supervision of the educational program. This proposed staffing formula would include a third. On the basis of comparability with the public school situation, we do not believe that a school district with a single elementary school with a possible school population of from 100 to 300 would normally have a superintendent, an assistant superintendent, and a school principal. More usually the jobs of superintendent and principal would be combined into one position.

We cannot accept the recommendation of the AN report that a position of supervisor of academic instruction be automatically created whenever 10 or more credentialed teachers are required, at least not unless and until the recommendation is supported with the kind of factual comparative data we have discussed above.

We note from the budget (page 184, lines 53 and 54) that a total of 11.5 positions are being abolished. Ten being abolished at the Los Guilucos School for Girls are in conformity with our recommendations in last year's analysis.

Department of Youth Authority
DEPARTMENTAL ADMINISTRATION

ITEM 64 of the Budget Bill

Budget page 185
Budget line No. 33

FOR SUPPORT OF DEPARTMENTAL ADMINISTRATION FROM THE
GENERAL FUND

Amount requested	\$1,715,913
Estimated to be expended in 1955-56 Fiscal Year	1,591,060
Increase (7.8 percent)	\$124,853

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages	\$99,442	\$84,916	\$14,526	191 9
Operating expense	36,415	35,135	1,280	191 10
Equipment	—10,864	—10,864	--	191 11
Less: increased reimbursements	—140	—140	--	191 16
Total increases	\$124,853	\$109,047	\$15,806	191 18

RECOMMENDATIONS

Amount budgeted	\$1,715,913
Legislative Auditor's recommendation	1,700,107
Reduction	\$15,806

Departmental administration of the Department of the Youth Authority has its offices located in Sacramento. Functionally it is divided into three divisions, each under the direction of a deputy director. These divisions are the Division of Administration, the Division of Field Services, and the Division of Diagnosis and Treatment. The Youth Authority Board is located in departmental administration for administrative purposes.

The Division of Administration provides staff accounting service to the entire Youth Authority and operational accounting to two institutions, three camps, the Youth Authority Board, and departmental administration itself. It supervises and coordinates budget preparation and presentation and coordinates all interagency fiscal control and staff service functions for the department.

The Division of Field Services is functionally organized into two bureaus—the Bureau of Probation and Delinquency Prevention Services and the Bureau of Paroles. The Bureau of Probation and Delinquency Prevention Services provides consultation services on problems of delinquency prevention to local communities and coordinates and standardizes practices, procedures and information among local agencies in the field of delinquency prevention. It administers the county juvenile camp subvention program and supervises the administration of the Interstate Compact on Juveniles and the Interstate Probation Compact as it applies to juveniles.

The Bureau of Paroles provides parole supervision to wards of the Youth Authority who are paroled.

The Division of Diagnosis and Treatment supervises the operation of all institutions and is responsible for the training and treatment programs at those institutions. It also supervises the interfacility transportation of wards.

Departmental Administration—Continued

ANALYSIS

The recommended reduction of \$15,806 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Division of Administration:			
Personnel:			
1 Junior staff analyst.....	\$4,404	188	18
1 Intermediate typist-clerk (existing position).....	3,477	188	10
Accounting office:			
1 Intermediate stenographer-clerk (existing position).....	3,507	187	71
Division of Field Services:			
Bureau of Probation and Delinquency Prevention			
Services:			
1 Intermediate stenographer-clerk	3,138	188	75
4 Positions, reducing salaries and wages by.....	\$14,526		

It should be noted that even with the recommended deletions of the above four positions, the agency will still receive the benefit of a total of 12 new positions involving an increase of \$34,656 in salaries and wages.

<i>Operating expenses</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Division of Field Services:			
Bureau of Probation and Delinquency Prevention			
Services:			
Conferences and educational projects.....	\$800	189	14
Division of Diagnosis and Treatment:			
Educational institutes and workshops.....	480	190	65
Reduction in operating expenses.....	\$1,280		
Total reduction	\$15,806		

The following table presents a comparison of per capita administrative costs for the Fiscal Years 1946-47 through 1956-57.

<i>Fiscal year</i>	<i>Per Capita Costs</i>		<i>Per capita cost</i>	<i>Increase over prior year</i>	
	<i>Institution population</i>	<i>Total administrative costs *</i>		<i>Amount</i>	<i>Percent</i>
1946-47.....	1,414	\$345,611	\$244	—	—
1947-48 †.....	1,580	395,893	251	\$7	2.9
1948-49.....	1,620	427,093	264	13	5.2
1949-50.....	1,704	448,617	263	—1	—0.4
1950-51.....	1,780	473,683	266	3	1.1
1951-52.....	1,812	503,115	278	12	4.5
1952-53.....	1,845	549,178	298	20	7.2
1953-54.....	1,783	576,168	323	25	8.4
1954-55.....	2,110	744,144	353	30	9.3
1955-56 §.....	2,349	836,746	356	3	0.8
1956-57 †.....	2,430	896,172	369	13	3.7

* Exclusive of the Bureau of Paroles and contributions to State Employees' Retirement Fund.

† Budget request.

‡ Forty-hour week became effective.

§ Estimate as shown in 1956-57 Budget.

The total expenditures for support of this facility are scheduled to increase \$134,153, or 8 percent.

Institutional population served by departmental administration is anticipated to average 2,430 wards, an increase of 81, or 3.4 percent.

Departmental Administration—Continued

This results in the per capita cost going from \$356 to \$369, an increase of \$13, or 3.7 percent.

Attention is directed to the fact that the 1956-57 total institutional population forecast of 2,430 wards, is 59 wards or 2.4 percent less than provided for on the basis of the 1955-56 Governor's Budget.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$1,296,101. This represents an increase of \$99,442, or 8.3 percent over the total of \$1,196,659 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 238.5 established positions	\$46,760
A total of 16 proposed new positions costing	49,182
A change in estimated salary savings of	3,500

Total increase in salaries and wages \$99,442

A total of 238.5 positions are presently authorized. The agency is requesting an additional 16 proposed new positions. This represents an increase of 7 percent in staff, as compared to a 3.4 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 5 additional wards increase in institutional population.

When compared to the present level of staffing which is one position for each 10.2 wards it is apparent that the ratio of requested new positions to change in institutional population represents a 49 percent improvement in the level of service indicated by the existing ratio.

The following table reflects a comparative measure of the total level of service extended by departmental administration.

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees ‡	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1946-47	71.4	156,509	1,414	109.5	---	---
1947-48*	75.6	134,266	1,580	83.8	-25.7	-23.5
1948-49	80.3	142,613	1,620	86.8	3.0	3.6
1949-50	86.2	153,091	1,704	88.6	1.8	2.1
1950-51	87.0	154,512	1,780	85.6	-3.0	-3.4
1951-52	87.6	155,578	1,812	85.9	0.3	0.4
1952-53	87.6	155,578	1,845	84.3	-1.6	-1.9
1953-54	85.0	150,960	1,783	84.7	0.4	0.5
1954-55	90.5	160,728	2,110	76.2	8.5	10.1
1955-56§	101.5	180,264	2,349	76.7	0.5	0.9
1956-57†	103.5	183,816	2,430	75.7	-1	-1.3

* Forty-hour week became effective.

† Budget request.

‡ Exclusive of the Bureau of Paroles.

§ Estimated as shown in 1956-57 Budget.

Under the proposed budget request for 1956-57, the level of service will average 75.7 hours per ward.

This is one hour, or 1.3 percent, below the level now scheduled for 1955-56.

Departmental Administration—Continued

The 16 proposed new positions are shown by function as follows:

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Division of Administration			
*1 Junior staff analyst-----	\$4,404	188	18
Division of Field Services			
Bureau of Probation and Delinquency Prevention Services			
2 Field representatives (expire June 30, 1957) ---	11,498	188	73
*1 Intermediate stenographer-clerk (expire June 30, 1957)-----	3,138	188	75
Bureau of Paroles			
2 Parole officers III (1 effective September 1, 1956, and 1 effective June 1, 1957)-----	5,555	189	53
1 Parole officer II (effective October 1, 1956)-----	3,735	189	55
6 Parole officers I (1 effective July 1, 1956; 1 January 1, 1957; 1 February 1, 1957; 1 April 1, 1957; and 1 May 1, 1957)-----	14,220	189	61
3 Intermediate stenographer clerks (1 effective September 1, 1956; 1 February 1, 1957; and 1 June 1, 1957)-----	4,132	189	65
Division of Diagnosis and Treatment			
(0.5) Overtime (extraditions)-----	2,500	190	52
16 Totals -----	\$49,182		

* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

<i>Function</i>	<i>Salaries and wages</i>				<i>Per capita costs</i>			
	<i>1955-56</i>	<i>1956-57</i>	<i>Amount</i>	<i>Increase Per-cent</i>	<i>1955-56</i>	<i>1956-57</i>	<i>Amount</i>	<i>Increase Per-cent</i>
Division of administration *	\$325,632	\$337,464	\$11,832	3.6	\$139	\$139	--	--
Division of Field Services ----	745,893	828,062	82,169	11.0	318	341	\$23	7.3
Division of Diagnosis and Treatment --	125,134	130,575	5,441	4.3	53	54	1	0.9
Totals ----	\$1,196,659	\$1,296,101	\$99,442	9.8	\$510	\$534	\$24	4.7

* Includes Youth Authority Board.

The per capita cost for salaries and wages is scheduled at \$534 for 1956-57. This is an increase of \$24, or 4.7 percent over the amount of \$510 estimated for expenditure in 1955-56.

1 Junior staff analyst (*Budget page 188, line 18*)----- \$4,404

This position is requested to meet increased work load in the personnel office and to permit an increase in field review of personnel transactions. The position is also requested to relieve the personnel officer of part of the professional personnel work load which has increased in recent years.

The justification of this position in the 1956-57 Budget on page 186, lines 37 to 43, inclusive, states in part, "Certain duplicate records of the institution's personnel transactions which have been maintained in the central office will no longer be kept there. This position and the personnel officer will increase field review of personnel transactions to offset the need for duplicate records." This statement is apparently based on a report (No. A. N. 814) of the Management Analysis Section

Departmental Administration—Continued

of the Division of Budgets and Accounts of the Department of Finance. This report is the result of a study of the records and procedures of the Youth Authority's central personnel office. The report contains seven recommendations, among which are recommendations for the elimination of duplicate records and unnecessary review in the central office; for additional technical professional guidance in the field; and for the establishment of the requested position of junior staff analyst in the central personnel office. These three recommendations are related in that it is made to appear that the elimination of the duplication of records and review is dependent upon increased technical professional assistance and supervision in the field and that the increase in field work by professional staff is dependent upon the establishment of the requested position.

We recommend deletion of the position.

If allowed in accordance with the recommendation of the Management Analysis study and report, this position would be primarily concerned with giving professional guidance to institutional personnel work and to reviewing personnel transactions and practices of the schools. There are six Youth Authority schools with personnel work on a decentralized basis so as to require the kind of field supervision which the A. N. report recommends. We recognize that to the extent that field supervision and technical assistance has been needed in the past and not given, it is probable that upon the availability of such assistance and supervision it will be required on an intensive basis for an initial period of time during which the major deficiencies are corrected. We cannot agree that the supervision and technical assistance for six institutions with a total of seven clerical personnel employees will require the continuous full time of one professional personnel employee.

Nothing is indicated in the A. N. report as to the responsibility, duties, or work load of the personnel officer now authorized. Heretofore this position has been charged with full responsibility for the Central Office personnel function. With the reduction in work load for the unit occasioned by the elimination of duplication of records, it seems reasonable to assume that this position can again resume the technical assistance and supervision of institutions on a decentralized personnel accounting basis, as the position was originally conceived and as it functioned when work load was less than it is now.

In its original justification for the requested position of junior staff analyst, the agency cited the fact that numerous studies and analyses are normally required by management but have not been supplied due to shortage of time and personnel. These are as follows:

1. Evaluation of reports of performance.
2. Accumulation of overtime and vacation records and relationships to post assignments.
3. Review and revision of job specifications to meet changing conditions in the department.
4. Study and determination of proper salaries for employees being paid indeterminate rates.
5. Study of internal relationships of civil service classes used in the department.

Departmental Administration—Continued

6. Study of job surveys to determine proper job classifications.
7. Cooperate with deputy directors and especially the supervisor of education and training program in the development of in-service training, manuals, procedures, and techniques.

Obviously good management requires the kind of information outlined above; however, we raise the question of whether the departmental personnel officer is the proper source of such information. (1) We had understood that the evaluation of reports of performance was the responsibility of the supervisor of the employee concerned. (2) The accumulation of overtime and vacation credits and their relationship to post assignments is the responsibility of the institution whose operation is affected by the post assignment (3, 4, 5, and 6). These responsibilities are clearly those of the Personnel Board which should not be duplicated by the agency. It seems clear from the above that the existing position of personnel officer should be able to provide the additional field assistance and supervision and the additional service implied by No. 7 above. To the extent that No. 7 might not be accomplished during the initial period of more intense field supervision and assistance it could undoubtedly be accomplished thereafter.

Elsewhere in this analysis, in connection with the Personnel Board, we have pointed out what appears to us to be the lack of a clearly established policy or goal with respect to further centralization or decentralization of departmental personnel services. This request further illustrates the importance of studies by the Personnel Board and others which can be the basis for the establishment of a consistent objective. In any event, the proposed service would not justify an additional position at this time since it would be a new service which should be deferred until a General Session of the Legislature.

We suggest that the agency attempt to take full advantage of the savings resulting from the elimination of duplication of records by gaining at least one year's experience without augmenting staff. If on the basis of that experience deficiencies still exist, additional personnel can be justified on the basis of the actual time spent on the accomplishment of existing work load.

1 Intermediate typist-clerk (existing position) (Budget page 188, line 10)----- \$3,477

The management analysis report referred to above also recommended that one existing clerical position in the personnel office be abolished and one clerical position in the personnel office on loan from the accounting office be returned to that office.

In view of the reduction of work load being accomplished by the elimination of duplication and in line with the management analysis study, which indicates that four clerical positions are sufficient to accomplish the revised clerical work load, we recommend the deletion of one intermediate typist-clerk, reducing salaries and wages by \$3,477.

1 Intermediate stenographer-clerk (existing position) (Budget page 187, line 31)----- \$350

The clerical position loaned to the personnel office by the accounting office is a position of intermediate stenographer-clerk which was re-

Departmental Administration—Continued

requested by the agency in the 1955-56 Budget to work for the position of accounting officer II which was also requested in that budget. The Legislature denied the request for the accounting officer position but allowed the secretarial position. The justification for this position no longer exists.

We therefore recommend the deletion of the intermediate stenographer-clerk position in the accounting office.

2 Field representative (expire June 30, 1957) (Budget page 188, line 73) ----- \$11,498

These positions of field representative were authorized in the 1955-56 Governor's Budget to expire on June 30, 1956. Due to recruiting problems, these positions have only recently been filled. They were requested in the 1955-56 Budget on the basis of increased work load due to increasing state population, increasing delinquency rates, and increased numbers of local community personnel in law enforcement, probation, and juvenile halls and camps. We do not believe this justification is any more valid than it was last year when we recommended the deletion of the request. Continuation of the position was to be contingent upon the evaluation of a report of the increased effectiveness of the whole program of this bureau resulting from the addition of these positions. Their continuance is now requested on the basis that there will be insufficient time to prepare the required report and evaluation prior to the automatic expiration of the original authorization on June 30, 1956.

We recommend approval of the extension of these two field representative positions on the condition that further extension will not be requested by the agency unless the required report has been submitted in time to permit evaluation as part of the analysis of such a request for continuance.

The situation presented by this request for an additional year's extension of positions authorized for one year is an example of what almost invariably occurs when such a limitation is imposed conditional on the submission of a report of performance. The necessary schedule of budget preparation and analysis simply will not permit the inevitable request for extension to permanent to be considered in the following year's budget, where the performance of the temporary positions is to be a factor. Such a limitation is imposed during the legislative session in the spring of the year affecting a position which cannot be utilized before July 1 of the same year. Preparation of the budget in which a request for continuation of the position on a permanent basis or for an additional year is made, will probably also commence in the same July that the position authorization becomes effective. In no event can the positions have been in existence for more than six or eight months when the Legislature must again decide whether to continue or abolish the positions. Where performance is a factor it is invariably of too short duration to permit the agency to intelligently evaluate its own request.

We suggested last year that the agency should study whether on an objective factual basis the achievements of this Youth Authority function of delinquency prevention can be measured, and we again urge the

Departmental Administration—Continued

agency to appraise the value of this function in terms of its contribution to the over-all objective of rehabilitation of delinquent youth.

1 Intermediate stenographer-clerk (Budget page 188, line 75)— \$3,138

The intermediate stenographer-clerk is requested to provide stenographic service to the two field representatives allowed in 1955-56 on a one-year basis.

We recommend deletion of the position.

The same position was requested last year and was deleted by the Legislature at the same time and as part of the same consideration which resulted in the allowance of the two field representatives. We pointed out last year that there are a total of 5.5 clerical positions authorized for a total professional staff of 10. With the addition of two professional positions there will be 5.5 clerical positions for 12 professional persons. This is a ratio of 0.9 clerical positions to each two professional positions. While this is slightly below the ratio of one to two usually applied, we do not believe it is sufficiently low to warrant the addition of a full position. We pointed out last year that these professional positions of necessity spend considerable time away from their headquarters offices resulting in less clerical service being required than when such service is utilized on an everyday basis.

2 Regional supervisors of paroles (Budget page 189, line 35)—\$14,016

These two positions appear in the 1956-57 Budget as authorized positions in both 1955-56 and 1956-57. They are not shown in the 1955-56 Budget as either authorized or proposed new positions. This classification of employee has not been previously included among the budgeted positions for the Bureau of Paroles. A total of 11 supervising placement officers was authorized by the 1955 Budget Bill for the bureau. The present budget shows nine parole officer III positions (formerly supervising placement officer). Thus, it appears that the two regional supervisor of parole positions result from a reorganization of the parole function. This is further evidenced by changes in the numerical relationships between other grades of parole officers.

We believe that such organizational changes involving groups of related employees at differing salary ranges should be justified in the budget inasmuch as any change to a greater or lesser degree of supervisory service in relation to lower grades of employees may affect the cost of the entire function. It will also affect the level of service of the various aspects of the program. No justification, as such, of the apparent organizational realignment appears in the budget.

The approximate increase in the cost of salaries and wages for parole officers in 1955-56 as shown in the 1956-57 Budget over that authorized by the 1955-56 Budget is \$7,247. This results from the creation of the two new positions of regional supervisor noted heretofore at higher salaries than have previously prevailed for the authorized class from which they were created, together with increased salary ranges for the three previously authorized grades of parole officers, offset by a reduction in the authorized number of parole officers grade II.

While generally we would agree that the disposition of authorized personnel is a matter for administrative determination, where, as here,

Departmental Administration—Continued

the changes result in a reorientation of the emphasis of the program and in increased costs we believe that the changes should be specifically justified in the budget.

Operating Expenses

Operating expenses are scheduled at \$382,365 for 1956-57. This is an increase of \$36,415, or 9.5 percent, over the amount of \$345,950 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Youth Authority—Departmental Administration								
Function	Operating expenses				Per capita costs			
	1955-56	1956-57	Amount	Increase Per-	1955-56	1956-57	Amount	Increase Per-
Division of Administration*	\$124,975	\$147,480	\$22,505	18.0	\$53	\$60	\$7	14.1
Division of Field Services	189,625	205,365	15,740	8.3	78	84	6	8.3
Division of Diagnosis and Treatment	31,350	29,520	—1,830	—5.8	13	12	—1	—7.7
Totals	\$345,950	\$382,365	\$36,415	10.5	\$144	\$156	\$12	8.3

* Includes Youth Authority Board.

The per capita cost for operating expenses is scheduled at \$156 for 1956-57. This is an increase of \$12, or 8.3 percent, over the amount of \$144 estimated for expenditure in 1955-56.

Conferences and Educational Projects

(Budget page 189, line 14)-----\$3,900

Included in this amount is \$800 for probation indoctrination courses at Asilomar. These courses had been previously financed through the Department of Social Welfare from funds made available by the Federal Government. This same amount of money was requested in the 1955-56 Governor's Budget for the same purpose on the grounds that federal funds were no longer available to support the activity. The amount was deleted from the 1955-56 Budget by specific action of the Legislature, but are again requested in the 1956-57 Budget and again the reason advanced is that federal funds are not available.

We recommend the deletion of \$800 from this item to reduce the amount to \$3,100.

This item has been budgeted at the same level of service for several years. To assume the responsibility for an activity previously supported by the Federal Government is to increase the level of service supported by the State. In the face of the general policy of not permitting increases in levels of service at the Budget Session of the Legislature, we cannot recommend the assumption of this added cost by the State. We do not believe the State should accept the line of reasoning that it must continue to support programs previously supported by federal funds simply because federal funds have been withdrawn.

Departmental Administration—Continued

Clothing (including foster home placements)

(Budget page 189, line 78)-----\$21,170

Assistance to Parolees (Budget page 189, line 79)-----\$22,405

The first of these items is for the purpose of supplying parolees with suitable clothing for school, work, or job hunting. This is in addition to the clothing furnished parolees at the time they are paroled. Each institution budgets an item for the latter purpose. Assistance to parolees is for the purpose of making cash advances to parolees.

We note that in response to our recommendations of the past several years this budget contains an item of reimbursement—Repayment of advances to parolees (Budget page 191, line 16). Such reimbursements are calculated to amount to \$1,390 or 6.5 percent of the amount to be advanced. The Board of Trustees for Women, who have a similar problem, are estimating a 59.7 percent recovery for 1956-57 based on an actual recovery record of 49 percent in 1954-55. The Adult Authority estimates a 30 percent recovery for 1956-57 based on an actual recovery of 29.6 in 1954-55.

We have also recommended for a number of years that a positive program be started by the Youth Authority for the recovery of a greater portion of these advances. The requirement that such advances be repaid on an installment basis by those wards who are gainfully employed would be a positive step toward inculcating a sense of moral and financial responsibility into parolees and unquestionably assist in bringing about their ultimate rehabilitation.

Educational Institutes and Workshops (Budget page 190, line 65)-----\$980

No justification of the increase in this item appears in the budget.

We recommend the reduction of this amount by \$480.

The level of service for this purpose has been \$500 for a number of years and was at that amount when the item was transferred to the Division of Diagnosis and Treatment from the Bureau of Probation and Delinquency Prevention Services in the 1955-56 Budget. At that time the agency requested that an additional \$500 be added to the item, making it a total of \$1,000. The Legislature deleted \$500 to maintain the previous level of service for the current year. Any increase this year is also an increase in level of service. No explanation or justification of the increase has been received by this office.

Equipment

Equipment expenditures are scheduled at \$38,837 for 1956-57. This is a decrease of \$10,864 under the amount of \$49,701 estimated for expenditure in 1955-56.

Out of the total of \$38,837 for equipment, the sum of \$14,679 is for replacement items and the further sum of \$24,158 is for additional equipment.

The budget as originally submitted by this facility requested \$66,646 for equipment. Modification of this amount after review to \$38,837, a reduction of \$27,809, or 41.7 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

**Department of the Youth Authority
CALIFORNIA YOUTH COMMITTEE**

ITEM 65 of the Budget Bill

Budget page 185
Budget line No. 46

FOR PER DIEM AND OTHER CURRENT EXPENSES FOR THE CALIFORNIA YOUTH COMMITTEE FROM THE GENERAL FUND

Amount requested	\$4,000
Estimated to be expended in 1955-56 Fiscal Year	4,000
Increase	None

RECOMMENDATIONS

Amount budgeted	\$4,000
Legislative Auditor's recommendation	4,000
Reduction	None

ANALYSIS

The California Youth Committee is organized to meet periodically to consider problems in the field of juvenile delinquency. We are unable to report whether any conclusions of value have been forthcoming as a result of the committee's deliberations. No reports of their activities have come to our attention despite the recommendation contained in last year's analysis of the budget that some factual justification of this item should be included.

We repeat our recommendation of last year that the benefit of the activity of this committee be made available to the Legislature and that justification of this request be included in the budget.

Department of the Youth Authority

DEPORTATION OF NONRESIDENTS COMMITTED TO THE YOUTH AUTHORITY

ITEM 66 of the Budget Bill

Budget page 185
Budget line No. 52

FOR DEPORTATION OF NONRESIDENTS COMMITTED TO THE YOUTH AUTHORITY FROM THE GENERAL FUND

Amount requested	\$32,000
Estimated to be expended in 1955-56 Fiscal Year	32,000
Increase	None

RECOMMENDATIONS

Amount budgeted	\$32,000
Legislative Auditor's recommendation	32,000
Reduction	None

ANALYSIS

These funds are expended to defray the cost of returning nonresident juvenile delinquents to the state of their origin. The amount requested appears to be reasonable in view of prior experience with this activity and of possible added costs of the compact on juveniles. The possibility exists that some of this cost may ultimately be borne by those states belonging to the Interstate Compact on Juveniles (which was approved by the Legislature at the 1955 General Session) to the extent

Deportation of Nonresidents—Continued

that such states request the return of juveniles who have run away, escaped, or absconded.

We recommend approval of the budget as submitted.

Department of the Youth Authority

TRANSPORTATION OF PERSONS COMMITTED TO THE YOUTH AUTHORITY

ITEM 67 of the Budget Bill

Budget page 185

Budget line No. 58

FOR TRANSPORTATION OF PERSONS COMMITTED TO THE YOUTH AUTHORITY FROM THE GENERAL FUND

Amount requested	\$62,600
Estimated to be expended in 1955-56 Fiscal Year	62,600
Increase	None

RECOMMENDATIONS

Amount budgeted	\$62,600
Legislative Auditor's recommendation	62,600
Reduction	None

ANALYSIS

These funds are expended primarily to defray the cost of delivery of committed wards to youth authority reception centers by sheriffs and other law enforcement officials. The present request is \$7,600, or 10.8 percent below the amount of \$70,200 originally requested for the current year.

We recommend approval of the budget as submitted.

Department of the Youth Authority

MAINTENANCE OF PERSONS COMMITTED TO THE YOUTH AUTHORITY AND PAROLED TO THE CUSTODY OF PRIVATE HOMES

ITEM 68 of the Budget Bill

Budget page 185

Budget line No. 22

FOR SUPPORT OF MAINTENANCE OF PERSONS COMMITTED TO THE YOUTH AUTHORITY AND PAROLED TO THE CUSTODY OF PRIVATE HOMES FROM THE GENERAL FUND

Amount requested	\$101,000
Estimated to be expended in 1955-56 Fiscal Year	54,400
Increase (85.7 percent)	\$46,600

RECOMMENDATIONS

Amount budgeted	\$101,000
Legislative Auditor's recommendation	101,000
Reduction	None

These funds are expended to care for Youth Authority wards who are paroled to the custody of foster homes.

ANALYSIS

The law currently provides for payment up to \$65 per month per ward with provision for greater payment if needed in individual cases, upon approval by the Department of Finance. Heretofore some of the

Maintenance of Committed Persons—Continued

wards so paroled to foster homes have been eligible for aid to needy children under a program of the Department of Social Welfare and payments for the care of such wards have in fact come from the appropriation for that program. The program, however, has not been able to participate in federal funds for aid to needy children for these wards. Consequently, it has been decided to pay for the care of all wards paroled to foster homes from the appropriation for the Youth Authority for that purpose, and not to include any such parolees in the Department of Social Welfare Aid to Needy Children program. This transfer has the advantage of simplifying the administration of both programs.

We recommend approval of the amount requested.

However, we again point out that the amount requested is based on the estimated increase in parole case load. We think a more accurate estimate of the case load could be made, based on actual prior experience projected to reflect known additional foster home capacity.

The following table shows the amounts authorized, the current re-estimates and actual expenditures since 1949-50:

	Request	Re-estimate	Actual	Percentage error in original estimate
1949-50 -----	50,000	50,000	31,518	37.0
1950-51 -----	50,000	32,800	24,801	51.4
1951-52 -----	33,100	26,780	32,078	3.1
1952-53 -----	28,520	35,290	43,899	53.9
1953-54 -----	38,500	59,000	53,617	39.2
1954-55 -----	71,400	59,000	43,773	38.6
1955-56 -----	64,600	54,400	--	15.4
1956-57 -----	101,000	--	--	--
Average percentage difference -----				34.1

We believe the cost of this program should be more closely estimated than has been the case for the last several years.

Department of Youth Authority

NORTHERN CALIFORNIA RECEPTION CENTER AND CLINIC

ITEM 69 of the Budget Bill

Budget page 192

Budget line No. 6

FOR SUPPORT OF NORTHERN CALIFORNIA RECEPTION CENTER AND CLINIC FROM THE GENERAL FUND

Amount requested -----	\$722,491
Estimated to be expended in 1955-56 Fiscal Year -----	700,670
Increase (3.1 percent) -----	\$21,821

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages -----	\$28,160	\$26,090	\$2,070	196 9
Operating expense -----	—6,325	—6,325	--	196 10
Equipment -----	—14	—14	--	196 11
Total increase -----	\$21,821	\$19,751	\$2,070	196 22

Northern California Reception Center—Continued
RECOMMENDATIONS

Amount budgeted	\$722,491
Legislative Auditor's recommendation	720,421
Reduction	\$2,070

This institution, located at Perkins, five miles east of Sacramento, is one of the two such institutions operated by the Youth Authority to receive, study, classify and recommend the program for wards and returned parolees entering the Youth Authority program.

Emergency and some remedial medical treatment as well as initial psychiatric treatment is provided in appropriate cases.

The primary objective of this type of institution and program is to insure the maximum opportunity for successful training, treatment and rehabilitation of wards at the various Youth Authority schools.

ANALYSIS

The recommended reduction of \$2,070 consists of the following amounts in the categories indicated:

<i>Salaries and Wages</i>		<i>Amount</i>	<i>Budget</i>	
			<i>Page</i>	<i>Line</i>
(0.2) Temporary help—food service.....	\$540	193	73	
0.5 Groundsman and flower gardener.....	1,530	195	55	
0.5 Positions, reducing salaries and wages by.....	\$2,070			

<i>Per Capita Costs</i>								
<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>		<i>Number wards processed</i>	<i>Cost per ward processed</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>			<i>Amount</i>	<i>Percent</i>
1953-54.....	6	---	---	---	---	---	---	---
1954-55.....	123	\$5,764	---	---	1,220	\$521	---	---
1955-56*.....	127	5,819	\$655	12.7	1,312	563	\$42	8
1956-57†.....	127	6,006	187	3.2	1,316	580	17	3

* Estimate as shown in 1956-57 Budget.

† Budget request.

The total support budget of this facility is scheduled to increase \$23,821, or 3.2 percent.

Population at the institution is anticipated to average 127 wards, the same as in the current year.

This results in the per capita cost going from \$5,819 to \$6,006, an increase of \$187, or 3.2 percent, while the cost per ward processed increases from \$563 to \$580, an increase of \$17, or 3 percent.

At the time the 1955-56 Governor's Budget for this facility was presented it contemplated a per capita cost figure of \$5,389 for an average population of 135 wards and a per ward processed cost of \$617 for a total of 1,115 wards.

Now on the basis of the 1956-57 Governor's Budget it appears that the per capita cost for 1955-56 has been revised to \$5,819 for an average population of 127 wards, an increase of \$430 or 7.9 percent. Per ward processed costs are reduced to \$563 for 1,316 wards, a reduction of \$54, or 8.75 percent.

The increase in number of wards processed and the decrease in average population together with the changes in per capita cost and ward processed cost are the result of operating this facility at less than its

Northern California Reception Center—Continued

capacity and from processing wards in less time than had been anticipated when the 1955-56 Budget was presented.

The average length of stay at this facility is projected as 5.02 weeks per ward. This is the composite of an average stay of 5.84 weeks for girls and an average stay of 4.76 weeks for boys. These figures are now calculated the same for both the current and the budget years, being based on the same populations. The current year was estimated on the basis of an average length of stay of 6.3 weeks when the 1955-56 Governor's Budget was presented.

On the basis of the projected population for this institution, the physical plant and staff not directly related to processing will not be fully utilized, resulting in high per capita costs.

We suggest if the forecast population is to be the maximum feasible of attainment at this institution, that the agency develop operating procedures reducing staff and related costs proportionately.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$575,440. This represents an increase of \$28,160, or 5.1 percent over the total of \$547,280 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 116 established positions	\$23,490
A total of 0.5 proposed new position costing	2,070
A change in estimated salary savings of	2,600
Total increase in salaries and wages	\$28,160

A total of 116 positions are presently authorized. The agency is requesting an additional 0.5 proposed new positions. This represents an increase of 0.4 percent in staff, as compared with no increase in population at this facility.

The 0.5 proposed new positions are shown by function as follows:

Functions and Positions	Budget		
	Amount	Page	Line
Support and subsistence			
* (0.2) Temporary help (food service assistants)	\$540	193	73
Maintenance and operation			
Maintenance of grounds			
* 0.5 (Groundsman and flower gardener)			
(6 months)	1,530	195	55
0.5 Total	\$2,070		

* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

Function	Salaries and Wages				Per Capita Cost				Per Ward Processed Cost			
			Increase				Increase				Increase	
	1955-56	1956-57	Amount	Per-cent	1955-56	1956-57	Amt.	Per-cent	1955-56	1956-57	Amt.	Per-cent
Administration	\$38,347	\$40,501	\$2,154	6	\$301	\$319	\$18	6	\$29	\$31	\$2	6
Support and subsistence	39,976	42,305	2,329	6	315	333	18	6	30	32	2	7
Care and welfare	427,742	449,711	21,969	5	3,368	3,541	173	5	326	341	16	5
Maintenance and operation of plant	41,215	42,923	1,708	4.1	324	337	13	4	32	33	2	6
Totals	\$547,280	\$575,440	\$28,160	5	\$4,308	\$4,530	\$222	5	\$417	\$437	\$22	5

Northern California Reception Center—Continued

The per capita cost for salaries and wages is scheduled at \$4,530 for 1956-57. This is an increase of \$222, or 5 percent, over the amount of \$4,308 estimated for expenditure in 1955-56.

The per ward processed cost for salaries and wages is scheduled at \$437 for 1956-57. This is an increase of \$22, or 5 percent, over the amount of \$417 estimated for expenditure in 1955-56.

The following table reflects a comparative measure of the total level of service extended at this facility:

Total Level of Service—Employee Hours Available per Ward									
Fiscal year	Total employees	Average population	Level of service	Increase over prior year		Wards processed	Level of service	Increases over prior years	
				Amount	Per cent			Amount	Per cent
1954-55	103.9	123	1,500	—	—	1,220	151	—	—
1955-56	116	127	1,622	122	8.1	1,312	157	6	4
1956-57	116.5	127	1,629	7	0.4	1,316	157.2	0.2	0.12

The 1956-57 budget request reflects a level of service of 1,629 hours per ward and 157.2 hours per ward processed. This is an increase of 7 hours, or 0.4 percent per ward and 0.2 hours or 0.12 percent per ward processed over the level now scheduled for 1955-56. It is 77 hours, or 4.9 percent per ward above and 30.8 hours or 16.4 percent per ward processed below the levels upon which the 1955-56 Budget was presented.

This further emphasizes the point we made, in connection with per capita cost trends, that it is necessary to bring the staffing patterns and population trends at this institution more nearly in line.

(0.2) Temporary help (Food service assistants) (Budget page 193 Line 73) ----- \$540

This amount of food service assistant temporary help is requested by the agency to finance vacation and sick leave relief for the two existing positions of food service assistant.

We recommend deletion of this amount.

This institution has operated since it was opened in June of 1954 with a total of 2 food service assistant positions, consequently any increase in this category without a comparable increase in work load factors is an increased level of service. Increases in this level of service have been requested by the agency in both the prior budgets which have been submitted by the agency since the opening of the institution and have been denied by the Legislature.

The duties of these positions are primarily supervisory in nature with the principal duty being the supervision of wards in the performance of common culinary chores such as table setting, clean up after meals, and cleaning to maintain sanitary conditions in the dining areas. Additional supervision in this area should be accomplished by other personnel on a temporary assignment basis when necessary.

Relief for vacation, sick leave, holidays or regular days off is not provided for this class of employees at any of the other Youth Authority institutions where they are employed.

0.5 Groundsman and flower gardener (six months) (Budget page 195 Line 55) ----- \$1,530

Northern California Reception Center—Continued

This position is requested to assist in maintaining the 10 acres of landscaped grounds at this institution.

We recommend deletion of this position.

This request is based primarily on the fact that there are 10 acres of lawns, shrubs and trees at this facility. These are described as being divided 5.5 acres within the security fence and 4.5 acres outside the security fence. It is stated in justification of the request that wards are being used to care for the small lawn and shrub areas inside the security fence but that they cannot be used outside this fence because of the possibility of escapes. Thus it would appear that the groundsman must spend most of his time on the outside areas. Whether this is actually the case is unclear since it is also stated that during the mowing season the groundsman spends four days a week operating a power lawn mower, and it seems unlikely that the 4.5 acres outside the fence would require four days a week to mow with a power mower.

We believe in any event, however, that the job of landscape maintenance, including all the lawn mowing, inside the security area should be accomplished with ward labor.

If the policy prevailing at other Youth Authority institutions is in force at this reception center, the lawn areas and permanent trees and shrubs adjacent to employees' houses are maintained by the institution. We believe this is usually done by ward labor at other institutions, with the exception of the Southern California Reception Center, even though outside the security areas.

We have not previously raised a question concerning this policy because where ward labor is used we have believed that the rehabilitative benefits to wards of useful labor, coupled with the very nominal additional maintenance costs involved, justified a policy which in effect subsidized a certain group of employees. However, where civil service employees are utilized directly to perform the labor of caring for the landscaping adjacent to employees' houses and an additional position is being asked for because of alleged deficiencies in the general level of landscape maintenance, *we recommend that the agency adopt a policy prohibiting the use of paid civil service employees to perform this work for the benefit of other employees.*

The housing provided by the State at most of its institutions is generally comparable or superior in quality to that available privately in the area, and is rented to employees at rates which are far below the rates for comparable housing. This differential is of substantial monetary value, in most cases, to the relatively small number of employees who rent such houses and we do not believe that it should be augmented by the performance of work for the benefit of the employee by paid civil service employees.

The question of the problems of using ward help and of the potential cost of grounds maintenance should have been a consideration in the planning of this institution, and the amount of landscaping outside the security area related to these factors. Apparently this was not done. The ratio of average population at this institution to acres of landscaping on the basis of presently budgeted capacity is only 12.7 wards per acre. It should have been apparent in the planning stage that due to the contemplated short length of stay and the security factor as well as the

Northern California Reception Center—Continued

nature of the Reception Center program, maintenance of landscaping by ward help would not be possible to the same extent as at other institutions and the area or kind of landscaping adjusted accordingly.

To the extent that it is now believed to be necessary to continue maintaining this landscaping since it has been put in place, we suggest that the institution begin to convert the lawn areas to some type of ground cover which will eliminate the mowing and clipping disposal problems. Several such ground covers, including dichondra, are now being widely used for this very purpose. Watering problems should be minimized by the use of sprinkler systems, the cost of which can be amortized many times over by the savings in paid labor where that is necessary. The same line of reasoning should dictate the selection of trees and shrubs, and conversion to those requiring the least pruning, trimming, and leaf raking should be commenced immediately. Where the purpose of the landscaped area is to provide a cleared area for fire protection and to prevent escapes, the area should be cleared by plowing and kept clear by cultivation.

We believe that if the institution will follow these suggestions and recommendations it can avoid the continuing and increasing cost of landscape maintenance as reflected by this request for a half-time position.

Operating Expenses

Operating expenses are scheduled at \$152,505 for 1956-57. This is a decrease of \$6,325, or 4 percent, under the amount of \$158,830 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	Functional and Per Capita Distribution of Operating Expense											
	Operating Expense		Increase		Per Capita Cost		Increase		Per Ward Processed Cost		Increase	
	1955-56	1956-57	Amount	Per- cent	1955- 56	1956- 57	Amt.	Per- cent	1955- 56	1956- 57	Amt.	Per- cent
Administration --	\$17,815	\$17,825	\$10	0.06	\$140	\$140	--	--	\$14	\$14	--	--
Support and sub- sistence -----	76,780	70,465	-6,315	-8.2	605	555	-\$50	-8.3	58	53	-\$5	-8.6
Care and welfare ---	35,525	35,525	--	--	280	280	--	--	27	27	--	--
Maintenance and operation of plant -----	28,710	28,690	-20	-0.06	226	226	--	--	22	22	--	--
Totals -----	\$158,830	\$152,505	-\$6,325	-4	\$1,251	\$1,201	-\$50	-4	\$120	\$116	-\$4	-3.3

The per capita cost for operating expenses is scheduled at \$1,201 for 1956-57. This is a decrease of \$50, or 4 percent, under the amount of \$1,251 estimated for expenditure in 1955-56.

The per ward processed cost for operating expenses is scheduled at \$116 for 1956-57. This is a decrease of \$4 or 3.3 percent under the amount of \$120 estimated for expenditure in 1955-56.

Equipment

Equipment expenditures are scheduled at \$2,136 for 1956-57. This is a decrease of \$14 under the amount of \$2,150 estimated for expenditure in 1955-56.

Northern California Reception Center—Continued

Out of the total of \$2,136 for equipment, the sum of \$1,050 is for replacement items and the further sum of \$1,086 is for additional equipment.

The budget as originally submitted by this facility requested \$6,207 for equipment. Modification of this amount after review to \$2,136, a reduction of \$4,071, or 65.6 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

Department of the Youth Authority

SOUTHERN CALIFORNIA RECEPTION CENTER AND CLINIC

ITEM 70 of the Budget Bill

Budget page 197

Budget line No. 6

FOR SUPPORT OF SOUTHERN CALIFORNIA RECEPTION CENTER AND CLINIC FROM THE GENERAL FUND

Amount requested	\$1,105,916
Estimated to be expended in 1955-56 Fiscal Year	1,047,069
Increase (5.6 percent)	\$58,847

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$46,702	\$39,046	\$7,656	201	8
Operating expense	11,360	11,360	—	201	9
Equipment	785	785	—	201	10
Total increase	\$58,847	\$51,191	\$7,656	201	21

RECOMMENDATIONS

Amount budgeted	\$1,105,916
Legislative Auditor's recommendation	1,098,260
Reduction	\$7,656

This institution is one of the Youth Authority's two reception center clinics. It serves the southern part of the State, being located at Norwalk in the Los Angeles area. All Youth Authority wards are received initially or upon return from parole at one of these reception institutions for study as to delinquency characteristics and recommendation of training and treatment program. Remedial or emergency medical and dental, and initial psychiatric treatment are provided if necessary.

ANALYSIS

The recommended reduction of \$7,656 consists of the following amounts in the category indicated:

		Amount	Budget	
Salaries and Wages			Page	Line
1	Intermediate typist-clerk -----	\$3,138	199	75
1	Dental assistant -----	2,988	199	76
0.5	Groundsman and flower gardener -----	1,530	200	55
2.5 Positions, reducing salaries and wages by -----		\$7,656		

Southern California Reception Center—Continued

It should be noted that even with the recommended deletions of the above 2.5 positions, the agency will still receive the benefit of one new position involving an increase of \$3,138 in salaries and wages.

<i>Fiscal year</i>	<i>Inst. pop.</i>	<i>Per capita cost</i>	<i>Per Capita Costs</i>		<i>Wards processed ward</i>	<i>Cost per ward</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>			<i>Amount</i>	<i>Percent</i>
1954-55-----	171	\$4,504	---	---	1,083	\$711	---	---
1955-56*-----	269	6,414	1,910	42.5	2,143	515	-196	-27.6
1956-57†-----	280	6,602	188	2.9	2,143	544	29	5.6

* Estimated as shown in 1956-57 Budget.

† Budget request.

The total expenditures for support of this facility are scheduled to increase \$62,147, or 5.6 percent.

Population at the institution is anticipated to average 280 wards, an increase of 11, or 4.1 percent. The number of wards processed is estimated to remain at the same level as the current year, 2,143.

This results in the per capita cost going from \$6,414 to \$6,602, an increase of \$188, or 2.9 percent, and in the cost per ward processed increasing from \$515 to \$544, an increase of \$29 or 5.6 percent.

According to the budget estimates of population for Fiscal Years 1955-56 and 1956-57, furnished by the Bureau of Criminal Statistics of the Department of Justice, the total number of wards processed should be 2,134 rather than the 2,143 shown in the budget on page 197, line 38. The rate of turnover will decline from 7.97 for 1955-56 to 7.62 for 1956-57. This decline will result in the average length of stay at this institution increasing from 6.53 weeks in 1955-56 to 6.82 weeks in 1956-57.

The average stay of 6.82 weeks estimated for 1956-57 is a composite of an average stay of seven weeks for boys and an average stay of 5.83 weeks for girls. We point out that the average length of stay for girls at both the Northern and Southern Reception Centers is almost identical, whereas there is a significant difference in the time thought to be necessary to process boys through the two institutions. The length of stay for the northern institution is only 4.76 weeks, while that in the south is seven weeks. This difference of 2.24 weeks or 45 percent more time for boys at the southern institution should be reviewed by the agency in relation to the fact that these institutions were established to perform an identical function for Youth Authority wards regardless of what part of California they come from. If the reason for this difference is that additional services or different standards of performance exist at the Southern Reception Center, the result will be a difference in the characteristics of the wards processed which will violate the principle inherent in the establishment of two institutions to perform a single function.

If the Northern California Reception Center is doing a satisfactory job of processing male wards in an average of 4.76 weeks, we think that population for the Southern Reception Center should be calculated on the same basis and the procedures at that institution revised to bring about the improved processing rate. An improved processing rate at any institution may result in either more wards being processed, pro-

Southern California Reception Center—Continued

vided there is no limitation on the intake, or in less average population if there is such a limitation. The number of wards processed by these reception centers is limited by the capacities of the schools to which these wards are sent at any given time. Thus, if the length of stay per male ward is brought more nearly in line with that at the Northern Reception Center, the average male population will be less than forecast. Based on an average stay of 4.76 weeks, as in the northern institution, the processing of 1,822 boys will result in an average population of only 167 boys. Adding the estimated average girl population of 35 gives a total institutional population of 202.

During 1954-55 this institution processed boys with an average length of stay of 5.9 weeks. On the basis of the population figures presented in support of the 1955-56 budget request it was apparent that the institution would operate substantially below its capacity. As a result, it was agreed by the agency that one 50-boy dormitory at the institution would be closed by not refilling the custody positions required for one dormitory as they became vacant, until average boy population at the institution reached 220. This figure was the highest figure which the agency felt would leave a sufficient margin for day-to-day population fluctuations with only five boys' dormitories in use. Had the agency continued to process boys at even the 5.9 weeks' stay achieved in 1954-55 instead of the 6.7 weeks which is now the basis for the 1955-56 Budget estimate, the average boy population for 1955-56 would be only 207 instead of the 234 which is now estimated and this dormitory could have remained closed during all of 1955-56. Even with the increased length of stay, average daily population has been below the 220 figure agreed upon in four of the first six months of the 1955-56 Fiscal Year. It is quite clear that the increased average daily boys' population at the institution and the resulting reopening of the dormitory and refilling of positions is the result of the administration permitting a length of stay substantially in excess of the 6.3 weeks which would have resulted from the budget figures.

We recommend that the agency immediately bring the operating procedures at this institution in line with those at the Northern California Reception Center so as to reflect approximately the same length of stay for boys at both institutions.

We also recommend that hereafter the agency include in its monthly statistical reports on population the average lengths of stay per ward at the reception centers on a monthly and a year-to-date basis.

If the above recommendation to reduce the average length of stay of wards at this institution to comparability with the Northern Reception Center is followed, it is possible that average population will be low enough to permit the closing of two boys' dormitories.

We therefore recommend that of the authorized positions of the group supervisor class (boys) which become vacant while average daily boys' population is below 220, one senior group supervisor and seven group supervisor positions not be filled while average boys' population is below 220; and further, that of additional group supervisor positions (boys) which become vacant while average daily boys' population is

Southern California Reception Center—Continued

below 176, one senior and seven group supervisor positions not be filled while average boys' population is below that figure.

Upon the attainment of such population levels the decision to fill vacant positions should be supported by adequate evidence that more total admissions are being received than had been anticipated and that this trend will continue.

One of the objections advanced by the agency in connection with our recommendation for not refilling vacant positions last year was that actually the capacity of the dormitories at this institution was only 48 rather than the 50 for which rooms were originally provided because of the necessity to use two of the rooms for storage. At that time a number of ideas for providing storage space and freeing these rooms for ward use were discussed. The agency indicated it would make every effort to do so. However, figures submitted by the agency on the capacity of this institution show that five of these dormitories are calculated now to have only 47-bed capacity, indicating that three rooms are being used for other purposes than ward sleeping rooms. One dormitory is calculated at 48-bed capacity and the girls' dormitory at 45. This results in a total of 22 rooms being diverted to purposes other than sleeping rooms for wards. On the basis of the presently authorized five-post coverage for these 50-ward dormitories, the annual custodial cost for the use of these rooms for other purposes can amount to as much as \$16,900. If this space were utilized for ward care rather than storage, the agency could plan for the entire budget year to use only six of the seven dormitories and save \$38,400, in custodial salaries and wages alone, even if no reduction in average length of stay were accomplished. Several alternatives to the use of these rooms for storage appear to us to be feasible. Among them are: smaller inventories of supplies in the dormitories replenished from the warehouse more frequently; one central storage point near and serving all dormitories; storage and issuance of all supplies from the warehouse only; remodeling to provide storage space adjacent to the dormitories or in the day rooms.

The value of these reception centers has not as yet been demonstrated in terms of their contribution to the over-all Youth Authority program of rehabilitation, and even when such value can be shown it will have to be evaluated in terms of relative costs. We think the agency should take every opportunity to reduce the wide difference in per capita costs between these and conventional school institutions, particularly in the areas of administration, support and subsistence, custody, and maintenance, which have many common factors in all institutions. The Legislature has already provided for the unique character of these institutions by authorizing a higher level of custodial staffing than is customary in the Youth Authority. We do not think that higher level should be further administratively augmented by the unnecessary reduction of dormitory populations.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$848,206. This represents an increase of \$46,702, or 5.8 percent over the total of \$801,504 scheduled for expenditure in this category during 1955-56.

Southern California Reception Center—Continued

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 175 established positions	\$36,408
A total of 3.5 proposed new positions costing	10,794
A change in estimated salary savings of	—500

Total increase in salaries and wages..... \$46,702

A total of 175 positions are presently authorized. The agency is requesting an additional 3.5 proposed new positions. This represents an increase of 2 percent in staff, as compared to a 4.1 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 3.1 additional ward increase in institutional population.

The present level of staffing is one position for each 1.6 wards. The requested increase in staff will result in a ratio of one position for each 1.5 wards.

The following table reflects a comparative measure of the total level of service extended at this facility.

Total Level of Service—Employee Hours Available per Ward										
Fiscal year	Total em- ployees	Total annual man-hours	Popu- lation	Level of service	Increase over prior year		Wards processed	Level of service	Increase over prior year	
					Amount	Percent			Amount	Percent
1954-55	137.1	243,489	171	1,424	—	—	1,083	224.8	—	—
1955-56*	175	310,800	269	1,155	—269	—18.9	2,143	145.0	—79.8	—35.5
1956-57†	178.5	317,016	280	1,132	—23	—2.0	2,143	147.9	1.1	0.8

* Estimated as shown in 1956-57 Budget.

† Budget requests.

Under the proposed budget request for 1956-57, the level of service will average 1,132 hours per ward.

This is 23 hours, or 2.0 percent, below the level now scheduled for 1955-56.

The level of service per ward processed in 1956-57 will average 147.9 hours. This is 1.1 hours, or 0.8 percent, above the level now scheduled for 1955-56.

The increased level of service per ward processed is the direct result of planning to lengthen the time required to process wards.

The 3.5 proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
Care and welfare—medical, dental, and psychiatric			
1 Intermediate stenographer-clerk	\$3,138	199	74
*1 Intermediate typist-clerk	3,138	199	75
*1 Dental assistant	2,988	199	76
Maintenance and operation of plant—maintenance of grounds			
*0.5 Groundsman flower gardener	1,530	200	55
3.5 Totals	\$10,794		

* Recommended for deletion.

Southern California Reception Center—Continued

Functional and Per Capita Distribution of Salaries and Wages

Function	Salaries and Wages				Per Capita Cost				Per Ward Processed Cost			
	1955-56	1956-57	Amount	Per cent	1955-56	1956-57	Amt.	Per cent	1955-56	1956-57	Amt.	Per cent
Administration	\$59,386	\$60,596	\$1,210	2.0	\$221	\$216	—\$5	—2	\$28	\$28	—	—
Support and subsistence	49,605	51,554	1,949	3.9	184	184	—	—	23	24	\$1	3.9
Care and welfare	651,669	693,240	41,571	6.4	2,422	2,476	54	2	304	323	19	6.0
Maintenance and operation of plant	40,844	42,816	1,972	4.8	152	153	1	0.6	19	20	1	5.0
Totals	\$801,504	\$848,206	\$46,702	5.8	\$2,979	\$3,029	\$50	1.6	\$374	\$395	\$21	5.8

The per capita cost for salaries and wages are scheduled at \$3,029 for 1956-57. This is an increase of \$50, or 1.6 percent over the amount of \$2,979 estimated for expenditure in 1955-56.

The per ward processed cost for salaries and wages is scheduled at \$395 for 1956-57. This is an increase of \$21 or 5.8 percent over the amount of \$374 estimated for expenditure in 1955-56.

1 Intermediate stenographer-clerk (Budget page 199, line 74)— \$3,128

1 Intermediate typist-clerk (Budget page 199, line 75)----- \$3,138

The first of these positions is requested to provide stenographic assistance and clerical help to the medical section including doctors, dentists, X-ray and clinical laboratory technicians. The second is to augment the case work typing pool.

We recommend the allowance of the intermediate stenographer-clerk and the deletion of the intermediate typist-clerk.

We point out that the present authorized clerical staffing at this institution in the medical, dental and psychiatric section is that which was requested as original staffing in the 1954-55 Budget. No substantial upward revisions of work load for this section have occurred which would justify an additional position. However, on the basis of comparability of staffing as between the Northern California Reception Center and this institution we believe the position of intermediate stenographer-clerk should be allowed to provide stenographic assistance to the professional staff of the section. The allowance of the position will result in more nearly comparable ratios of clerical help to professional staff, and will provide stenographic assistance which is not presently available.

However, we cannot agree with the statement in the budget (page 197, line 49) that "this unit was staffed on the same basis as the case work pools in the Department of Corrections reception guidance centers on a ratio of five hours per case processed plus one position for administrative typing, a working supervisor, and a file clerk." The agency estimated that this institution would process 2,319 wards in its first year of operation, 1954-55. Had the formula, which is now stated to have been the basis of the request for staffing for that year, actually been the basis for the requested staffing, the agency would have asked for two more positions than the six intermediate typist-clerks which it did request. One of these would have been required on the five-hour-per-case formula and the other for administrative typing. Consequently, it is obvious that the Department of Corrections Reception Guidance Center clerical staffing formula was not the basis of

Southern California Reception Center—Continued

staffing. We believe the basis was an arbitrary estimate of case load and comparability with the Northern Reception Center. On this basis an adjustment of personnel to reflect more accurate work load estimates would be in order. However, no justification in terms of overtime or backlog of work is submitted. The work load for case typing according to the agency is based on an estimate of two to three hours to transcribe the clinical summaries rather than the five hours shown in the budget. On a comparison basis with the Northern Clinic, where five positions (one senior clerk, one intermediate stenographer-clerk, three junior intermediate typist-clerks) are assigned to the so-called "steno pool," the Southern Clinic has eight positions assigned (one senior typist-clerk, six intermediate typist-clerks, one intermediate file clerk). The work load at the Northern Clinic is estimated at 1,316 cases while that in the south is estimated at 2,134 cases. Thus the southern institution has three positions, or 60 percent more staff for 818 or 62.2 percent more cases. We do not believe that staff comparability can be adjusted more closely than that. It should also be noted that with the allowance of the intermediate stenographer-clerk for the Medical Section recommended above, the typing pool will be relieved of approximately 28 hours of work per week which now is being done by the typing pool.

We suggest before increases are again asked for in clerical staff for the clinic function at either of these institutions for other than work load increases on the present staffing ratios, that they be based on time studies, as were the recommendations for the reception guidance centers of the Department of Corrections, which are referred to in the budget.

1 Dental assistant (Budget page 199, line 76)----- \$2,988

This position is requested to increase the number of dental assistants at the institution to two. The present ratio is one assistant for three dentists. It is stated that dentists must now devote time to details, which could be handled by assistants, rather than to dentistry.

We recommend deletion of the position.

The justification for this position states that "we see up to 200 wards a month." With three dentists this amounts to a maximum of 3.5 patients per dentist's working day calculated at the rate of 19 working days per month, or 228 working days per year, which allows for full relief for vacation, sick leave, holidays and regular days off. With this extremely low patient-per-dentist ratio it does not seem reasonable to relieve the dentists of further work by supplying an additional assistant. Admittedly, the detail work of record preparation and keeping should not be performed by professional staff except insofar as the nature of the record requires professional opinions. We suggest that the problem here might be better solved by eliminating one of the dentist positions and providing the assistant requested. We believe at this type of institution, where dental examination records originate as part of the diagnostic procedure and serve as the basis for further dental care which a ward may require at a school institution, that one dental assistant per dentist may be justified rather than one for each two dentists as is the usually prevailing ratio. However, such a staffing ratio should result from a study of the particular work load factors involved, and not be simply based on the assertion that dentists are

Southern California Reception Center—Continued

now doing work which should be done by dental assistants. While the Northern Reception Center apparently is satisfied with its present ratio of one assistant to two dentists, we note that the dentists there operate on a ratio of 3.2 patients per working day and assume that some of their spare time is also devoted to records.

We recommend that the Department of Finance and the agency conduct a thorough study of the dental staffing required by these reception centers with a view to adjusting the composition of these staffs based on such a study. We wish to point out that all Youth Authority Schools have dental and medical care items budgeted. We have noted no decline in these requests since the activation of the reception centers although one of the bases of justification for the reception center idea was that medical and dental care which had formerly been provided by the school institutions would be provided at the reception centers.

0.5 Groundsman flower gardener (Budget page 200, line 55) — \$1,530

This request is identical to that at the Northern California Reception Center discussed heretofore in the analysis of that institution's budget. The total landscaped area here, however, is said to be 17 acres.

We recommend deletion of the position.

Our discussion of the request for a similar part-time position at the Northern California Reception Center is equally pertinent to this request. While the area involved here is larger, apparently the care of the landscaped portion inside the security area is presently accomplished primarily with the use of ward help.

The same suggestions for eliminating the need for additional grounds maintenance staff as were made in our analysis of the request for such staff at the Northern Reception Center apply to this institution.

Operating Expenses

Operating expenses are scheduled at \$265,680 for 1956-57. This is an increase of \$11,360, or 4.5 percent over the amount of \$254,320 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Functional and per Capita Distribution of Operating Expense

Function	Operating Expense				Per Capita Cost				Per Ward Processed Cost			
	1955-56	1956-57	Increase		1955-56	1956-57	Increase		1955-56	1956-57	Increase	
			Amt.	Per-			Amt.	Per-			Amt.	Per-
				cent				cent				cent
Administration	\$20,690	\$20,690	—	—	\$77	\$74	—\$3	—3.9	\$10	\$10	—	—
Support and subsistence	131,350	140,015	\$8,665	6.6	488	500	12	2.5	61	65	4	6.6
Care and welfare	58,830	60,275	1,445	2.5	219	215	—4	—1.8	27	28	1	3.7
Maintenance and operation of plant	43,450	44,700	1,250	2.9	162	160	—2	—1.2	20	21	1	5.0
Totals	\$254,320	\$265,680	\$11,360	4.5	\$946	\$949	\$3	0.3	\$118	\$124	\$6	5.1

The per capita cost for operating expenses are scheduled at \$949 for 1956-57. This is an increase of \$3, or 0.3 percent, over the amount of \$946 estimated for expenditure in 1955-56.

The per ward processed cost for operating expenses are scheduled at \$124 for 1956-57. This is an increase of \$6, or 5.1 percent, over the amount of \$118 estimated for expenditure in 1955-56.

Southern California Reception Center—Continued
Equipment

Equipment expenditures are scheduled at \$2,935 for 1956-57. This is an increase of \$785 over the amount of \$2,150 estimated for expenditure in 1955-56.

Out of the total of \$2,935 for equipment, the sum of \$855 is for replacement items and the further sum of \$2,080 is for additional equipment.

The budget as originally submitted by this facility requested \$7,114 for equipment. Modification of this amount after review to \$2,935, a reduction of \$4,179, or 58.7 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

Youth Authority
FORESTRY CAMPS FOR BOYS

ITEM 71 of the Budget Bill

Budget page 202
Budget line No. 23

FOR SUPPORT OF FORESTRY CAMPS FOR BOYS FROM THE
GENERAL FUND

Amount requested	\$330,217
Estimated to be expended in 1955-56 Fiscal Year	321,506
Increase (2.7 percent)	\$8,711

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages	\$4,200	\$4,200	--	206 50
Operating expense	10,803	10,803	--	206 51
Equipment	1,193	1,193	--	206 52
Inmate pay-work projects	2,145	2,145	--	206 53
Total reimbursements	—9,630	—9,630	--	206 61
Total increase	\$8,711	\$8,711	--	206 63

RECOMMENDATIONS

Amount budgeted	\$330,217
Legislative Auditor's recommendation	330,217
Reduction	None

Three forestry camps for boys are operated by the Youth Authority for male wards in the 17 to 21 age bracket. These camps are presently located at Pine Grove, Coarsegold, and Ben Lomond. Spike camps are operated from the Pine Grove and Coarsegold main camps. It is planned to move the main camp at Coarsegold to a new location at Mount Bullion near Mariposa during the budget year and to operate a spike camp at the present Coarsegold location.

The objective of these camps is the rehabilitation of delinquent youths through a program of useful outdoor work. The work is accomplished on Division of Forestry conservation projects with that division reimbursing the Youth Authority for appropriate portions of the costs incurred.

Forestry Camps—Continued

ANALYSIS

Estimated expenditures for support of the Youth Authority Forestry Camps for the budget year are \$353,617. This is \$9,011 or 2.6 percent more than the \$344,606 now estimated to be expended during the current year 1955-56.

The estimate of population for all camps for 1955-56 has been reduced to 250 wards from the 265 figure upon which the 1955-56 budget request was based, while the estimate of population for the budget year is again set at 265 wards.

The \$353,617 requested for the budget year is \$24,934 more than was requested for the same number of wards in the 1955-56 Governor's Budget.

Per capita cost is estimated at \$2,118, a decrease of \$63 from the \$2,181 now estimated for the current year.

Salaries and wages on 64.6 established positions are scheduled to increase \$6,300 or 2 percent, as a result of merit salary increases. This is partially offset by increasing salary savings from \$1,700 to \$3,800 for an increase in that category of \$2,100.

Operating expenses are estimated to increase \$10,803 or 5.1 percent. The changes in operating expenses for each of the camps is as follows:

Pine Grove	-----	—\$860
Coarsegold	-----	7,040
Ben Lomond	-----	4,623

\$10,203

The projected increase in population amounts to 15 boys—five at each of the three camps. Thus, Pine Grove with a 5.9 percent increase in population, is estimating a decrease in operating expenses. Ben Lomond with 7.9 percent population increase is asking for an 8.9 percent increase in operating expense appropriation. Coarsegold is anticipating a 5 percent increase in population and asks an 8.4 percent increase for operating expense. The apparent reason for the decline in operating expense at the Pine Grove Camp is the nonrecurrence of certain special repairs and maintenance items which were included in the prior year's budget, coupled with the fact that this camp is planning to increase its feeding cost by only \$450 rather than the approximately \$1,600 which the increased population would seem to require. At Coarsegold the increase in operating expenses is justified in the budget as submitted by the agency on the basis of population increase and anticipated substantial increased costs at the new Mount Bullion location in such items as clothing, light, heat, and power and automobile mileage. The Ben Lomond operating expense increase over that attributable to population increase is apparently due to the inclusion of approximately \$1,500 of special repair and maintenance projects.

The reason given for the failure of food costs at the Pine Grove Camp to increase proportionately to population is the present policy of buying substantial quantities of food from the Preston School of Industry at prices below those experienced in buying the same food at Pine Grove.

Equipment requests for the three camps total \$6,873, and include the replacement of two automotive units at a cost of \$2,966. The current

Forestry Camps—Continued

year's equipment cost is estimated at \$5,680 and does not include replacement of any automotive equipment.

We recommend approval of the budget as submitted.

Youth Authority
FRICOT RANCH SCHOOL FOR BOYS

ITEM 72 of the Budget Bill

Budget page 207
Budget line No. 7

**FOR SUPPORT OF FRICOT RANCH SCHOOL FOR BOYS FROM THE
GENERAL FUND**

Amount requested	\$460,129
Estimated to be expended in 1955-56 Fiscal Year	421,331
Increase (9.2 percent)	\$38,798

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$24,797	\$18,642	\$6,155	211	9
Operating expense	6,810	6,810	--	211	10
Equipment	7,191	7,191	--	211	11
Total increase	\$38,798	\$32,643	\$6,155	211	24

RECOMMENDATIONS

Amount budgeted	\$460,129
Legislative Auditor's recommendation	453,974
Reduction	\$6,155

Fricot Ranch School for boys is the Youth Authority's training and treatment school for boys in the 8-to-13 age group. The school employs minimum custody standards with emphasis on the education and welfare aspects of the program.

ANALYSIS

The recommended reduction of \$6,155 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
2 Group supervisors (effective March 1, 1957)	\$2,600	209	44
2 Youth authority teachers (one effective January 1, 1957 and one April 1, 1957)	3,555	209	48
4 Positions, reducing salaries and wages by	\$6,155		

It should be noted that even with the recommended deletions of the above four positions, the agency will still receive the benefit of a total of five new positions involving an increase of \$10,828 in salaries and wages in the budget year, and an ultimate annual continuing cost of \$29,948 at present wage rates.

Fricot Ranch School for Boys—Continued

Fiscal year	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1946-47	91	\$1,597	---	---
1947-48*	92	1,953	\$356	22.3
1948-49	98	1,963	10	0.5
1949-50	91	2,078	115	5.9
1950-51	105	1,953	—125	—6.0
1951-52	140	1,870	—83	—4.2
1952-53	142	2,311	441	23.5
1953-54	144	2,594	283	12.2
1954-55	136	2,942	348	13.4
1955-56†	153	2,899	—43	—1.5
1956-57‡	157	3,086	187	6.5

* Forty-hour week became effective.

† Budget request.

‡ Estimated as shown in 1956-57 Budget.

The total expenditures for support of this facility are scheduled to increase \$40,916, or 9.2 percent.

Population at the institution is anticipated to average 157 wards, an increase of 4, or 2.6 percent.

This results in the per capita cost going from \$2,899 to \$3,086, an increase of \$187, or 6.5 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$332,839. This represents an increase of \$24,797, or 8.0 percent over the total of \$308,042 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amount indicated:

Merit salary increases on 63.7 established positions	\$9,914
A total of 9 proposed new positions costing	16,983
A change in estimated salary savings of	—2,100
Total increase in salaries and wages	\$24,797

A total of 63.7 positions are presently authorized. The agency is requesting an additional nine proposed new positions. This represents an increase of 14.1 percent in staff, as compared to a 2.6 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 0.4 additional ward increase in institutional population.

The present level of staffing is one position for each 2.4 wards.

The requested increase in staff will result in a ratio of one position for each 2.3 wards, providing for an increase in the total level of service.

The following table reflects a comparative measure of the total level of service extended at this facility.

Fricot Ranch School for Boys—Continued

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1946-47-----	29.1	63,787	91	701	---	---
1947-48*-----	35.0	62,160	92	676	—\$25	—3.6
1948-49-----	36.2	64,291	98	656	—20	—3.0
1949-50-----	38.9	69,086	91	759	103	15.7
1950-51-----	40.4	71,750	105	683	—76	—10.0
1951-52-----	45.8	81,341	140	581	—102	—14.9
1952-53-----	54.7	97,147	142	684	103	17.7
1953-54-----	56.7	100,699	144	699	15	2.2
1954-55-----	58.1	101,410	136	746	47	6.7
1955-56‡-----	64.2	112,243	153	734	—12	—1.6
1956-57†-----	72.7	127,339	157	811	77	10.5

* Forty-hour week became effective.

† Budget requests.

‡ Estimated as shown in 1956-57 Budget.

Under the proposed budget request for 1956-57, the level of service will average 811 hours per ward.

This is 77 hours, or 10.5 percent, above the level now scheduled for 1955-56.

It is 230 hours, or 39.6 percent, above the minimum level of service of 581 hours, experienced in 1951-52 during the period of 11 fiscal years, reflected in the above table.

The nine proposed new positions and the 0.5 position proposed to be abolished are shown by function as follows:

Functions and Positions	Amount	Budget Page	Line
Care and welfare:			
Custodial and personal care:			
1 Senior group supervisor (effective March 1, 1957)	\$1,432	209	42
* 5 Group supervisors (effective March 1, 1957)-----	6,500	209	44
Education and Recreation:			
* 2 Youth authority teachers (1 effective January 1, 1957 and 1 April 1, 1957)-----	3,555	209	48
Maintenance and operation of plant:			
1 Chief of institution maintenance-----	5,496	210	17
Position to be abolished:			
Care and welfare:			
Medical and dental			
0.5 Hospital aid (intermittent)-----	—1,215	209	17
Totals -----	\$15,768		

* Two recommended for deletion each group.

Functional and Per Capita Distribution of Salaries and Wages

Function	Salaries and wages				Per capita costs			
	1955-56	1956-57	Amount	Increase Per-cent	1955-56	1956-57	Amount	Increase Per-cent
Administration --	\$29,784	\$30,679	\$895	3.0	\$195	\$195	--	--
Support and subsistence ----	29,448	30,023	575	1.9	192	191	—1	—0.6
Care and welfare	215,359	232,863	17,504	8.1	1,408	1,483	75	5.4
Maintenance and operation of plant -----	33,451	39,274	5,823	17.4	219	250	31	14.4
Totals -----	\$308,042	\$332,839	\$24,797	8.0	\$2,014	\$2,119	\$105	5.3

Fricot Ranch School for Boys—Continued

The per capita cost for salaries and wages is scheduled at \$2,119 for 1956-57. This is an increase of \$105, or 5.2 percent over the amount of \$2,014 estimated for expenditure in 1955-56.

1 Senior group supervisor (effective March 1, 1957) (Budget page 209, line 42)	\$1,432
5 Group supervisor (effective March 1, 1957) (Budget page 209, line 44)	\$6,500

These positions are requested to staff the new 20-boy segregation unit to be built as the lower floor of the new administration building. It is proposed to provide double coverage for eight hours a day and single coverage for 16 hours. By the use of staggered shifts double coverage is achieved from 6 a.m. to 8 a.m., from 12 m. to 2 p.m., and from 4 p.m. to 8 p.m. The juxtaposition of this building to the hospital will permit night time supervision of the hospital by the segregation unit post and permit the reduction of intermittent hospital nurses aid coverage by 0.5 of a position.

We recommend that two group supervisor positions be deleted and that one senior group supervisor and three group supervisor positions be allowed.

This institution currently has three dormitories with 50-boy capacity each. These dormitories are staffed with four-post coverage to provide eight hours per day double coverage. This same level of service is now being requested at the segregation unit for a living unit of only 20 boys. If allowed, the ratio of custodial staff to wards in this segregation unit will be one post per five wards compared with a ratio of 12.5 wards per post in the other three dormitories. Comparisons may be drawn between the segregation units at other institutions as follows:

	Posts	Ward Capacity	Ratio of posts to Wards
Fred C. Nelles	5	50	1-10
Preston	6	50	1- 8.33
Paso Robles	5	40	1- 8
Fricot	4	20	1- 5

With the minimum staffing possible—three posts—this unit in this institution will still have a ratio of 6.67 wards per post, which will be richer than any other segregation detention unit.

At the reception centers wards are housed in 50-ward living units with five-post coverage. Wards at the reception centers are of all ages committable to the Youth Authority and generally considered to be more unstable, because of recent commitment or return from parole, than wards in other institutions. The same wards who are to be housed in this segregation detention unit will have come to Fricot from a reception center. We do not believe that a greater degree of custodial control will be required for the same wards at Fricot than was required at the reception centers.

Our recommendation will result in three-post coverage, that is, one position on duty at all times. To the extent that operational and program difficulties stem from this staffing pattern, it would appear they are the result of planning a 20-boy living unit for segregation purposes without due consideration of the staffing limitations imposed by its

Fricot Ranch School for Boys—Continued

size and the plan for operation. Even the capacity of this unit may not represent a true picture of the cost of operation of the unit as reflected by the salary and wage costs, since its purpose is such that it should not be used to capacity at all times, any more than a hospital. It should be pointed out also that while the cost of the proposed positions as shown in the budget at page 209, lines 42 and 44, is \$7,932, this figure reflects only the cost from March 1, 1957, to the end of the fiscal year at the lowest step of the salary range. The continuing annual cost of these positions on a full-year basis would ultimately be \$28,932 at present salary ranges. The four new positions allowed by our recommendation will ultimately cost \$19,452, or \$9,480 less per year. The cost will be offset to some extent through the abolition of 0.5 of a position of intermittent hospital aid costing \$1,215 but only to the extent that the 0.5 of a position might have been required.

2 Youth Authority teachers (1 effective January 1, 1957 and 1 April 1, 1957) (Budget page 209, line 48)----- \$3,555

The positions are justified by the agency on the basis of the presently accepted ratio of one academic teacher to 15 wards a.d.a.

We recommend disapproval of these two positions.

The calculation upon which this request was based starts with an estimated average daily population of 168 wards as of April 1, 1957; proposes that only 28 boys will be on a half-time school basis; allows 10 percent for absence, and concludes there will be a total school attendance of 139 to require nine teachers.

This calculation does not take into consideration the actual a.d.a. experience of this school. The use of actual a.d.a. experience as the basis of estimating future teacher requirements was agreed upon among the agency, the Department of Finance and the Legislative Auditor following both of the last two sessions of the Legislature at which considerable difficulty had been encountered in authorizing appropriate teaching staffs for various schools. If the agency for any reason is unable to use actual a.d.a. experience as the basis for its calculation, we think it would still be more appropriate to calculate from a base of actual attained population rather than average population. However, if the agency chooses to use average population as the base of its calculation, we point out that average population for the entire year is estimated by the agency at only 157 which will produce a lower but equally unreliable estimate of teacher requirements.

It is true that bed capacity at this institution is planned to be increased by 20 through the construction of a 20-bed segregation detention unit. This unit, however, is for the purpose of segregating wards from the general population who are so severely disturbed and emotionally maladjusted "that it will be impossible to assimilate them in larger group settings." These quotes are from the justifications submitted for the custodial staffing requests for the segregation unit. "Every one of our boys is in need of extensive individual psychotherapy. Over 37 of our present population have had observational periods for mental illness. Many of our boys are on heavy dosages of dilantin and other similar anti-convulsant drugs. Many of our younger boys are not toilet trained, understand and follow no socially

Fricot Ranch School for Boys—Continued

acceptable procedures, and have no concept of right and wrong. Two of our boys are deaf mutes dismissed from the California State School for the Deaf as being too seriously disturbed for them to handle. Granted that we cannot provide these youngsters with the individualized program that they require, but we can provide in the new treatment unit a small group type program for the most serious cases."

If only the most serious cases of the kind of wards described above are to be housed in the segregation unit and if these are the cases which cannot be assimilated into a group setting, we raise the question of whether any appreciable number can be expected to attend school. On the other hand, if these wards can and will attend school, which certainly involves assimilation into a group setting, we raise the question of why they cannot fit into other groups and why they must be segregated at all. We recognize that in some individual cases segregation of a ward who can fit into the school situation may be advisable, but we do not think that teacher requirements based on school attendance should assume that "all of the boys in the segregation unit will be in school on a half-time basis."

The agency uses the figure of 28 wards on a half-time school basis in arriving at its estimated teacher requirements. As noted above, 20 of these wards are expected to be the 20 wards in the segregation unit. This would only leave eight wards in the general population available for one-half time work and one-half time school assignments. This would mean that four wards would be available in the morning and four in the afternoon for work details during school hours. None of the wards in the segregation unit would be available for work details under the present plan of operation which provides that they will stay "in the unit" when not in school. We have been under the impression that this institution customarily uses 28 wards on culinary and other work crews. These, together with the 20 boys from the segregation unit (if they can be counted for school attendance), would make a total of 48 wards on a half-time basis.

Applying these figures to the maximum population attainable at the institution during the year, the same type of calculation can be made as was submitted by the agency using a month's daily average population.

Total possible population.....	170	Less 10 percent absence.....	15
Half-time school attendance.....	48	Total for teacher requirement.....	131
Full-time school attendance.....	122	Teacher requirement at 15 to 1....	9
Total possible a.d.a.....	146		

The institution currently has seven teachers and a supervisor of academic education who carries a one-half teaching load. This is the equivalent of seven and one-half teachers. On this basis the addition of one teacher would appear to be justified since 8.5 teaching positions at 15 to one would require 127.5 a.d.a. However, we are not recommending any additional teaching staff because of the uncertainty as to whether or how many wards the segregation unit will be able to place in school. We also believe that a calculation based on actual attained a.d.a. would result in a lower estimate of total population for teacher requirement purposes.

Fricot Ranch School for Boys—Continued

In view of these unknown quantities we believe that the agency should re-evalute its teacher requirements on the basis of actual a.d.a. experience and realistically appraise the segregation unit program as to its probable impact on school population, before planning to expand the educational program at this school.

Operating Expenses

Operating expenses are scheduled at \$131,061 for 1956-57. This is an increase of \$6,810, or 5.5 percent, over the amount of \$124,251 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	Operating expense				Per capita cost			
	1955-56	1956-57	Increase		1955-56	1956-57	Increase	
			Amount	Per cent			Amount	Per cent
Administration --	\$7,090	\$7,990	\$900	12.7	\$46	\$51	\$5	9.8
Support and subsistence ----	69,726	72,081	2,355	3.4	456	459	3	0.7
Care and welfare -----	14,160	13,480	—680	4.8	93	86	—7	—7.3
Maintenance and operation of plant -----	33,275	37,510	4,235	12.7	22	24	2	9.9
Totals -----	\$124,251	\$131,061	\$6,810	5.5	\$617	\$620	\$3	0.5

The per capita cost for operating expenses is scheduled at \$620 for 1956-57. This is an increase of \$3, or 0.5 percent, over the amount of \$617 estimated for expenditure in 1955-56.

Equipment

Equipment expenditures are scheduled at \$10,689 for 1956-57. This is an increase of \$7,191 over the amount of \$3,498 estimated for expenditure in 1955-56.

Out of the total of \$10,689 for equipment, the sum of \$3,165 is for replacement items and the further sum of \$7,524 is for additional equipment.

The budget as originally submitted by this facility requested \$20,454 for equipment. Modification of this amount after review to \$10,689, a reduction of \$9,765, or 47.7 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

Youth Authority

FRED C. NELLES SCHOOL FOR BOYS

ITEM 73 of the Budget Bill

Budget page 212
Budget line No. 6

FOR SUPPORT OF FRED C. NELLES SCHOOL FOR BOYS FROM THE GENERAL FUND

Amount requested	\$884,785
Estimated to be expended in 1955-56 Fiscal Year	878,340
Increase (0.7 percent)	\$6,445

Fred C. Nelles School for Boys—Continued

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages -----	\$7,014	\$954	\$6,060	217	8
Operating expense -----	5,680	5,680	--	217	9
Equipment -----	—3,704	—3,704	--	217	10
Less: increased reimbursements--	—2,545	—2,545	--	217	19
Total increase -----	\$6,445	\$385	\$6,060	217	24

RECOMMENDATIONS

Amount budgeted -----	\$884,785
Legislative Auditor's recommendation-----	878,725
Reduction -----	\$6,060

The Fred C. Nelles School for Boys is one of the older youth authority institutions. Formerly known as the Whittier School for Boys, it is located near Whittier, California. Its capacity is a little more than 300 boys in the 13 to 16 year age bracket. It maintains a minimum degree of custody. The remodeling of one of the cottage type dormitories and the completion of a 50 boy detention segregation unit and a 30 boy admissions unit coupled with the abandonment of two condemned buildings will result in enlarging the school capacity by about 20 beds.

ANALYSIS

The recommended reduction of \$6,060 consists of the following position:

	Amount	Budget	
		Page	Line
1 Supervisor of Academic instruction-----	\$6,060	215	15

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1946-47-----	318	\$1,546	---	---
1947-48*-----	311	1,939	\$393	25.4
1948-49-----	306	2,074	135	7.0
1949-50-----	308	2,041	—33	—1.6
1950-51-----	307	2,157	116	5.7
1951-52-----	310	2,294	137	6.4
1952-53-----	308	2,640	346	15.1
1953-54-----	289	2,988	348	13.2
1954-55-----	280	3,060	72	2.4
1955-56†-----	304	3,056	—4	—0.1
1956-57‡-----	306	3,058	2	0.1

* Forty-hour week became effective.

† Budget request.

‡ Estimated as shown in 1956-57 Budget.

The total support budget of this facility is scheduled to increase \$6,945, or 0.7 percent.

Population at the institution is anticipated to average 306 wards, an increase of 2, or 0.7 percent.

This results in the per capita cost going from \$3,056 to \$3,058, an increase of \$2, or 0.1 percent.

Fred C. Nelles School for Boys—Continued
Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$720,279. This represents an increase of \$7,014, or 1 percent over the total of \$713,265 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 144 established positions	\$7,294
A total of 1 proposed new position costing	7,320
A change in estimated salary savings of	—7,600
Total increase in salaries and wages	\$7,014

A total of 144 positions are presently authorized. The agency is requesting an additional one proposed new position. This represents an increase of 0.7 percent in staff, as compared to a 0.7 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each two additional wards increase in institutional population.

The present level of staffing is one position for each 2.1 wards.

The following table reflects a comparative measure of the total level of service extended at this facility.

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1946-47	121.8	266,986	318	840	---	---
1947-48*	126.9	225,374	311	725	—115	—13.7
1948-49	133.6	237,274	306	775	50	6.9
1949-50	135.7	241,003	308	782	7	0.9
1950-51	135.5	240,648	307	784	2	0.3
1951-52	135.0	239,760	310	773	—11	—1.4
1952-53	142.2	252,547	308	820	47	6.1
1953-54	140.8	250,061	289	865	45	5.5
1954-55	142.2	252,547	280	902	37	4.3
1955-56†	145	253,170	304	833	69	7.7
1956-57‡	145	253,170	306	801	—32	—3.8

* Forty-hour week became effective.

† Budget requests.

‡ Estimated as shown in 1956-57 Budget.

Under the proposed budget request for 1956-57, the level of service will average 801 hours per ward.

This is 32 hours, or 4 percent, below the level now scheduled for 1955-56.

It is 76 hours, or 10.4 percent, above the minimum level of service of 725 hours, experienced in 1947-48 during the period of 11 fiscal years, reflected in the above table.

The one proposed new position is shown by function as follows:

Fred C. Nelles School for Boys—Continued

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget Page</i>	<i>Line</i>
Care and welfare			
Education and religion:			
* 1 Supervisor of academic instruction.....	6,060	215	15
Maintenance and operation of plant:			
(0.3) Temporary help (repair projects).....	1,260	215	72
1 Total	\$7,320		

* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

<i>Function</i>	<i>Salaries and wages</i>				<i>Per capita costs</i>			
	<i>Increase</i>		<i>Per- cent</i>	<i>1955-56</i>	<i>Increase</i>		<i>Per- cent</i>	<i>1955-56</i>
	<i>1955-56</i>	<i>1956-57</i>			<i>1956-57</i>	<i>Amount</i>		
Administra- tion	\$73,336	\$71,651	—\$1,685	—2.3	\$241	\$234	—\$7	—2.9
Support and subsistence..	71,936	67,519	—4,417	—6.1	237	221	—16	—6.8
Care and welfare	473,766	485,583	11,827	2.5	1,558	1,587	29	1.9
Maintenance and operation of plant ---	85,203	86,492	1,289	1.5	280	283	3	1.1
Farming and processing --	9,024	9,024	--	--	30	29	—1	—3.3
Totals ---	\$713,265	\$720,279	\$7,014	9.8	\$2,346	\$2,354	\$8	0.3

The per capita cost for salaries and wages are scheduled at \$2,354 for 1956-57. This is an increase of \$8, or 0.3 percent over the amount of \$2,346 estimated for expenditure in 1955-56.

1 Supervisor of academic instruction (budget page 215, line 15) \$6,060

This position is requested as part of a group of three such positions requested for three separate institutions. It is discussed as a category position in the departmental summary portion of this analysis.

We recommend deletion of the position.

Operating Expenses

Operating expenses are scheduled at \$180,795 for 1956-57. This is an increase of \$5,680, or 3.2 percent, over the amount of \$175,115 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

<i>Function</i>	<i>Operating expenses</i>				<i>Per capita costs</i>			
	<i>Increase</i>		<i>Per- cent</i>	<i>1955-56</i>	<i>Increase</i>		<i>Per- cent</i>	<i>1955-56</i>
	<i>1955-56</i>	<i>1956-57</i>			<i>1956-57</i>	<i>Amount</i>		
Administration	\$11,700	\$12,060	\$360	3.1	\$38	\$39	\$1	2.4
Support and subsistence	96,885	99,550	2,665	2.7	319	325	6	2.1
Care and welfare	13,105	13,160	55	0.4	43	43	--	--
Maintenance and operation of plant ---	44,525	47,125	2,600	5.8	146	154	8	5.1
Farming and processing --	8,900	8,900	--	--	29	29	--	--
Totals ---	\$175,115	\$180,795	\$5,680	3.2	\$575	\$590	\$15	2.6

Fred C. Nelles School for Boys—Continued

The per capita cost for operating expenses are scheduled at \$590 for 1956-57. This is an increase of \$15, or 2.6 percent, over the amount of \$575 estimated for expenditure in 1955-56.

Equipment

Equipment expenditures are scheduled at \$12,241 for 1956-57. This is a decrease of \$3,704 under the amount of \$15,945 estimated for expenditure in 1955-56.

Out of the total of \$12,241 for equipment, the sum of \$9,595 is for replacement items and the further sum of \$2,646 is for additional equipment.

The budget as originally submitted by this facility requested \$19,990 for equipment. Modification of this amount after review to \$12,241, a reduction of \$7,749, or 38.8 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

Farming and Processing—Production and Expenditures				
	1953-54	1954-55	1955-56	1956-57
Local production consumed.....	\$11,279	\$10,692	\$9,500	\$9,500
Surplus products sales.....	2,758	2,131	3,650	3,650
Total value of production.....	\$14,037	\$12,823	\$13,150	\$13,150
Salaries and wages.....	\$8,592	\$8,592	\$9,024	\$9,021
Operating expenses.....	6,433	7,917	8,900	8,900
Total operating costs.....	\$15,025	\$16,509	\$17,924	\$17,921
Gross operating profit.....	—\$988	—\$3,686	—\$4,774	—\$4,771
Equipment costs.....	1,064	646	984	830
Value of production in excess of expenditures.....	—\$2,052	—\$4,332	—\$5,758	—\$5,601

This farming operation has now consistently failed to meet its own costs for the past three years for which actual figures are available and on the basis of the budget estimates is expected to widen the gap between the value of production and expenditures still more in the current and budget years. It is significant that the total value of production is not expected to increase materially, while operating expenses are up. Part of this increase results from the necessity to treat 10 acres of the vegetable garden soil for wire worm infestation. *The budget justification indicates that the orchard has been sold so we raise the question as to why an operating expense item of \$100 is still estimated in the 1956-57 budget for the orchard.*

The excess of expenditures for the three-year period 1952-53, 1953-54, 1954-55, is \$7,774. The loss estimated for the current and budget year is \$11,359. Thus the total excess cost to the State for the five-year period is \$19,133.

We recommend that the Department of Finance and the agency undertake a comprehensive study of the agricultural and economic aspects of this problem with a view to either recommending the abandonment of the program or measures to be undertaken to put it on a self-sustaining basis.

Youth Authority

PASO ROBLES SCHOOL FOR BOYS

ITEM 74 of the Budget Bill

Budget page 218
Budget line No. 6

FOR SUPPORT OF PASO ROBLES SCHOOL FOR BOYS FROM THE
GENERAL FUND

Amount requested	\$851,347
Estimated to be expended in 1955-56 Fiscal Year	806,210
Increase (5.6 percent)	\$45,137

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages	\$35,212	\$25,522	\$9,690	222 58
Operating expense	7,240	7,240	--	222 59
Equipment	2,685	2,685	--	222 60
Total increase	\$45,137	\$35,447	\$9,690	222 71

RECOMMENDATIONS

Amount budgeted	\$851,347
Legislative Auditor's recommendation	840,157
Reduction	\$11,190

ANALYSIS

The recommended reduction of \$11,190 consists of the following amounts in the categories indicated:

Salaries and wages	Amount	Budget	
		Page	Line
1 Supervisor of academic instruction	\$6,060	220	75
1 Building maintenance man	3,630	221	58
2 Positions, reducing salaries and wages by	\$9,695		

It should be noted that even with the recommended deletions of the above two positions, the agency will still receive the benefit of a total of two new positions involving an increase of \$3,900 in salaries and wages.

Operating expenses	Amount	Budget	
		Page	Line
Medical care	\$1,500	221	6
Reduction in operating expenses	\$1,500		
Total reduction	\$11,190		

Per Capita Costs

Fiscal Year	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1947-48*	46	\$2,456	--	--
1948-49	97	2,312	-\$144	-5.9
1949-50	127	2,004	-308	-13.3
1950-51	137	1,996	-8	-0.4
1951-52	137	2,247	251	12.6
1952-53	136	2,565	318	14.2
1953-54	152	3,082	517	20.2
1954-55	295	2,469	-613	-19.9
1955-56†	312	2,709	240	9.7
1956-57†	315	2,844	135	5

* Forty-hour week became effective.

† Estimated as shown in 1956-57 Budget.

† Budget request.

Paso Robles School for Boys—Continued

The total support budget of this facility is scheduled to increase \$50,637, or 6 percent.

Population at the institution is anticipated to average 315 wards, an increase of three, or 1 percent.

This results in the per capita cost going from \$2,709 to \$2,844, an increase of \$135, or 5 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$633,996. This represents an increase of \$35,212, or 5.9 percent over the total of \$598,784 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 126.8 established positions	\$26,022
A total of four proposed new positions costing	13,590
A change in estimated salary savings of	—4,400

Total increase in salaries and wages----- \$35,212

A total of 126.8 positions are presently authorized. The agency is requesting an additional four proposed new positions. This represents an increase of 3.2 percent in staff, as compared to a 1 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 0.7 additional ward increase in institutional population.

The present level of staffing is one position for each 2.5 wards. The level of staffing resulting from the requested increase in positions will be one position for each 2.4 wards.

The following table reflects a comparative measure of the total level of service extended at this facility.

Total Level of Service—Employee Hours Available per Ward

<i>Fiscal year</i>	<i>Total employees</i>	<i>Total annual man-hours</i>	<i>Population</i>	<i>Level of service</i>	<i>Increase over prior year</i>	
					<i>Amount</i>	<i>Percent</i>
1947-48*	18.8	33,389	46	726	--	--
1948-49	42.1	74,770	97	771	45	6.2
1949-50	49.5	87,912	127	692	—79	—10.2
1950-51	53.7	95,371	137	696	4	0.6
1951-52	53.3	94,661	137	691	—5	—0.7
1952-53	56	99,456	136	731	40	5.8
1953-54	77.4	137,462	152	904	173	23.7
1954-55	114.5	203,352	295	689	—215	—23.8
1955-56†	126.5	224,664	312	720	31	4.5
1956-57‡	130.8	232,301	315	737	17	2.4

* Forty-hour week became effective.

† Estimated as shown in 1956-57 Budget.

‡ Budget requests.

Under the proposed budget request for 1956-57, the level of service will average 737 hours per ward.

This is 17 hours, or 2.4 percent, above the level now scheduled for 1955-56.

Paso Robles School for Boys—Continued

It is 48 hours, or 7 percent above the minimum level of service of 689 hours, experienced in 1954-55 during the period of 10 fiscal years, reflected in the above table.

The four proposed new positions are shown by function as follows:

<i>Functions and positions</i>	<i>Amount</i>	<i>Page</i>	<i>Budget Line</i>
Care and welfare:			
Custodial and personal care:			
2 Group supervisor (effective January 1, 1957)---	\$3,900	220	72
Education and religion:			
*1 Supervisor of academic education-----	6,060	220	75
Maintenance and operation of plant:			
Maintenance of structures and grounds:			
*1 Building maintenance man-----	3,630	221	58
4 Totals -----	\$13,590		

* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

<i>Function</i>	<i>Salaries and wages</i>				<i>Per capita costs</i>			
	<i>1955-56</i>	<i>1956-57</i>	<i>Increase</i>		<i>1955-56</i>	<i>1956-57</i>	<i>Increase</i>	
			<i>Amount</i>	<i>Per-cent</i>			<i>Amount</i>	<i>Per-cent</i>
Administration --	\$69,163	\$70,511	\$1,348	1.9	\$222	\$224	\$2	0.9
Support and sub-								
sistence -----	43,156	44,892	1,736	4.0	138	143	4	2.9
Care and welfare -	422,718	450,073	27,355	6.5	1,355	1,429	74	5.5
Maintenance and								
operation of								
plant -----	61,491	66,014	4,523	7.4	197	210	13	6.6
Farming and								
processing -----	2,256	2,506	250	11.1	7	8	1	14.3
Totals -----	\$598,784	\$633,996	\$35,212	5.8	\$1,919	\$2,013	\$94	4.9

The per capita cost for salaries and wages are scheduled at \$2,013 for 1956-57. This is an increase of \$94, or 4.9 percent over the amount of \$1,919 estimated for expenditure in 1955-56.

1 Supervisor of academic instruction (Budget page 220, line 75) - \$6,060

This position is discussed in the departmental summary section of the Youth Authority analysis as part of a category of positions affecting more than one institution.

We recommend deletion of the position.

1 Building maintenance man (Budget page 221, line 58)-----\$3,630

This position is requested to meet an increasing backlog of maintenance work and to conduct a preventive maintenance program. It is stated that additional space will be added with the completion of the detention segregation unit.

We recommend deletion of the position.

No factual information as to the numbers of maintenance jobs or the man-hours of work involved in such jobs has been submitted, nor has justification based on hours of overtime or other evidence of deficiencies.

Paso Robles School for Boys—Continued

Two examples of so-called maintenance which has not been done are cited by the agency. One of these is the grounding of electrical equipment in the shop building. This would appear to us to be a job for the electrician and not for the maintenance man. Further, this is a one-time job and not an item of continuing work load. The other example is the fact that basketball backstops, horizontal bars and other recreational equipment at the cottages have been on hand for 18 months and not been installed. We would agree that the installation of recreation equipment which may assist in the rehabilitation of wards should have a fairly high priority among those things which need to be done. In fact we think that priority is high enough to warrant the installation of such equipment by ward work crews on week ends under the supervision of custodial staff. If the other examples of "maintenance work" which the agency says it can cite are similar to these it may appear that maintenance problems at this facility are the result of inadequate administration rather than lack of maintenance staff.

The agency would also like to have this position so as to be able to schedule a maintenance man over the week ends to cover emergency maintenance. Among the reasons which have been advanced for the necessity to have a chief of institution maintenance at Youth Authority schools has been the need to have a supervisory position to take charge in case of emergencies. If this line of reasoning is followed, it would be necessary to staff maintenance men on a 24-hour 7-day basis. This position is also requested to "supply transportation service for garbage, food to discipline unit, bus trips, etc." We point out that this institution has an automotive equipment operator to supply this service. It is also urged that a maintenance man is necessary for emergency services while other tradesmen are on vacation, holidays or sick leave. We think this situation can be alleviated by the simple expedient of not scheduling the existing building maintenance position for vacation while other tradesmen are on vacation and by relying on the chief of institution maintenance or business manager for emergencies or holidays. It would be helpful in evaluating the impact of emergencies when tradesmen are off on sick leave if the agency had supplied data as to the number of days of sick leave for such personnel and the number of emergencies which occurred on such days. However, such data has not been submitted.

It is true that a new 40-boy living unit will be opened during the budget year, replacing a temporary building housing 20 boys. This additional capacity is nominal in relation to the entire building space at the institution, and in any event we do not believe that a new modern permanent building should initially require as much maintenance work as a temporary old building.

Operating Expenses

Operating expenses are scheduled at \$214,430 for 1956-57. This is an increase of \$7,240, or 3.5 percent, over the amount of \$207,190 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Paso Robles School for Boys—Continued

Functional and per Capita Cost Distribution of Operating Expense

Function	Operating expenses				Per capita costs			
	1955-56	1956-57	Increase		1955-56	1956-57	Increase	
			Amount	Per-cent			Amount	Per-cent
Administration ---	\$12,985	\$13,085	\$100	0.8	\$41	\$42	\$1	2.4
Support and subsistence -----	113,900	115,280	1,380	12.1	365	366	1	0.3
Care and welfare -	30,815	31,710	895	3.4	99	101	2	2.0
Maintenance and operation of plant -----	42,315	47,705	5,390	12.7	136	151	15	11.0
Farming and processing -----	7,175	6,650	—525	—7.3	23	21	—2	—8.7
Totals -----	\$207,190	\$214,430	\$7,240	3.5	\$664	\$681	\$17	2.6

The per capita cost for operating expenses is scheduled at \$681 for 1956-57. This is an increase of \$17, or 2.6 percent, over the amount of \$664 estimated for expenditure in 1955-56.

Medical Care (Budget page 221, line 6) ----- \$10,360

Included in this amount is \$1,500 for dental contractual services. Also included in the budget on page 220, line 37, is 0.3 senior dentist, \$2,815.

This position is justified in the budget by footnote, c, on page 220 which states "Services (dental) on a contractual basis in 1954-55 and 1955-56 Fiscal Years."

We recommend the deletion of \$1,500 from Operating Expense, Medical Care to reduce that item to \$8,860.

This amount of \$1,500 for dental contractual services should not be included in operating expense if the part-time cost of a dentist is included in salaries and wages. Recruiting difficulties have prevented the filling of the part-time dentist position in recent years, and a contractual arrangement has been necessary. This item has been discussed with the Department of Finance and we believe the \$1,500 amount for the contract was included by mistake.

Equipment

Equipment expenditures are scheduled at \$8,871 for 1956-57. This is an increase of \$2,685 over the amount of \$6,186 estimated for expenditure in 1955-56.

Out of the total of \$8,871 for equipment, the sum of \$2,778 is for replacement items and the further sum of \$6,093 is for additional equipment.

The budget as originally submitted by this facility requested \$18,316 for equipment. Modification of this amount after review to \$8,871, a reduction of \$9,445, or 51.5 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

Paso Robles School for Boys—Continued

Farming and Processing—Production and Expenditures

	1953-54	1954-55	1955-56	1956-57
Local production consumed-----	\$6,310	\$9,841	\$13,400	\$13,500
Surplus products sales-----	--	126	250	250
Total value of production-----	\$6,310	\$9,967	\$13,650	\$13,750
Salaries and wages-----	\$2,014	\$2,114	\$2,256	\$2,506
Operating expenses-----	5,569	6,908	7,175	6,650
Total operating costs-----	\$7,583	\$9,022	\$9,431	\$9,156
Gross operating profit-----	—\$1,273	\$945	\$4,219	\$4,594
Equipment costs-----	1,081	1,303	1,990	3,999
Value of production in excess of expenditures-----	—\$2,354	—\$358	\$2,229	\$595

The value of production in excess of expenditures is expected to decline during the budget year primarily as a result of increased expenditures for equipment partially offset by a decline in operating expenses. The equipment expenditure increase results from the replacement of a tractor. The decline in operating expense results from the transfer of the cost of cutting carcasses and meat to the support item of food, miscellaneous. We do not find that credit for production has been adjusted downward to reflect the lesser value of fresh pork compared with cured pork. However, it is not clear from the justification submitted that additional credit for production was allowed in 1954-55 and prior thereto to offset the cost of processing. If heretofore the farm has been given credit for production on the basis of fresh carcass weights and has had to carry the costs of cutting and curing as an expense, the innovation in farm accounting, reflected by this transfer of cost to the support budget will result in a truer picture of the farm operation.

However, we do note that whereas the excess value of production over expenditures in 1954-55 was estimated to be \$3,351 in the 1955-56 Budget it is now actually a loss of \$358 as shown in the 1956-57 Budget. Every effort should be made to attain at least the figures forecast for the farming operation. We recognize that there are other values in the operation besides the monetary profit which may be shown by an accounting of the year's operation. However, these are difficult of measurement and if at all possible the program should be self-supporting. If it is not, the question of its continuation should be examined.

Youth Authority

PRESTON SCHOOL OF INDUSTRY

ITEM 75 of the Budget Bill

Budget page 223

Budget line No. 7

FOR SUPPORT OF PRESTON SCHOOL OF INDUSTRY FROM THE GENERAL FUND

Amount requested-----	\$1,683,307
Estimated to be expended in 1955-56 Fiscal Year-----	1,618,973
Increase (4 percent)-----	\$64,334

Preston School of Industry—Continued

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages-----	\$50,074	\$30,094	\$19,980	229 26
Operating expense-----	—2,984	—2,984	—	229 27
Equipment-----	18,799	18,799	—	229 28
Inmate pay-work projects-----	—2,962	—2,962	—	229 29
Add: decreased reimbursements--	1,407	1,407	—	229 39
Total increase-----	\$64,334	\$44,354	\$19,980	229 42

RECOMMENDATIONS

Amount budgeted-----	\$1,683,307
Legislative Auditor's recommendation-----	1,654,367
Reduction-----	\$28,940

Preston School of Industry is the oldest and largest of the Youth Authority school facilities. It is located near the town of Ione.

It employs the most secure degree of custody of any Youth Authority institution except the reception centers, having a high fence, gate control and perimeter horseback security patrol.

The oldest wards, 16 to 21 years, are placed here for custodial security reasons and because of the program which is largely vocational training.

Rebuilding and some enlargement of capacity is under way and has been for several years, with seven new dormitories being activated during the current year, replacing smaller older units.

ANALYSIS

The recommended reduction of \$28,940 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
5 Group supervisors-----	\$19,980	226	65
5 positions, reducing salaries and wages by-----	\$19,980		

It should be noted that even with the recommended deletions of the above five positions, the agency will still receive the benefit of a total of three new positions involving an increase of \$2,370 in salaries and wages, in the budget year, and an increase of approximately \$18,000 on an annual continuing basis at current wage levels.

<i>Equipment</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Feeding—replacement-----	\$7,500	225	33
Religion—replacement-----	1,460	227	15
Reduction in equipment-----	\$8,960		

Preston School of Industry—Continued

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1946-47	568	\$1,622	--	--
1947-48	643	1,787	\$165	10.2
1948-49	601	2,040	253	14.2
1949-50	618	2,000	—40	—2.0
1950-51	655	1,933	—67	—3.4
1951-52	650	2,134	201	10.4
1952-53	661	2,369	235	11.0
1953-54	655	2,511	142	6.0
1954-55	571	2,719	208	8.3
1955-56†	604	2,850	131	4.8
1956-57‡	620	2,889	39	1.4

* Forty-hour week became effective.

† Budget request.

‡ Estimated as shown in 1956-57 Budget.

The total expenditures for support of this facility are scheduled to increase \$69,934, or 4.1 percent.

Population at the institution is anticipated to average 620 wards, an increase of 16, or 2.7 percent.

This results in the per capita cost going from \$2,850 to \$2,889, an increase of \$39, or 1.4 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$1,337,603. This represents an increase of \$50,074, or 3.9 percent over the total of \$1,287,529 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 268.1 established positions	\$32,124
A total of 8 proposed new positions costing	22,350
A change in estimated salary savings of	—4,400

Total increase in salaries and wages \$50,074

A total of 268.1 positions are presently authorized. The agency is requesting an additional eight proposed new positions. This represents an increase of 3 percent in staff, as compared to a 2.6 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each two additional ward increase in institutional population.

The present level of staffing is one position for each 2.3 wards.

The following table reflects a comparative measure of the total level of service extended at this facility:

Preston School of Industry—Continued

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1946-47-----	220.5	483,336	568	851	--	--
1947-48*	242.8	431,213	643	671	—\$180	—21.1
1948-49-----	258.0	458,208	601	762	91	13.6
1949-50-----	250.6	445,066	618	720	—42	—5.5
1950-51-----	247.2	439,027	655	670	—50	—6.9
1951-52-----	248.0	440,448	650	678	8	1.2
1952-53-----	259.8	461,405	661	698	20	2.9
1953-54-----	263.2	467,443	655	714	16	2.3
1954-55-----	248	440,448	571	771	57	8.0
1955-56†-----	268.1	476,146	604	788	17	2.2
1956-57‡-----	276.1	490,354	620	791	3	0.4

* Forty-hour week became effective.

† Budget requests.

‡ Estimated as shown in 1956-57 Budget.

Under the proposed budget request for 1956-57, the level of service will average 791 hours per ward.

This is three hours, or .4 percent, above the level now scheduled for 1955-56.

It is 121 hours, or 18 percent, above the minimum level of service of 670 hours, experienced in 1950-51 during the period of 11 fiscal years, reflected in the above table.

The eight proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
Care and welfare			
Custodial and personal care			
*5 Group supervisors -----	\$19,980	226	65
Education and religion			
3 Youth Authority teachers (effective May 1, 1957) -----	2,370	226	67
8 Totals -----	\$22,350		

* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

Function	Salaries and wages				Per capita costs			
	1955-56	1956-57	Increase		1955-56	1956-57	Increase	
			Amount	Per-cent			Amount	Per-cent
Administra- tion -----	\$91,373	\$92,091	\$718	7.9	\$151	\$148	—\$3	—1.8
Support and subsistence	108,730	110,568	1,838	16.9	180	178	—2	—0.9
Care and wel- fare -----	907,875	955,048	47,173	5.2	150	154	4	2.5
Maintenance and opera- tion of plant	133,990	134,834	844	0.6	222	218	—4	—2.0
Farming and processing -	45,236	45,062	—174	0.4	75	73	—2	--
Totals --	\$1,287,204	\$1,337,603	\$50,399	3.9	\$778	\$771	—\$7	—0.9

The per capita cost for salaries and wages is scheduled at \$771 for 1956-57. This is a decrease of \$7, or 0.9 percent under the amount of \$778 estimated for expenditure in 1955-56.

Preston School of Industry—Continued

5 Group supervisor (Budget page 226, line 65) ----- \$19,980

These positions are requested to provide double coverage on one shift in each of the three new 50-boy dormitories which were occupied in December, 1955.

We recommend the deletion of these five positions.

In the 1954-55 Governor's Budget the agency requested approval of the reassignment of 13 excess boys group supervisor positions to provide four-post coverage for nine dormitories. Four-post coverage provides double position coverage for one shift every day. The Legislature allowed only six of the positions to be reclassified for four-post coverage of four of the dormitories. The results achieved by the use of four posts in lieu of three-post coverage, which had been the standard staffing pattern at Preston, were to form the basis for the allowance of further four-post coverage. No justification in terms of a comparison between dormitories having four-post and dormitories having three-post coverage has been submitted. We believe that the value of four-post coverage at this institution should be demonstrated on the basis of reduced incidents and escapes, and on improved rehabilitation of wards as shown by a decreased length of stay in the institution and better parole success. None of these things have been related to the authorization of four-post coverage at any of the other Youth Authority schools where such coverage is in effect. This office has consistently questioned these increments of post coverage on the basis that the added cost was not justified upon a showing of either offsetting savings in other cost factors or in terms of improved rehabilitation success or both.

The four dormitories for which four-post coverage was allowed in 1954-55 have only been completed and occupied since September, 1955. We do not believe that additional four-post coverage should be allowed at this institution until the four-post coverage allowed by the Legislature in the 1954-55 Budget Bill has been evaluated in accordance with the understanding upon which it was allowed.

We note from the post assignment schedule submitted by the agency in justification of its 1956-57 request that there are five dormitories staffed on a four-post basis in 1955-56. We raise the question as to the source of the additional post involving 1.6 positions utilized to staff the fifth dormitory.

We recommend that the agency and the Department of Finance determine the source of the positions utilized for four-post coverage in the fifth dormitory, and if such positions result from the reassignment of excess positions that they be deleted.

A comparison of the post assignment schedule for 1955-56 with that for 1956-57 fails to reveal the source of the additional post in the fifth dormitory. The 1955-56 post assignment schedule shows a total of five dormitories with four-post coverage. These presumably include the four authorized by the Legislature in 1954-55. The 1956-57 post assignment schedule shows five dormitories and one assignment called "Receiving" which had not previously appeared on a post assignment schedule, with four-post coverage. Only five positions for three-post coverage of one new dormitory were allowed in 1955-56. According to the Department of Finance one additional position was budgeted for the purpose of providing nighttime coverage for two companies which

Preston School of Industry—Continued

had previously been covered by one position. Due to change in location of the companies this allegedly was no longer possible.

However, this additional position does not appear to check out with post assignment schedules submitted with the agency budget for either 1955-56 or 1956-57.

We question the manner in which post assignment schedules are presented by this agency in justification of position requests. The use of these schedules is governed by directives of the Department of Finance and by directions printed on the forms themselves. Unless these forms are used properly it is not possible to ascertain whether legislative appropriations have been used in accordance with the justification which was originally advanced. Thus it is possible to secure the authorization of positions on a basis approved by the Legislature, utilize the positions for another purpose which the Legislature has not approved and then secure authorization of positions a second time on the original basis. This agency has never numbered its assignments or posts. Assignment or post names are changed frequently without regard to the instruction printed on the form in capital letters to the effect that post titles and numbers are not to be redesignated. For example, Company A appears on both the 1955-56 and 1956-57 schedules. However, it is not possible to tell whether it is the same company, or whether the Company A of 1956-57 was some other company last year or vice versa. The schedule does show that Company A is to be operated as a three-post company in 1956-57, whereas it was a four-post company in 1955-56. If the administration has decided to operate this company in 1956-57 with one less post or 1.6 positions less than it did in 1955-56, then either the 1.6 positions should be abolished or if they are to be used for another function, approval of the Legislature should be secured for the increased level of service which that function will receive. If the positions are to be utilized for the same function but are to be used at a different location, that is on another post, then it should be possible to determine from the post assignment schedule just what disposition has been made of the positions affected.

Apparently numerous changes of assignments have occurred at this institution during the current year; however, it is not possible to ascertain whether they affect policy or even actually result in added and unjustified costs in some functions. Some discrepancies can be questioned on the basis of inference and the roundabout method of checking totals; however, there is no assurance that all such changes will come to the attention of other agencies concerned with a review of budget revisions.

For example, in the 1955-56 Governor's Budget, page 227, line 11, there is shown one position of medical technical assistant as being authorized for the years 1954-55, and 1955-56. We do not find where any such position had been authorized for this institution in 1954-55. This position only came to our attention at this time as a result of our unsuccessful efforts to reconcile the post assignment schedules of this institution for the last several years. Had this position been designated

Preston School of Industry—Continued

on the post assignment schedule at the time it was created by "position classification" in relation to "name of assignment or post" and by "number of assignment" we would have raised the question of its authorization at that time. We think it is pertinent to raise the question at this time, however, since we now find in the 1956-57 Budget at page 226, line 11, that three positions of medical technical assistant are shown as being approved for 1955-56 and 1956-57. While not specifically identified by class as they should be, it appears that these positions may be included on the post assignment schedule. We believe that the agency and the Department of Finance should explain the appearance of these positions in the budget in view of the fact that we cannot find where approval of any such positions was ever requested.

We suggest that hereafter the agency follow the rules with regard to preparation and submission of post assignment schedules, if it expects to rely on such schedules for justification of position requests, and we further suggest that the Department of Finance enforce its own rules regarding these forms.

3 Youth authority teachers (effective May 1, 1957) (Budget page 226, line 67) ----- \$2,370

These teachers are requested to permit the expansion of the school program in keeping with the expected growth of population.

We recommend approval of these positions subject to their justification before being filled, on the basis of a projection of actual a.d.a. experience; such justification to be approved by the Department of Finance, and the Legislative Auditor.

We wish to point out again, as we did in connection with the teacher request at the Fricot Ranch School for Boys, that the school population calculations submitted in justification of this request are not based on actual a.d.a. experience but rather upon what is called total average population. This calculation is of little value inasmuch as with the data given we are unable to follow it through as a calculation to the same conclusion reached by the agency. We are of the opinion that with new classrooms and a scheduled increase in population this institution may require some additional teachers. However, we are unable to say on the basis of the data furnished us whether three is the proper number or whether some other number of teachers is more appropriate. We believe that the agency should be required to show the basis for its request before being permitted to fill these positions.

Operating Expenses

Operating expenses are scheduled at \$390,629 for 1956-57. This is a decrease of \$2,984, or 0.8 percent, under the amount of \$393,613 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Preston School of Industry—Continued

Function	Operating expenses				Per capita costs			
	1955-56	1956-57	Increase		1955-56	1956-57	Increase	
			Amount	Per-cent			Amount	Per-cent
Administration	\$17,530	\$17,870	\$340	1.9	\$29	\$29	--	--
Support and subsistence	167,083	176,045	8,962	5.4	277	277	\$7	2.6
Care and welfare	27,215	29,424	2,209	8.1	45	47	2	5.4
Maintenance and operation of plant	135,310	121,165	—14,145	—10.5	224	195	—2.9	—12.8
Farming and processing	46,475	46,125	—350	—0.8	77	74	—3	—3.3
Totals	\$393,613	\$390,629	—\$2,984	—0.8	\$652	\$630	—\$22	—3.3

The per capita cost for operating expenses is scheduled at \$630 for 1956-57. This is a decrease of \$22, or 3.3 percent, under the amount of \$652 estimated for expenditure in 1955-56.

Equipment

Equipment expenditures are scheduled at \$43,195 for 1956-57. This is an increase of \$18,799 over the amount of \$24,396 estimated for expenditure in 1955-56.

Out of the total of \$43,195 for equipment, the sum of \$38,287 is for replacement items and the further sum of \$4,908 is for additional equipment.

The budget as originally submitted by this facility requested \$67,919 for equipment. Modification of this amount after review to \$43,195, a reduction of \$24,724, or 36.4 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time, except for the specific items discussed below.

Feeding-replacement (Budget page 225, line 33)----- \$10,295

Included in this amount for feeding replacement is an item to replace a dishwashing machine at a cost of \$7,500.

We recommend the deletion of the amount of \$7,500 to reduce this item to \$2,795.

The justification for this request indicates that an estimate of the cost of the repairs needed by this dishwashing machine was furnished by the Tucker Equipment Company on the second of September, 1955. The amount of this estimate was \$1,052.08. This is approximately 14 percent of the cost of a new machine. Inasmuch as this is the only factual information furnished in support of the request, we are compelled to conclude that the machine should be repaired and not replaced.

We note that the justification does state that the machine has been completely overhauled each year for the past four years. If such is the case, we raise the question as to why the cost of such repairs were not included in the justification.

The actual cost of repairs to equipment which was included in miscellaneous feeding expenses in justification of the feeding request for this institution shows that \$504.45 was spent in 1954-55 for repairs to all culinary equipment. We assume that this includes the cost of the

Preston School of Industry—Continued

“complete overhaul” of this dishwasher for that year. The 1955-56 estimate of equipment repairs, however, is \$568.36 as is the estimate for 1956-57. In the face of a request for replacement no money for repair of this item should be included in the 1956-57 estimate for repairs to equipment and we raise the question of why this item is budgeted at the same level as the previous two years.

We have repeatedly pointed out that replacement of equipment requests should be based on the facts of cost of repairs and cost of rehabilitation in relation to remaining useful life after rehabilitation. We cannot recommend approval of such requests based on the general statements that the machine is worn out or beyond repair, or doesn't work properly.

Religion-replacement (Budget page 227, line 15)----- \$1,660

Included in this amount for the replacement of religious equipment is the sum of \$1,460 for an electric organ to replace an existing reed type organ.

We recommend the deletion of \$1,460 to reduce this item to \$200.

A reed type organ which cost less than \$500 new has been in use at this institution since 1941. It is now said to require extensive repairs which will be expensive due to the scarcity of artisans who can do this kind of repair work. We suggest that religious music can be utilized on some other less expensive basis than through the purchase of an electric organ with its attendant maintenance and repair and ultimate replacement costs. It is our understanding that the State does not furnish organs at the other Youth Authority schools and we raise the question of why it should be expected to do so at this school. We raise the further question as to whether the State will be requested to provide such equipment at other Youth Authority facilities if this request is granted. If the State were to supply organs for the other Youth Authority institutions at a comparable cost, it would involve an expenditure of approximately \$10,000 for this equipment.

Farming and Processing—Production and Expenditures

	1953-54	1954-55	1955-56	1956-57
Local production consumed-----	\$90,999	\$78,905	\$65,000	\$66,000
Surplus products sales-----	15,991	28,995	30,000	33,000
Total value of production-----	\$106,990	\$107,900	\$95,000	\$99,000
Salaries and wages-----	\$42,268	\$43,027	\$45,236	\$45,062
Operating expenses-----	50,078	51,684	46,475	46,125
Total operating costs-----	\$92,346	\$94,711	\$91,711	\$91,187
Gross operating profit-----	\$14,644	\$13,189	\$3,289	\$7,811
Equipment costs-----	5,418	5,375	5,803	7,717
Value of production in excess of expenditures-----	\$9,226	\$7,814	—\$2,514	\$94

The drastic reduction in the value of production in excess of expenditures for 1955-56 and 1956-57 shown by the above table, results from the reduction in the estimates for those years of the value of local production consumed. The agency has estimated in its justification of its feeding request that local production will be approximately \$15,000

Preston School of Industry—Continued

less in both the current and budget years than in 1954-55. This is said to be due to price decreases and a cheaper type of vegetable produced. The budget actually shows an estimated reduction in the value of local production consumed in 1955-56 of \$13,905. This is 17.6 percent less in the face of an estimated increase in average population from 1954-55 to 1955-56 of 5.8 percent. According to the Department of Finance "Price and Cost Factors to Be Used in 1956-57 Budgets" letter of July 27, 1955, no such drastic price changes have occurred in the price of food. It does not appear reasonable that a change in the type of vegetable grown can have had much impact on the value of production since the items of meat, milk and eggs account for approximately 90 percent of the total value of production. We would also call attention to the fact that while local production consumed is expected to decline, surplus products sales are expected to increase.

This farming operation has been one which appeared to give promise of being worthwhile from an economic point of view as well as for rehabilitation of wards. However, if the estimates discussed above are at all accurate and indicative of a trend at this institution, we believe that this farming operation as well as those at Paso Robles and Fred C. Nelles should receive the closest scrutiny to determine the value of their contribution to the Youth Authority program. We point out that not all of the costs of this operation appear in the direct costs budgeted. A considerable amount of administrative, supervisory and direct custodial salary and wage costs are chargeable to this operation, but are not budgeted as direct costs.

Youth Authority

LOS GUILUCOS SCHOOL FOR GIRLS

ITEM 76 of the Budget Bill

Budget page 230
Budget line No. 7

FOR SUPPORT OF LOS GUILUCOS SCHOOL FOR GIRLS FROM THE GENERAL FUND

Amount requested	\$680,426
Estimated to be expended in 1955-56 Fiscal Year	605,453
Increase (12.4 percent)	\$74,973

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages	\$57,480	\$51,420	\$6,060	233 59
Operating expense	20,660	20,660	--	233 60
Equipment	—277	—277	--	233 61
Plus: increased reimbursements ..	—2,890	—2,890	--	233 66
Total increase	\$74,973	\$68,913	\$6,060	233 69

RECOMMENDATIONS

Amount budgeted	\$680,426
Legislative Auditor's recommendation	672,366
Reduction	\$6,060

Los Guilucos School for Girls—Continued

This institution is a training school for girls between the ages of 13 and 17. Minimum security standards prevail. The program is largely academic education with some emphasis on home economics and arts and crafts.

ANALYSIS

The recommended reduction of \$6,060 consists of the following amount in the category indicated:

		<i>Budget</i>	
<i>Salaries and wages</i>	<i>Amount</i>	<i>Page</i>	<i>Line</i>
1 Supervisor of academic instruction-----	\$6,060	232	44
1 Positions, reducing salaries and wages by-----	\$6,060		

Per Capita Costs

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1946-47-----	101	\$1,676	--	--
1947-48*-----	104	2,092	\$416	24.8
1948-49-----	113	2,067	—25	—1.2
1949-50-----	121	1,927	—140	—6.8
1950-51-----	117	2,125	198	10.3
1951-52-----	116	2,396	271	12.7
1952-53-----	135	3,205	809	33.8
1953-54-----	107	4,279	1,074	33.5
1954-55-----	120	4,302	23	0.5
1955-56‡-----	160	3,996	306	7.1
1956-57†-----	190	3,785	—211	—5.3

* Forty-hour week became effective.

‡ Estimated as shown in 1956-57 Budget.

† Budget request.

The total expenditures for support of this facility are scheduled to increase \$79,773, or 12.5 percent.

Population at the institution is anticipated to average 190 wards, an increase of 30, or 18.8 percent.

This results in the per capita cost going from \$3,996 to \$3,785, a decrease of \$211, or 5.3 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$517,394. This represents an increase of \$57,480, or 12.5 percent over the total of \$459,914 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 109.2 established positions-----	\$19,920
A total of 1 proposed new position costing-----	6,060
A change in estimated salary savings of-----	31,500
Total increase in salaries and wages-----	\$57,480

A total of 109.2 positions are presently authorized. The agency is requesting an additional one proposed new position. This represents an increase of 0.9 percent in staff, as compared to a 18.8 percent increase in population at this facility.

Los Guilucos School for Girls—Continued

On the basis of the proposed budget, the agency is requesting one additional position for each 30 additional ward increase in institutional population.

The following table reflects a comparative measure of the total level of service extended at this facility.

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1946-47-----	39.4	86,365	101	855	—	—
1947-48*-----	43.6	77,434	104	745	—110	—12.9
1948-49-----	43.9	77,966	113	690	—55	—7.4
1949-50-----	45.7	81,163	121	671	—19	—2.8
1950-51-----	45.7	81,163	117	694	23	3.4
1951-52-----	50.9	90,398	116	779	85	12.2
1952-53-----	75.5	134,088	135	993	214	27.5
1953-54-----	79.7	141,547	107	1,323	330	33.2
1954-55-----	87.8	155,933	120	1,299	—24	—1.8
1955-56†-----	109.2	193,939	160	1,212	—87	—6.7
1956-57†-----	110.2	195,715	190	1,030	182	—15.0

* Forty-hour week became effective.

† Estimated as shown in 1956-57 Budget.

† Budget request.

Under the proposed budget request for 1956-57, the level of service will average 1,030 hours per ward.

This is 182 hours, or 15.0 percent, below the level now scheduled for 1955-56.

It is 359 hours, or 53.5 percent, above the minimum level of service of 671 hours, experienced in 1949-50 during the period of 11 fiscal years, reflected in the above table.

The one proposed new position is shown by function as follows:

	Amount	Budget	
		Page	Line
Care and welfare:			
Education and religion			
*1 Supervisor of academic instruction-----	\$6,060	232	44
1 Total -----	\$6,060		

* Recommended for deletion.

Functional and Per Capita Distribution of Salaries and Wages

Function	Salaries and wages				Per capita costs			
	1955-56	1956-57	Increase		1955-56	1956-57	Increase	
			Amount	Percent			Amount	Percent
Administration	\$64,374	\$69,269	\$4,895	7.6	\$402	\$364	—\$38	9.4
Support and subsistence	27,150	30,877	3,727	13.7	169	162	—7	—4.2
Care and welfare	330,499	374,252	43,753	13.2	2,065	1,969	—96	—4.6
Maintenance and operation of plant	37,891	42,996	5,105	13.5	236	226	—10	—4.5
Totals	\$459,914	\$517,394	\$57,480	12.5	\$2,874	\$2,723	—\$151	—5.3

Los Guillecos School for Girls—Continued

The per capita cost for salaries and wages is scheduled at \$2,723 for 1956-57. This is a decrease of \$151, or 5.3 percent under the amount of \$2,874 estimated for expenditure in 1955-56.

It is significant, in noting the rapid increase in total per capita costs at this school, that the 1956-57 per capita cost for salaries and wages alone, which now is scheduled at \$2,723, is \$327 or 13.6 percent more than the entire per capita cost of \$2,396 for all functions and categories of expenditure which prevailed in 1951-52.

1 Supervisor of academic instruction (Budget page 232, line 44) \$6,060

This position is one of three similar positions, requested for three different institutions, which are discussed in the general summary at the beginning of the Youth Authority Analysis. In accordance with that discussion, *we recommend deletion of the position.*

Operating Expenses

Operating expenses are scheduled at \$166,140 for 1956-57. This is an increase of \$20,660, or 14.2 percent, over the amount of \$145,480 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	Operating expense				Per capita costs			
			Increase				Increase	
	1955-56	1956-57	Amount	Percent	1955-56	1956-57	Amount	Percent
Administration	\$9,825	\$10,800	\$975	9.9	\$61	\$56	—\$5	—7.4
Support and subsistence	76,995	90,340	13,345	17.3	481	475	—6	—0.1
Care and welfare	21,420	24,200	2,780	13.0	134	127	—7	—4.9
Maintenance and operation of plant	37,240	40,800	3,560	9.6	233	215	—18	—7.7
Totals	\$145,480	\$166,140	\$20,660	14.2	\$909	\$873	—\$36	—3.8

The per capita cost for operating expenses is scheduled at \$873 for 1956-57. This is a decrease of \$36, or 3.8 percent, under the amount of \$909 estimated for expenditure in 1955-56.

Equipment

Equipment expenditures are scheduled at \$4,492 for 1956-57. This is a decrease of \$277 under the amount of \$4,769 estimated for expenditure in 1955-56.

Out of the total of \$4,492 for equipment, the sum of \$3,807 is for replacement items and the further sum of \$685 is for additional equipment.

The budget as originally submitted by this facility requested \$11,031 for equipment. Modification of this amount after review to \$4,492, a reduction of \$6,539, or 59.3 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

**Youth Authority
VENTURA SCHOOL FOR GIRLS**

ITEM 77 of the Budget Bill

Budget page 234
Budget line No. 7

**FOR SUPPORT OF VENTURA SCHOOL FOR GIRLS FROM THE
GENERAL FUND**

Amount requested	\$700,663
Estimated to be expended in 1955-56 Fiscal Year	697,137
Increase (0.5 percent)	3,526

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages	\$15,912	\$7,452	\$8,460	238 34
Operating expense	1,390	1,390	--	238 35
Equipment	—13,751	—13,751	--	238 36
Less: increased reimbursements ..	—25	—25	--	238 44
Total increase	\$3,526	—\$4,934	\$8,460	238 47

RECOMMENDATIONS

Amount budgeted	\$700,663
Legislative Auditor's recommendation	700,663
Reduction	None

Older girl wards (16 years to 21) are cared for at this institution, which is the original state girls' school. The program is educational, with emphasis on vocational training since more of these girls will be employed upon parole than is the case with the younger girls at Los Guilucos School. Girls live in smaller groups of approximately 25 in separate cottages. Each cottage has its own food preparation facilities rather than a central cooking and dining installation for the entire population.

The buildings are old and in a bad state of repair, primarily because of the hillside site. A new institution has been planned for construction in the near future.

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1946-47	179	\$1,764	--	--
1947-48*	164	2,406	\$642	36.4
1948-49	164	2,685	279	11.6
1949-50	166	2,686	1	0.03
1950-51	181	2,587	—99	—3.7
1951-52	179	2,855	268	10.3
1952-53	174	3,254	399	14.0
1953-54	172	3,746	492	15.1
1954-55	164	3,996	250	6.6
1955-56†	170	4,338	342	8.5
1956-57†	170	4,366	28	0.6

* Forty-hour week became effective.
† Estimated as shown in 1956-57 Budget.
† Budget request.

The total expenditure for support of this facility are scheduled to increase \$4,626, or 0.6 percent.

Ventura School for Girls—Continued

Population at the institution is anticipated to average 170 wards, which is the same number estimated for the current year.

This results in the per capita cost going from \$4,338 to \$4,366, an increase of \$28, or 0.6 percent.

Salaries and Wages

The total amount requested for salaries and wages for 1956-57 is \$561,309. This represents an increase of \$15,912, or 2.9 percent over the total of \$545,397 scheduled for expenditure in this category during 1955-56.

The change in salary and wage costs is attributable to the following factors in the amounts indicated:

Merit salary increases on 111.3 established positions	\$11,152
A total of 1.6 proposed new positions costing	8,460
A change in estimated salary savings of	—3,700

Total increase in salaries and wages \$15,912

A total of 111.3 positions are presently authorized. The agency is requesting an additional 1.6 proposed new positions. This represents an increase of 1.4 percent in staff, as compared to no increase in population at this facility.

The present level of staffing is one position for each 1.6 wards. With the new positions requested the level of staffing will be one position for each 1.59 wards.

The following table reflects a comparative measure of the total level of service extended at this facility.

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1946-47	73.9	161,989	179	905	—	—
1947-48*	85.3	151,493	164	924	19	2.1
1948-49	90.7	161,083	164	982	58	6.3
1949-50	94.7	168,187	166	1,013	31	3.1
1950-51	94.5	167,832	181	927	—86	—8.5
1951-52	95.3	169,253	179	946	19	2.0
1952-53	97.5	173,160	174	995	49	5.2
1953-54	102	181,152	172	1,053	58	5.8
1954-55	105.3	187,013	164	1,140	87	8.3
1955-56†	111.3	197,669	170	1,163	23	2.0
1956-57‡	112.9	200,510	170	1,179	16	1.4

* Forty-hour week became effective.

† Estimated as shown in 1956-57 Budget.

‡ Budget request.

Under the proposed budget request for 1956-57, the level of service will average 1,179 hours per ward.

This is 16 hours, or 1.4 percent, above the level now scheduled for 1955-56.

It is 274 hours, or 30.3 percent, above the minimum level of service of 905 hours, experienced in 1946-47 during the period of 11 fiscal years, reflected in the above table.

Ventura School for Girls—Continued

The 1.6 proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
Care and welfare:			
Education and religion:			
0.3 Chaplain—Catholic (increase to one-half time)---	\$2,028	236	76
0.3 Chaplain—Protestant (increase to one-half time)	2,028	236	78
Maintenance and operation of plant:			
Maintenance of structures:			
1 Plumber -----	4,404	237	53
1.6 Total -----	\$8,460		

Functional and Per Capita Distribution of Salaries and Wages

Function	Salaries and wages				Per capita costs			
	1955-56	1956-57	Increase		1955-56	1956-57	Increase	
			Amount	Per-			Amount	Per-
Administration --	\$66,520	\$67,138	\$618	0.9	\$391	\$394	\$3	0.9
Support and sub-								
sistence -----	66,263	66,649	386	0.6	390	392	2	0.6
Care and welfare	373,426	383,431	10,005	2.7	2,197	2,256	59	2.7
Maintenance and								
operation of								
plant -----	39,188	44,091	4,903	12.5	230	259	29	12.5
Totals -----	\$545,397	\$561,309	\$15,912	2.9	\$3,208	\$3,301	\$93	2.9

The per capita cost for salaries and wages is scheduled at \$3,301 for 1956-57. This is an increase of \$93, or 2.9 percent over the amount of \$3,208 estimated for expenditure in 1955-56.

0.3 Chaplain Catholic (increase to one-half time)

(Budget page 236, line 76) ----- \$2,028

0.3 Chaplain Protestant (increase to one-half time)

(Budget page 236, line 78) ----- \$2,028

These positions are requested to increase the authorized positions of chaplains at this institution from 0.2 position to 0.5 position for both the Protestant and the Catholic faiths. It is stated that voluntary services are not to be available to the extent that they have been in the past and that other youth authority institutions have at least 0.5 chaplain positions provided.

We recommend approval of the positions.

Apparently the religious program at this institution has been for a priest and a minister to provide certain minimum religious services and some counseling with an order of nuns and voluntary lay workers supplementing the chaplain services by religious education and counseling without remuneration. It is unclear from the justification submitted whether the institution believes that this combination of sources of religious service has not provided a service comparable to that at other institutions or whether the voluntary portion of the services will be unavailable unless it is compensated for or whether such voluntary services will be completely unavailable.

We are recommending approval of the increase in any event, however, in order to insure the institution of the same level of religious service as other comparable institutions. With the same appropriation

Ventura School for Girls—Continued

available, the institution may be able to recruit half-time chaplains as is the case at other institutions. If the combination of sources of religious services is continued but on a paid rather than a voluntary basis, we would suggest that the agency examine the question of whether this method is as effective in relation to ward rehabilitation as the single half-time chaplain would be.

1 Plumber (Budget page 237, line 53)-----\$4,404

This position is requested to maintain the 35-year-old steam, water, sewer and gas lines in view of the fact that no major replacements are being requested pending construction of a new institution.

We recommend approval of the position.

In view of the age and condition of the plumbing facilities of this institution we are recommending the approval of this position with the hope that his services can prevent excessive emergency repairs during the remaining time this institution will be in use. However, we wish to point out that the cost of this position is in addition to the special maintenance appropriation in the minor capital outlay portion of the budget which has been made also to take care of emergency situations which may develop as a result of the extremely bad condition of the buildings and facilities at this institution. The addition of this position to the already excessive per capita cost of this institution should again re-emphasize the desirability of proceeding with the construction of the new school as rapidly as possible.

Operating Expenses

Operating expenses are scheduled at \$138,825 for 1956-57. This is an increase of \$1,390, or 1 percent, over the amount of \$137,435 estimated to be expended in the 1955-56 Fiscal Year.

The request and per capita cost by function for operating expenses is indicated below:

Function	Operating expenses				Per capita costs			
	1955-56	1956-57	Amount	Increase Per- cent	1955-56	1956-57	Amount	Increase Per- cent
Administration --	\$10,800	\$11,100	\$300	2.8	\$63	\$65	\$2	2.7
Support and subsistence ----	80,535	80,605	70	0.1	474	474	--	--
Care and welfare -----	19,715	20,575	860	4.4	116	121	5	4.3
Maintenance and operation of plant -----	26,385	26,545	160	0.6	155	156	1	0.6
Totals -----	\$137,435	\$138,825	\$1,390	1.0	\$808	\$816	\$8	10.1

The per capita cost for operating expenses is scheduled at \$816 for 1956-57. This is an increase of \$8, or 10.1 percent, over the amount of \$808 estimated for expenditure in 1955-56.

Equipment

Equipment expenditures are scheduled at \$12,349 for 1956-57. This is a decrease of \$13,751 under the amount of \$26,100 estimated for expenditure in 1955-56.

Ventura School for Girls—Continued

Out of the total of \$12,349 for equipment, the sum of \$9,899 is for replacement items and the further sum of \$2,450 is for additional equipment.

The budget as originally submitted by this facility requested \$29,652 for equipment. Modification of this amount after review to \$12,349, a reduction of \$17,303, or 58.4 percent, results in a level of expenditure for the purpose that appears reasonable and ample to meet agency requirements at this time.

Department of Education

GENERAL ACTIVITIES

ITEM 78 of the Budget Bill

Budget page 240
Budget line No. 6

FOR SUPPORT OF GENERAL ACTIVITIES FROM THE GENERAL FUND

Amount requested	\$2,733,241
Estimated to be expended in 1955-56 Fiscal Year	2,660,994
Increase (2.7 percent)	\$72,247

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages	\$79,668	\$64,794	\$14,874	258 9
Operating expense	2,608	—18,668	21,276	258 10
Equipment	—7,124	—25,774	18,650	258 11
Increased reimbursements	—2,905	—2,905	—	258 27
Total increase	\$72,247	\$17,447	\$54,800	258 30

RECOMMENDATIONS

Amount budgeted	\$2,733,241
Legislative Auditor's recommendation	2,728,009
Reduction	\$5,232

ANALYSIS

The budget request of the State Department of Education is \$2,733,241. This is \$72,247, or 2.7 percent, greater than the estimated expenditure in the 1955-56 Fiscal Year.

The Department of Education consists of five divisions. These divisions and their 1956-57 budget requests and budget increases are as follows:

Division	Request	Increase
1. Departmental Administration	\$509,148	—\$375
2. School Administration	762,584	—13,009
3. Instruction	698,785	—16,707
4. State Colleges and Teacher Education	538,231	+52,591
5. Special Schools and Services	257,893	+57,347
Subtotal	\$2,766,641	\$79,847
Income	—33,400	—7,600
Total	\$2,733,241	\$72,247

From the above table it can be readily seen that the increases occur in the Division of State Colleges and the Division of Special Schools.