

For Construction, Improvements, Repairs and Equipment from the Fair and Exposition Fund—Special Fund

Item 50 of the Budget Bill and pages 67 and 68 of the Budget. The amount requested is \$39,733 from the Fair and Exposition Fund. This is a decrease of \$16,298 from actual and estimated expenditures of \$56,031 in 1947-48.

The items requested are part of the program, approved by the Legislature, to expand the poultry plant. Major items are \$31,033 for poultry houses, \$4,000 for growing batteries and \$1,500 for a garage.

Recommendation

We recommend approval of Item 50 as requested.

SOIL CONSERVATION COMMISSION

For Support of the Soil Conservation Commission from the General Fund

Item 51 of the Budget Bill and page 68 of the Budget. The amount requested is \$14,237 for support from the General Fund. This is an increase of \$3,390 or 31.7 percent over actual and estimated expenditures of \$10,710 for the Fiscal Year 1947-48.

The commission approves Soil Conservation Districts before financial assistance can be obtained from federal agencies. At the present time, there are 50 districts in California, and from 8 to 10 new ones are requested each year. The commission is composed of five nonsalaried members and has two full-time staff employees. Services to the commission are performed by the staff of the University of California under contract.

Recommendation

We recommend that Item 51 be approved in the amount of \$14,237 as requested. The increase shown is principally due to the fact that operating expenses were unusually low last year as a result of overstocking supplies in 1946-47, and because the cost of printing the biennial report is reflected entirely in the 1948-49 Fiscal Year.

DEPARTMENT OF CORRECTIONS—DEPARTMENTAL ADMINISTRATION

For the Support of Departmental Administration, Department of Corrections, from the General Fund

Item 52 of the Budget Bill and pages 69 and 70 of the Budget. The amount requested is \$195,571 for the support of Departmental Administration, Department of Corrections. This is an increase of \$26,380, or 15.5 percent over actual and estimated expenditures of \$169,191 in 1947-48.

Major items of increase are salaries and wages which increased \$37,343, or 29.9 percent, due to an increase of nine additional positions, and operating expenses which increased \$3,004, or 10.7 percent.

Equipment requests show a decrease of \$17,192.

Reimbursements from Youth Authority for mechanical and engineering services are estimated to decrease from \$7,895 in 1947-48 to

\$4,670 in 1948-49, a decrease of \$2,225, or 28.2 percent. No engineering services will be rendered to the Youth Authority by departmental administration which, in effect, increases the time available of the associate mechanical engineer to full time rather than half time as under the former arrangement.

Recommendation

We recommend that Item 52 be approved in the amount of \$191,851, a decrease of \$3,080, or 1.6 percent.

We recommend that one position of intermediate file clerk, one position of intermediate typist-clerk, and one position of bookkeeper grade 1 not be allowed, and that the salary of the bookkeeper, the intermediate file clerk, and half the salary of the intermediate typist-clerk be transferred to temporary help and the other half of the salary of the intermediate typist-clerk not be allowed, a reduction of \$1,080. The item for temporary help will be increased from \$1,000, as requested, to \$4,880. Accounting services rendered by departmental administration should be abated by the crime commissions to the departmental administration, at least to the extent of three-fourths of the salary of the bookkeeper grade 1, or \$2,000.

The justification for these new positions was based wholly, or in part on an increased workload caused by the creation of the five commissions on crime established by the Governor under authority of Chapter 1181, Statutes of 1947.

Salaries and Wages

Nine new positions costing \$25,630 in salaries and wages have been requested by the departmental administration. One administrative assistant grade 1 and one senior stenographer-clerk are requested for the executive office to assist the deputy director in routine work, allowing him to spend more time in the field. The position of intermediate stenographer-clerk now established will be used in a pool arrangement.

One semi-senior accountant is requested to furnish technical advice and direction to the institutions on fiscal matters. The annual Budget has increased the workload of the existing position of semi-senior accountant so that he is spending full time on budget matters and can render no assistance to the various institutions on fiscal matters. This is another position which it is claimed has become necessary due to the adoption of an annual budget.

A new position of bookkeeper grade 1 is justified by the department on the basis of an increased volume of work caused by the Crime Commissions established under Chapter 1181, Statutes of 1947, and the transfer of the books of account of the Board of Trustees, California Institution for Women, to the Sacramento office.

The crime commissions established by the Governor are to expire by July 1, 1949, and the books of the Board of Trustees, California Institution for Women, are not a sufficient workload for one individual. We therefore recommend the salary of this position be allowed in temporary help and that the crime commissions abate departmental administration in the amount of the services rendered to them.

The general office requests the addition of two intermediate file clerks and one intermediate typist clerk. One of the positions of intermediate file clerk is justified by the department on the basis that the crime commissions have greatly increased the work of filing. We recommend that this position not be allowed as a permanent position but that temporary help sufficient to carry the position be allowed, as the crime commissions are due to expire July 1, 1949.

The other additional intermediate file clerk is to be used in the Bureau of Research and Statistics and the increase in inmate population throughout the institutions, and the increased number of inmates files is given as justification for this position. The intermediate typist-clerk is requested to be used in the accounting and general offices and is partly justified by the department because of an increased workload caused by the Governor's Crime Commissions. We recommend that this position not be allowed because of the temporary nature of the workload caused by the crime commissions and the fact that the intermediate stenographer-clerk from the executive office is to be available for pool work. We recommend that an amount of approximately one-half the salary of this position be transferred to temporary help and that the intermediate stenographer-clerk from the executive office make up the balance of any workload available. This is a reduction of \$1,080.

Other employees of the departmental administration will be assigned full time to the crime commissions and the cost will be shown as an expense of the departmental administration, rather than the crime commissions. A record should be kept of the costs of positions in departmental administration which are chargeable directly to the Commission on Crime so that an accurate picture of the true costs of the crime commissions can be obtained and the expense not charged to departmental administration.

One parole officer grade 2 is requested for the classification section to assist the Supervisor of Classification and Parole in checking placement and transfer of inmates in various institutions. The workload of such transfers justifies establishing this position.

The Department of Corrections is requesting a full-time food administrator in place of the arrangement with the Youth Authority by which the time of one food administrator was divided between the two agencies.

We recommend that the joint operation of the food program conducted by the Youth Authority and the Department of Corrections be continued. We recommend that an additional Food Administrator be provided in the budget of the Youth Authority to be an assistant to the present Food Administrator in the Department of Corrections. The State should be divided with one of the food administrators in charge of all institutions, both Corrections and Youth Authority, in Northern California and the work in the headquarters in Sacramento. The other would have similar responsibilities for the institutions in Southern California. This arrangement should produce material savings in travel and automobile expenses and more time on the job.

The cost of the services of the associate mechanical engineer to the Department of Corrections will be increased in 1948-49 over 1947-48. In 1947-48 the Department of Corrections received \$3,360 from the Youth Authority as reimbursement for engineering services by the Department of Corrections. The Youth Authority is requesting a full-time

position in the 1948-49 Budget and the Department of Corrections will not receive any reimbursements from the Youth Authority.

In the matter of mechanical engineering services, we recommend an arrangement similar to the one recommended for food administration. The operation should continue to be joint but two full-time persons, one in the Department of Corrections and one in the Youth Authority, should be available. One should have the responsibility for all institutions of both agencies in Northern California. The other should have like responsibilities in Southern California. Such an arrangement should work to the benefit of both agencies and produce material savings in travel and automobile expenses, and more time on the job of both engineers.

Two full-time employees are justified in these agencies on the basis of a large deferred maintenance and construction program.

Operating Expenses

Operating expenses are scheduled to increase from \$28,096 in 1947-48, an increase of \$3,004, or 10.7 percent. The Department of Corrections has established a teletype connection with all institutions of the department. This system did not receive legislative consideration or approval and no provision was made in the 1947-48 Budget for this activity. The Department of Corrections claims that there will be no additional cost for the teletype above the provisions for telephone and telegraph. The Department of Justice now operates the teletype system and if the offices of the Department of Justice are moved, the Department of Corrections will request an additional position to operate the teletype.

We recommend that the expert in communications who is employed by the Department of Finance, with the express approval of the Legislature, review the operation of the teletype system in the Department of Corrections and make recommendations concerning its future status, whether the benefits derived are sufficient to continue its operation or whether the program should be abandoned, and that all money available to be spent for teletype services be closely controlled until the recommendation has been made by the communications expert, and any possible savings be reverted.

No provision is made in this budget for increased costs due to the teletype system. The telephone and telegraph expenses are included in the Budget and have been increased only by the amount of increased cost of service.

The large increase in printing of \$1,100 is due to the printing of the Biennial Report of the Department of Corrections during 1948-49.

Equipment

Equipment requests are scheduled to decrease from \$24,095 in 1947-48 to \$6,903 in 1948-49, a reduction of \$17,192.

In 1947-48 the Department of Corrections purchased a bus at a cost of \$15,000 to be used for the transportation of prisoners to and between state institutions. This is an expenditure which does not recur in the 1948-49 Budget and accounts for the major portion of the decrease in requested equipment.

**For Other Current Expenses, Departmental Administration, Department of
Corrections, from the General Fund**

Item 53 of the Budget Bill and page 71 of the Budget. The amount requested is \$10,000 from the General Fund for the transportation of prisoners to and between state prisons. This is an increase of \$6,600 or 4.5 percent over actual and estimated expenditures of \$132,900 in 1947-48.

Recommendation

We recommend that Item 53 be approved in the amount of \$10,000 as requested.

Item 54 of the Budget Bill and page 71 of the Budget. The amount requested is \$139,500 from the General Fund, for court costs and county charges in connection with trials of inmates charged with the commission of crimes while incarcerated in institutions or prisons under the control of the Department of Corrections.

This is the same as the actual and estimated expenditures for 1947-48.

Recommendation

We recommend that Item 54 be approved in the amount of \$139,500 as requested.

Item 55 of the Budget Bill and page 71 of the Budget. The amount requested is \$100,000 from the General Fund for returning fugitives from justice from outside the State. This is the same amount as is estimated to be spent during the 1947-48 Fiscal year.

Recommendation

We recommend that Item 55 be approved in the amount of \$100,000 as requested.

DEPARTMENT OF CORRECTIONS—BOARD OF CORRECTIONS

**For Support of the Board of Corrections, Department of Corrections, from the
General Fund**

Item 56 of the Budget Bill, page 72 of the Budget. The amount requested is \$170,536 for support from the General Fund. This is an increase of \$72,688, or 74.3 percent over expenditures of \$97,848 in 1947-48.

The large increase is caused by the activation of the five commissions on crime appointed by the Governor in November, 1947, under authority of Chapter 1181, Statutes of 1947. All but \$800 of the total expenses of the Board of Corrections are for the support of the various commissions on crime. The \$800 is for travel expenses of the Board of Prison Directors to Board of Corrections conferences. The expenses for the Commissions on Crime show an increase of \$71,888, or 73.5 percent over actual and estimated expenditures of \$97,848 in 1947-48.

Chapter 1181, Statutes of 1947, allows the Governor to appoint one or more special commissions to assist the Board of Corrections in the study of crime. The Governor, by executive order, created five commissions for the study of various aspects of crime on November 1, 1947. The commissions created were: Commission of Juvenile Justice; Commission on Adult Corrections and Release Procedures; Commission of the Official and Economical Causes of Crime and Delinquency; Commission on Progressive Crime, and the Commission on Criminal Law and Procedures. Members appointed to the various commissions receive no compensation but are reimbursed for actual and necessary expenses.

The Legislature appropriated \$55,000 by Item 44.5 of the Budget Act of 1947 (Chapter 486) for the support of the commissions in 1947-48, while the actual and estimated expenditures of the crime commissions for the Fiscal Year 1947-48 total \$97,848. *The deficiency of \$42,848 will have to be paid from the Emergency Fund or by a special deficiency appropriation.*

This is another example of an appropriation for a definite amount being approved by the Legislature and considered to be a fixed amount which was exceeded under the theory that a deficiency would be provided. The deficiency in this case almost equals the amount of the appropriation. *It is our recommendation that as we now have an annual budget that such procedures be prohibited. If the crime commissions could not live within the appropriation provided by the Legislature then in our opinion the various commissions should not have been created nor appointments made, until the matter had been taken up with the Legislature.* A delay from November 1947, to March, 1948, when the Legislature again is in session, would not have had a materially adverse effect on their function.

In this instance the limitation on the program was set by the Legislature at \$55,000 for the 1947-48 Fiscal Year and that amount is to be exceeded by \$42,848.

The original budget request of the Crime Commissions for 1948-49 included provisions for 14 additional positions. Later it was decided that these positions should be created on or about May 1, 1948, and they thus appear in the Budget as established positions. *The Legislature has had no opportunity to approve the program nor pass on the actual expenditures of the Crime Commissions.* The appropriation made by the Legislature was for a lump sum as the Governor's program had not crystalized at the time of the last session of the Legislature. No approval was given to the program nor to the number of positions to be created during 1947-48 and the Legislature is now faced with an established budget of \$169,736, only \$55,000 of which they approved.

The Legislature should be given a clear and definite statement as to the goals to be obtained and the methods used by the various commissions on crime. *The Legislature should determine whether or not the program as set forth will produce better results than a committee of the Legislature established to study the same question, particularly since they are asking for \$50,000 in a special item to purchase evidence when the Legislature could secure the same evidence with greater facility by offering legislative immunity.*

Each of the commissions on crime and the Board of Corrections under the Governor's plan, is to have one exempt position or a total of six exempt positions. The clerical staff is to be placed on civil service pay scales. However, the majority of the research and technical employees

are paid higher salaries than is possible under existing civil service ranges. *Most technical positions listed in the Crime Commission Budget are higher than comparable civil service classes, and the pay ranges should be adjusted to conform to the existing classes, either exempt or civil service.*

For example, the position of research attorney is scheduled as an exempt position at a salary of \$613 to \$745 per month. The Supreme Court pays its highest position of research attorney a salary of from \$550 to \$675. We recommend that the position of research attorney be paid a salary of \$550 per month based on the salaries paid in the Supreme Court. This is a reduction of \$818.

The six investigators are scheduled at salaries of \$613 to \$745 per month, while the highest paid class of investigators in civil service, Chief Special Agent, Department of Justice, receives \$530 to \$640 per month. The specialized investigators of the Legislative Budget Committee have a salary range of \$376 to \$468. We can demonstrate by actual count of the cases ending in successful prosecution that their work has been effective.

We recommend that the salary range for the three positions of investigator be set at the same range as Chief Special Agent, Department of Justice, \$530 to \$640 a month. Three of the exempt positions will be taken from this category. The cost for these positions would be \$19,080. The other three investigators will probably be conducting routine investigations and should be placed in a salary range of no more than \$341 to \$415, the same salary allowed an Investigator, Division of Criminal Identification and Investigation, or Special Agent, Department of Justice. *Costs for the three positions would be \$12,276, making a combined cost of the six positions of \$31,356, compared with \$44,880 in the budget request. This is a reduction of \$13,524.*

Operating expenses show an increase from an estimated \$33,143 in 1947-48 to \$54,850 in 1948-49, an increase of \$21,707 or 64.5 percent. This is based on a full year of operation in 1948-49 compared with part of a year in 1947-48.

There are no requests for equipment in the 1948-49 Fiscal Year as all equipment is to be purchased in 1947-48.

Board Conferences

The Budget provides for \$800 for Board of Corrections conferences. Previously the expenses of the conferences were carried in the departmental administration budget. Expenditures for 1947-48 are estimated to be \$1,500. The budget of the Board of Trustees, Institution for Women, provides for \$1,020 for Board of Corrections conferences. Of this amount, \$300 is for per diem allowances and \$720 for travel allowances. The total provided for board conferences in 1948-49 is thus \$1,820 compared to \$1,500 in 1947-48, an increase of \$320 or 21.3 percent.

Recommendation

We recommend that the Legislature have a full and complete report on the crime commissions and that it consider whether the results obtained by such an administrative commission can secure the results which would justify the expenditure of this amount of money and whether an administrative commission can secure the evidence to the same extent as a

legislative committee, which can offer legislative immunity to those persons testifying before it.

This is the type of program that gets out of hand in spending, and we recommend full budgetary control be exercised over their expenditures. The Department of Finance has subjected the Budget to no more than a cursory examination and scarcely has changed a figure of the original budget request.

We recommend that the salaries of the employees be established within ranges set for similar existing positions with sufficient allowances made for positions exempt from civil service.

We further recommend that a record be kept of the entire cost of the crime commissions, including the cost of services rendered by employees of other agencies, and that the bookkeeping services for the commissions be rendered by the departmental administration under an abatement system.

We recommend that the budget of the crime commissions be reduced in an amount of \$14,342 in salaries and wages due to a suggested change in the salary ranges of the positions of Investigator and Research Attorney.

We recommend that Item 56 be approved in the amount of \$156,194, a reduction of \$14,342 or 8.4 percent.

For Other Current Expenses from the General Fund

Item 57 of the Budget Bill and page 72 of the Budget. *The amount requested is \$50,000 from the General Fund for the purchase of confidential information and wages of confidential employees of the Board of Corrections.*

This money is to be available to the Commission on Organized Crime to be used to pay for evidence falling within the scope of the study conducted by that commission.

The Legislature should determine whether such an expenditure will produce the desired results. A Legislative Committee could secure the same information with greater facility by offering legislative immunity.

Recommendation

We recommend that if the Legislature approves this item, that all expenditures therefrom be audited monthly by the Department of Finance and the reasonableness thereof be determined and a full report thereof be submitted to the next session of the Legislature.

DEPARTMENT OF CORRECTIONS—MEDICAL FACILITY

For Support of the Medical Facility, Department of Corrections, from the General Fund

Item 58 of the Budget Bill and page 74 of the Budget. The amount requested is \$9,781 for support from the General Fund. The Medical Facility is a proposed institution appearing as a separate budget item for the first time. This institution will serve as a guidance center for all commitments in Northern California and as a permanent institution for housing mentally and physically handicapped inmates. It is to be located near Vacaville in Solano County.

In the 1947-48 Budget, a group of 18 positions was allowed at San Quentin that are to be transferred to the Medical Facility when it is placed in operation. Two additional positions are requested to be established on January 1, 1949. One position is that of Medical Superintendent who will consult with the Division of Architecture and assist in the planning and arrangement of the institution. The other position is that of Correctional Officer to act as watchman over State property at the site of the institution.

We recommend that the position of correctional officer not be allowed, but that a temporary position of watchman be established instead. This is a reduction of \$366 based on the difference in salaries between the two positions.

Operating expenses are scheduled at \$3,610 including an item of \$1,200, or \$200 per month, for travel of the superintendent and an item of \$1,860, or \$310 per month, as an allowance for outside maintenance for the superintendent. The position of medical superintendent is allowed maintenance for self and family (MSF) as part of his salary. Where there are no facilities available a cash equivalent is allowed in place of the MSF. The cash equivalent of maintenance for self and family is calculated at \$210 per month.

There is a large residence on the property which would be suitable for the residence of the superintendent. The allowance for MSF should be reduced by the rental value of the residence which we estimate at \$70 a month if he is to occupy this home. This is a reduction of \$420.

In addition to the cash equivalent for MSF, \$100 a month is allowed for the employment of a cook. Superintendents of state institutions are allowed a position of institution superintendent's cook to assist with official entertaining.

This is not a going institution and the official duties of the superintendent will be at a minimum and do not warrant the allowance for a cook as requested in the Budget. We recommend that the allowance for the cook be eliminated. This is a reduction of \$600.

Recommendation

We recommend that Item 58 be approved in the amount of \$8,395, a reduction of \$1,386. This reduction is composed of a reduction in the classification of the watchman, \$366, and a reduction in the allowance for outside maintenance of \$1,020.

DEPARTMENT OF CORRECTIONS—INSTITUTION FOR MEN, CHINO

For Support of Institution for Men, Chino, from the General Fund

Item 59 of the Budget Bill and pages 75 to 79 of the Budget. The amount requested is \$1,348,566 from the General Fund for support. This is an increase of \$236,398 or 21.2 percent over actual and estimated expenditures of \$1,112,168.

This increase is composed of increases in salaries and wages of \$128,761; operating expenses, \$79,565 and equipment \$34,622.

The major factors on which this budget is based are as follows:

1. The average inmate population at the institution will increase from 853 in 1947-48 to 925 in 1948-49, an increase of 72, or 8.4 percent.

2. The average inmate population in the forestry camps remains at 100 in 1948-49, the same figure as in 1947-48.

3. *The per capita cost per inmate in the institution proper is scheduled to increase from \$1,275 in 1947-48 to \$1,411 in 1948-49, an increase of \$136, or 10.7 percent.* With the increase in population the costs per inmate should be reduced rather than continue to increase.

4. Cost per inmate in the forestry camps is scheduled at \$887, an increase of \$6, or .7 percent over cost of \$881 in 1947-48.

5. Reimbursements from inmate work projects will decrease from \$118,625 in 1947-48 to \$114,975 in 1948-49, a decrease of \$3,650 or 3 percent. The opposite trend should be expected with increased population.

6. The guard-inmate ratio when calculated, using all custodial positions, is scheduled to decrease from 1 to 6 in 1947-48 to 1 to 6.4 in 1948-49. When figuring the guard-inmate ratio and taking into account only correctional officer positions, the ratio is 1 guard to 7.1 inmates in 1947-48 and will be 1 to 7.6 inmates in 1948-49.

7. A policy of replacing inmate help with free help in offices where confidential records are kept is contemplated.

Salaries and Wages

Salaries and wages are scheduled to increase from \$684,620 in 1947-48 to \$813,381 in 1948-49, an increase of \$128,761 or 18.8 percent. This increase is due to general salary increases, new positions required because of the 40-hour week and a request for 18.7 man-years of new positions. The new positions are:

Administration		
1	Bookkeeping machine operator	\$2,280
1	Storekeeper, grade 1	2,640
1	Assistant institution automobile mechanic	2,280
Support and Subsistence		
1	Butcher	2,772
1	Instructor in shoemaking	3,216
1	Laundryman	2,280
Care and Welfare		
2	Correctional officers	5,544
0.7	Overtime (escapes)	2,000
1	Physician and surgeon	4,512
2	Parole officers, grade 1	6,432
5	Intermediate typist-clerks	10,800
1	Junior clerk	1,920
Maintenance		
1	Chief engineer, grade 1	3,216
18.7	Totals	\$49,892

Operating Expenses

Operating expenses are scheduled to increase from \$516,055 to \$595,620, an increase of \$79,565 or 16.4 percent. Operating expenses reflect increased costs of service and also an increased inmate population.

Equipment

Equipment requests total \$73,685. Large items of increase are: an additional fire truck at a cost of \$10,927 to provide sufficient coverage for all of temporary buildings at the institution; replacement of automotive equipment, administration in the amount of \$16,660. The fire truck

should be built at the institution as was done previously. This would produce material and provide excellent training in the classes in auto mechanics and welding.

Recommendation

We recommend that Item 59 be approved in the amount of \$1,335,-375, a reduction of \$13,191 or .9 percent. This reduction is composed of salaries and wages, \$11,616, equipment \$1,575.

1. 1 chief engineer, grade I _____ \$3,216

The justification of this position made by the Department is to have coverage in the powerhouse 16 hours a day and for emergencies. There are now two stationary enginemen and a third required by a 40-hour week who also cover the powerhouse as far as maintenance and control of inmates is concerned.

A staff of trades foremen are available in cases of emergency.

2. 3 intermediate typist clerks _____ \$6,480

We question the necessity of replacing all inmate help with free personnel in the classification and parole office. Particularly is this true in the case of Chino which is a minimum security institution for those prisoners who do not have long criminal records nor tendencies. It should be possible that the large amount of classification work done in the Department of Corrections to find among an average population of 925 at least four or five persons who could be trusted to handle records of other prisoners and it should be possible with correct supervision to prevent tampering or changing of records by the inmates.

We recommend that three of the proposed five positions of intermediate typist clerk not be allowed, a saving of \$4,320.

3. 1 junior clerk _____ \$1,920

We recommend that the position of junior clerk not be allowed, a saving of \$1,920. With the allowance of two positions of intermediate typist clerk, there will be six free people in the office of classification and parole, which in view of the character of population and the rehabilitation work being done should prove sufficient.

4. Additional equipment _____ \$1,575

We recommend that the request for additional automobile not be allowed, a reduction of \$1,575. There is no increase in personnel who should be traveling and there should be enough pool vehicles among the 36 available to provide for necessary custodial activities.

5. The assistant institution automobile mechanic should work with the classes in auto mechanics and assist in the construction of the new fire truck and other auto repairs.

Per Inmate Costs

The costs per inmate at Chino is excessive and every effort should be made to reduce it. One factor in raising the cost is the high ratio of guards to inmates. A thorough study of the situation should be made in an effort to raise the ratio to a ratio more nearly comparable to the other adult male facilities. Where Chino has a ratio of 1 guard to every 7.6

inmates under this Budget, Soledad has a ratio of 1 to 8.9. We recommend the additional correctional officers requested, be allowed, subject to a review.

For Construction, Improvements, Repairs and Equipment from the General Fund

Item 60 of the Budget Bill and pages 79 and 80 of the Budget. The amount requested is \$1,625,110 from the General Fund.

The agriculture items in the amount of \$44,000 have been approved by the Joint Legislative Interim Committee on Agricultural and Livestock Problems, and include:

Construct additional poultry houses	\$8,000
Construct implement shed	15,000
Construct two hay barns to replace one burned	10,000
Install evaporators on well and feed mill motors	3,000
Extend irrigation system and drill two wells and install pumps	8,000
Total	\$44,000

The item for the construction of a Diagnostic Clinic and Reception Center \$1,450,000 was included in the 1947 Budget Act, Item 50 but the money will not be spent during 1947-48 and is in effect a reappropriation of that item.

Miscellaneous items in the amount of \$134,110 include:

Construct corporation yard	\$10,000
Construct warehouse for general stores	15,000
Replace firehouse	25,000
Construct and equip four prefabricated buildings for correctional institutions	59,000
Construct storm drains	5,000
Pave roads to new buildings	11,000
Install fluorescent lights in Administration Building	4,000
Purchase metal spray paint booth	2,110
Total	\$134,110

Recommendation

We recommend Item 60 be approved in the amount of \$1,625,110 as requested.

We further recommend that all such appropriations for construction be subject to control by the Public Works Board as provided in Section 4.6 of the Budget Act of 1947, which reads as follows:

“Wherever herein an appropriation is made for construction, improvements, repairs and equipment, any construction or improvement project exceeding five thousand dollars (\$5,000) in cost shall be subject to the provisions of Sections 3, 12 and 13 of Chapter 145, Statutes of 1946 (First Extraordinary Session.)”

These sections of the 1946 Statutes read as follows:

“Sec. 3. The board shall determine when and if any construction, improvements and equipment provided for by this act shall be undertaken and shall give due consideration to: (1) the immediate needs of state agencies for construction and improvements; (2) obtaining construction, improvements and equipment at the most reasonable price consistent with such needs; (3) the needs of construction, improvements and equipment at state agencies in relation to the needs for private construction, improvements and equipment; (4) providing of public works to relieve unemployment.

“In enacting this act the Legislature does not approve or disapprove any of the projects or buildings mentioned in the ‘over-all priority lists’ or supplemental ‘balance of program’ lists set forth in the statement of capital expenditures required by state agencies submitted by Director of Finance to the First

Extraordinary Session Fifty-sixth Legislative Session, January 1946, as printed in the Senate Journal for January 7, 1946, beginning at page 26 and in the Assembly Journal for January 7, 1946, beginning at page 35; but the Legislative commits such approvals and the establishment of priorities to the State Public Works Board. The Legislature realizes that said Statement of Capital Expenditures Required by State Agencies includes proposals for the expenditure of many, many millions of dollars for projects not designated or calculated to relieve, ameliorate or rectify the intolerably overcrowded and distressed living conditions at our hospitals and other institutions for the care of the mentally ill and other wards of the State, and therefore, requests and directs the State Public Works Board, in the exercise of its powers and the discharge of its responsibilities under this act, to give prime consideration to the needs of these institutions, and, in making its approvals and in establishing priorities, to do everything within its power to assure prompt rectification of such conditions and to allow or suffer the undertaking of no other project at a time or in a manner or under conditions that will or may impair or retard the expeditious and complete attainment of these objectives for the wards of the State."

"Sec. 12. Within 10 days after the opening of the Fifty-seventh Regular Session of the Legislature, and at each succeeding regular session, until said building program shall have been completed, the State Public Works Board shall report to the Legislature the progress being made in carrying out the building program herein provided for, the amount of money allocated and obligated by contract, work order or purchase order, the balance remaining unencumbered in such allotment and in each work order, the balance available for each state agency and for miscellaneous repairs, improvements and equipment as listed in Section 6 of this act, the anticipated needs for expenditure during the next biennium. The said board shall at the beginning of each regular session of the Legislature, advise the Legislature as to such additional amount, if any, which should be appropriated by the Legislature from the State Treasury to meet the costs of carrying out such program during the next biennium."

"Sec. 13. Ninety days prior to the opening of the Fifty-seventh Regular Session of the Legislature and 90 days prior to the convening of each succeeding session until said building program shall have been completed, the State Public Works Board shall report to the Governor the progress being made in carrying out the building program herein provided for, the amount of money allocated and obligated by contract or purchase order, the balance remaining unencumbered in such allotment and in each work order, the balance available for each state agency and for miscellaneous repairs, improvements and equipment as listed in Section 6 of this act, the anticipated needs for expenditure during the next biennium. The Governor shall include this information in his biennial budget and shall recommend to the Legislature such additional amounts, if any, which should be appropriated by the Legislature to meet the costs of carrying out such building program as he recommends during the next biennium."

We further recommend that inmate help be used to its fullest extent wherever feasible, thereby effecting savings in the costs of the building program. The fullest use of inmate help has not been achieved in this institution.

DEPARTMENT OF CORRECTIONS—STATE PRISON AT FOLSOM

For Support of the State Prison at Folsom from the General Fund

Item 61 of the Budget Bill and pages 81 to 85 of the Budget. The amount requested is \$2,094,891, an increase of \$195,399, or 10.3 percent over actual and estimated expenditures of \$1,899,492. This increase is composed of *increases in salaries and wages of \$180,967, or 19.0 percent over 1947-48*; operating expenses increased, \$25,220, or 2.7 percent over 1947-48; equipment, \$8,777. Reimbursements to the institution are scheduled to increase from \$47,435 to \$67,000, an increase of \$19,565 or 41.2 percent.

The major factors on which this budget is based are as follows:

1. The average inmate population is to increase from 2,387 in 1947-48 to 2,400 in 1948-49, an increase of 13, or .5 percent. *This is the capacity at which the Department of Corrections desires to maintain this institution.* We point out that if 3,000 can be accommodated unit costs will be lowered.
2. The per capita cost for inmates is scheduled to increase from \$796 in 1947-48 to \$873 in 1948-49, an increase of \$77, or 9.7 percent.
3. The guard-inmate ratio, using all custodial positions, is 1 to 11.7 in 1947-48 and, with the additional positions requested in 1948-49 will be 1 to 10.4. The guard-inmate ratio, using only correctional officers, is 1 to 12.9 in 1947-48 and is scheduled to decrease to 1 to 11.2 in 1948-49.
4. The Department of Corrections has recommended a policy that all inmates working with confidential records should be replaced by free help.

Salaries and wages are scheduled to increase from \$951,705 in 1947-48 to \$1,132,672 in 1948-49, an increase of \$180,967 or 19.0 percent due to general salary increases, the adoption of the 40-hour work week, and a request for 30.5 man years of new positions.

The new positions are listed below. The majority are to replace inmate help with free help in places where the administration considers they are handling confidential records and in control positions such as at the power plant.

	<i>Position</i>	<i>Proposed 1948-49</i>
1	Senior typist-clerk -----	\$2,520
1	Laundryman -----	2,280
1	Senior typist-clerk -----	2,520
1	Correctional lieutenant -----	3,540
5	Correctional officer -----	13,860
2	Senior clerk (mail censor)-----	5,040
1	Senior typist-clerk (mail censor)-----	2,520
1	Senior file clerk (mail censor)-----	2,520
1	Senior stenographer-clerk -----	2,640
0.5	Pharmacist (increase from one-half to full time) -----	1,742
6	Senior typist-clerk -----	15,120
2	Senior typist-clerk -----	5,040
1	Supervising clerk, grade 1 -----	3,060
1	Locksmith -----	3,060
1	Institution electrician -----	3,060
5	Stationary fireman -----	12,600

Operating expenses are scheduled to increase from \$915,400 in 1947-48 to \$940,620 in 1948-49, an increase of \$25,220 or 2.75 percent due to general price increases.

Equipment requests total \$88,599 compared to \$79,822 in 1947-48. The major items of equipment are replacement of automotive equipment \$20,460 and additional and replacement farm equipment \$10,611.

Recommendations

We recommend that Item 61 be approved in the amount of \$2,052,-771, a reduction of \$42,120, or 2.0 percent. This reduction includes:

Salaries and Wages

5 Correctional officers \$13,860

The justification given by the institution for the addition of this personnel was for an additional post in the segregation area, and without the additional positions, the ratio of guards to inmates would be 1 to 12, not an excessive ratio. There is a reduction of some \$16,000 in salary savings from 1947-48, indicating that five positions more will be available in 1948-49 than in 1947-48, thus taking care of the requirement for the five correctional officers requested. We therefore recommend that these positions not be allowed.

1 Senior clerk \$2,520

Two senior clerks, one senior typist-clerk, and one senior file clerk were requested to replace six inmates in the mail office. In cases of replacement of inmate help with free help, one free man should replace two inmates who are working in the same office doing routine tasks. We therefore recommend that three free positions be allowed in place of the six inmates now working there. This will be a reduction of one senior clerk, or \$2,520.

4 Senior typist-clerk \$10,080

Eight senior typist-clerks were requested to replace eight inmates. Again we recommend that the replacement of inmate help with free help be done on the basis of one free man to replace two inmates. Therefore, we recommend that four positions of senior typist-clerk not be allowed.

1 Institutional electrician \$3,060

At the present time, there are four institutional electricians and one electrician foreman at the institution. These free positions should be able to give adequate supervision to the inmates in the hydro-electric plant. This position was not given top priority by the Department of Corrections.

5 Stationary fireman \$12,600

These positions are requested to replace six inmates in firing the main boilers, and the boilers for the cannery. These positions were not given top priority by the Department of Finance, and we recommend that the present arrangement be continued, a saving of \$12,600.

For Construction, Improvement, Repairs from the General Fund

Item 62 of the Budget Bill and page 86 of the Budget. The amount requested is \$103,350 for construction, improvement, repair and equipment from the General Fund.

The items dealing with the agricultural operations in the amount of \$43,000 have been recommended by the Joint Interim Committee on Agriculture and Livestock Problems of the Legislature. These items include:

Fencing of irrigated pasture \$4,000

Renovate and additions to hog ranch 20,000

Construct new dairy barn and corral 15,000

Additional laying houses 4,000

\$43,000

The miscellaneous items totaling \$60,350 are:

Remodel water system and fire plugs	\$11,500
Install utilities tunnel to new kitchen	10,000
Build road to industrial area from inside the wall	15,000
Replace laundry equipment	23,850
	<hr/>
	\$60,350

Recommendations

We recommend that Item 62 be approved in the amount of \$103,350 as requested.

We further recommend that wherever feasible inmate labor be utilized to its fullest extent, thereby effecting economies in the building program.

We further recommend that all construction projects included in this item be subject to the control of the Public Works Board as provided in Section 4.6 of the Budget Act of 1946.

DEPARTMENT OF CORRECTIONS—STATE PRISON AT SAN QUENTIN

For Support of the State Prison at San Quentin from the General Fund

Item 63 of the Budget Bill and pages 88 to 94 of the Budget. The amount requested is \$3,748,827. This is an increase of \$670,633 or 21.8 percent over actual and estimated expenditures of \$3,078,194 in 1947-48, one of the largest percentage increases in the Budget. Inmates will increase only 11.8 percent.

Salaries and wages are scheduled to increase by \$439,845, from \$1,434,084 in 1947-48 to \$1,873,929 in 1948-49, an increase of 30.7 percent. This increase is due to general salary increases, the request for 93 new positions, and the addition of certain positions due to the 40-hour week.

Operating expenses are scheduled to increase from \$1,777,515 in 1947-48 to \$1,978,925 in 1948-49, an increase of \$201,410 or 11.3 percent.

Requests for equipment total \$127,573, an increase of \$31,948 over 1947-48.

Inmate pay for work projects remains the same as in 1947-48, \$38,700. Reimbursements from all sources total \$110,100, an increase of \$2,570 over 1947-48.

The Budget request for the State Prison at San Quentin is based on the following estimates:

1. The average inmate population at the prison is scheduled to increase from 4,339 in 1947-48 to 4,853 in 1948-49, an increase of 514, or 11.8 percent. Of the total average population in 1948-49, 600 will be in the diagnostic clinic.

2. The average population in the forestry camps is estimated at 100 in 1948-49, compared to 107 in 1947-48, a decrease of 7, or 6.5 percent. The cost per inmate in the institution proper, excluding the operating cost of the diagnostic clinic, will be \$749 in 1948-49, compared to \$695 in 1947-48. This is an increase of \$54, or 7.8 percent. It should be noted that the per capita cost at San Quentin is the lowest of any of the state adult correctional facilities. It is also the largest prison.

3. The guard-inmate ratio including all custodial positions is scheduled to be 13.4 inmates per guard in 1948-49. The 1948-49 figure includes

the requested increase in personnel in Care and Welfare. *This is the highest ratio of inmates to guards of any of the correctional institutions.*

Recommendations

We recommend that Item 63 be approved in the amount of \$3,718,601, a decrease of \$30,226, or .8 percent. The recommended reductions are as follows:

Salaries and Wages

1 Intermediate stenographer-clerk ----- \$2,280

This position is requested in the office of the administrative assistant. At the present time there are seven clerical positions in the Executive Office of a total of ten positions in this office. *We recommend that the position of intermediate stenographer-clerk not be allowed, a reduction of \$2,280.*

4 Correctional officers ----- \$11,088

We recommend that these five positions not be allowed because of the fact that the estimated salary savings in the Care and Welfare section decrease by \$13,200, allowing that much more additional help over 1947-48. This is a definite increase in service over 1947-48.

1 Senior clerk ----- \$2,520

This position is requested for medical and dental care and is requested for work in the dental offices of the hospital. This position did not receive top priority by the Department of Corrections, and *one supervisor-clerk has been added to the staff of the hospital to handle technical paper work and reports. This should give sufficient supervision.*

2 Assistant chaplains ----- \$6,432

At the present time, there are two full-time chaplains and one part-time Jewish chaplain. These positions received a relatively low priority rating by the Department of Corrections. *We recommend that these positions not be allowed.*

2 Intermediate typist-clerks ----- \$4,320

Seven positions were requested to replace nine inmates. We recommend that the ratio of replacement be kept at the rate of one free person to each two inmates. We therefore recommend that two of the intermediate typist-clerks not be allowed.

1 Stationary fireman ----- \$3,216

We recommend that this position not be allowed as there is already one free man supervising the boiler room at the present time. This should provide adequate supervision and maintenance of the boilers which the inmates should operate.

Equipment

Maintenance and operation ----- \$300

A request is made for a 50-gallon paint agitator which we recommend not be allowed. *There is excessive waste in such large quantities of paint and not practical.*

Housekeeping, additional _____ \$70

This money is requested to purchase an electric coffee maker, and an electric fan and an electric hot plate for the warden. This is not a proper charge against the State for his maintenance.

For Construction, Improvements, Repairs and Equipment from the General Fund

Item 64 of the Budget Bill and pages 94 and 95 of the Budget. The amount requested is \$213,880 for construction, improvements, repairs and equipment.

Of this amount \$15,175 is for recreation of the inmates. These include \$3,100 for acoustical treatment of a mess hall to be used as an auditorium and \$12,075 is to be used for the purchase of equipment for the new temporary library.

A request is made for \$12,600 for the purchase of sheets and pillow cases for inmate use.

The rest of the items are for remodeling of existing buildings and construction of new facilities. These include:

Construct utility service tunnel	-----	\$55,000
Increase the capacity of boiler plant by additional boiler	-----	42,500
Construct a new foundry building	-----	27,000
Construct a new guard post	-----	960
Overhead bridge from arsenal to captain's substation	-----	8,250
Construct property fence around entire prison reservation	-----	25,270
Remodeling existing building for use by the diagnostic clinic	-----	2,000
Construct garages for state vehicles	-----	5,000
Install flood lights and spot lights	-----	1,000
Construct residence drainage ditch	-----	4,500
Reconversion of fresh water reservoir to salt water	-----	7,125
Construct salt water supply line	-----	7,500
Total	-----	\$186,105

Recommendation

We recommend that Item 64 be approved in the amount of \$213,880 as requested.

We further recommend that wherever feasible inmate labor should be used to effect a saving in construction costs.

We recommend that the amount of \$25,275 for the construction of a property fence be approved with the condition that it be delayed until there is no shortage in the supply of wire and the cost sufficiently low as determined by the Public Works Board.

DEPARTMENT OF CORRECTIONS—MEDIUM SECURITY PRISON AT SOLEDAD

For Support of the Medium Security Prison at Soledad from the General Fund

Item 65 of the Budget Bill and pages 97 to 100 of the Budget. The amount requested is \$692,485 from the General Fund for support.

This is an increase of \$269,747 or 63.8 percent over actual and estimated expenditures of \$422,738 in 1947-48, and is composed of an increase in salaries and wages of \$141,431, or 52.7 percent, an increase in operating expenses of \$136,925 or 66.4 percent, and an increase in equipment of \$22,191. Reimbursements to the prison are scheduled to increase from \$57,200 in 1947-48 to \$88,000 in 1948-49, an increase of \$30,800 or 53.8 percent.

Although expenditures are scheduled to increase by 63.8 percent, the cost per inmate is reduced from \$1,489 in 1947-48 to \$1,154 in 1948-49, a decrease of \$335 or 22.5 percent. This is due to the fact that the population is scheduled to increase from an average of 284 in 1947-48 to an average of 600 in 1948-49. The costs per inmate should continue to go down as the population is increased and we recommend that the prison population be built up to capacity as rapidly as possible.

Additional personnel in the amount of 17 man-years have been requested and we recommend that this be granted on the basis that this institution has been in operation for a very short time and is in a process of expanding to its intended capacity. A certain minimum staff must be developed and maintained to carry on the functions of the institution whether it is operated at half or full capacity. The positions requested round out the staff necessary in administration and provide a basic complement in other departments that should be increased but slightly with the addition of more inmates.

The ratio of inmates to correctional officers increases from 4.7 to 1 in 1947-48 to 8.9 to 1 in 1948-49 with the allowance of six additional correctional officers requested. This increase in ratio is made possible by the large increase in the average population.

Including all custodial personnel the ratio to inmates is 1 to 3.6 in 1947-48 and increases to 1 to 6.9 in 1948-49, again demonstrating the effect of the increased inmate population in reducing per capita costs and showing a need to increase the population at this institution. This ratio is still too low for continued operation as the cost is excessive.

In addition to the six correctional officers, the following positions are requested:

- 1 Institution business manager, Grade 1.
- 1 Commissary manager, Grade 1.
- 1 Senior account auditor.
- 1 Laundry supervisor.
- 1 Correctional sergeant.
- 1 Correctional lieutenant.
- 1 Senior physician and surgeon.
- 1 Chaplain—Catholic—one-half time.
- 1 Senior sociologist.
- 1 Parole officer, Grade 1.
- 1 Senior clerk.
- 1 Poultryman—one-half year.

Operating expenses reflect the increase in the average inmate population and price increases and are justified.

Equipment requests of \$27,341 reflect the needs of the increased inmate population. \$8,461 of this is for educational equipment.

Recommendation

We recommend that Item 65 be approved in the amount of \$780,485 as requested.

We recommend that the inmate population at this institution be increased to capacity as rapidly as possible and maintained at this level to effect a further reduction in per capita costs and to allow the inmate to guard ratio to be increased.

For Construction, Improvements, Repairs and Equipment from the General Fund

Item 66 of the Budget Bill and page 100 of the Budget. The amount requested is \$3,500 from the General Fund for improvements to the irrigation system.

Recommendation

We recommend that Item 66 be approved in the amount of \$3,500 as requested, for material only, and that inmate labor be utilized to effect savings in the cost of the project.

DEPARTMENT OF CORRECTIONS—NEW MEDIUM SECURITY PRISON

For Capital Outlay from the General Fund

Item 67 of the Budget Bill and page 101 of the Budget. The amount requested is \$500,000 from the General Fund for the acquisition of a site for the establishment of a new medium security prison in Southern California.

Recommendation

We recommend that Item 67 be approved in the amount of \$500,000 as requested.

We further recommend that the institution when constructed, make provision for a population of 2,500 or more, as the cost of operation of a smaller institution is excessive.

We recommend that the appropriation made by this item be expended under the control provided in the Property Acquisition Act, and that due consideration should be given to using a portion of the site at the Institution for Men at Chino, which is larger than is necessary for that institution.

**DEPARTMENT OF CORRECTIONS—CALIFORNIA VOCATIONAL
INSTITUTION, LANCASTER**

**For Support of California Vocational Institution, Lancaster, from the
General Fund**

Item 68 of the Budget Bill and pages 102 to 106 of the Budget. The amount requested is \$1,000,659 for support from the General Fund. This is an increase of \$155,161, or 15.5 percent over actual and estimated expenditures of \$845,498 in 1947-48. *This figure includes the support of the institution proper and of the diagnostic clinic maintained at the institution.*

The increase of \$155,161 is composed of salaries and wages, \$96,117, due to a request for 11 new positions and general salary increases; operating expenses, \$47,495, due to an increased population and general price increases; and equipment is scheduled to increase \$18,129. The basic factors on which this budget is based are:

1. The average inmate population at the institution will increase from 425 in 1947-48 to 450 in 1948-49, an increase of 25, or 5.9 percent.

2. The average inmate population at the *Diagnostic Clinic* is scheduled to increase from 90 in 1947-48 to 100 in 1948-49, an increase of 10, or 11.1 percent.

3. The average cost per inmate at the institution will increase from \$1,543 in 1947-48 to \$1,718 in 1948-49, an increase of \$175, or 11.3 percent. This is an extremely high cost and every effort should be made to reduce it.

Eleven new positions are requested, distribution of these positions being as follows:

1 Bookkeeping machine operator	\$2,280
1 Supervising institution cook	3,216
4 Assistant supervising institution cooks	11,664
1 Meat cutter	2,400
2 Correctional officers	5,544
1 Senior sociologist	4,512
1 Prison equipment clerk	3,060

Recommendations

We recommend that Item 68 be approved in the amount of \$989,283, a reduction of \$11,376, or 1.1 percent. This reduction is composed of the following items:

Salaries and Wages

2 Assistant supervising institution cooks \$5,832

At the present time they have a staff of three assistant supervising cooks, so that with the allowance of two assistant supervising cooks and one supervising institution cook, the staff will be doubled.

2 Correctional officers \$5,544

The present guard-inmate ratio at the institution is one guard to each 6.1 inmates, a very high ratio which should be decreased. If the two correctional officer positions requested are not allowed, the ratio of one guard to each 6.2 inmates is still too high. In addition, the institution through a decrease in salary savings will have available for the Care and Welfare Section 3.3 man-years of positions, or \$10,250, over and above that available in 1947-48. This means that there will be that much additional coverage over 1947-48.

We further recommend that all items of additional equipment which can be built at the institution be constructed in the vocational shops. This will give vocational training and should produce material savings in many items such as files, book cases and other types of furniture.

The inmate costs are extremely high in this institution and every effort should be made to reduce these costs.

For Establishment and Operation of Camps on Site of Permanent Institution, California Vocational Institution, Department of Corrections, from the General Fund

Item 69 of the Budget Bill and page 106 of the Budget. The amount requested is \$50,000 for the establishment and operation of 50-man camps for ground clearing and farming on the site of the permanent institution.

Recommendation

We recommend that Item 69 be approved in the amount of \$50,000 as requested.

For Construction, Improvements, Repairs and Equipment from the General Fund

Item 70 of the Budget Bill and page 106 of the Budget. The amount requested is \$3,217,760 from the General Fund for construction, improvement, repair and equipment.

Of this amount \$3,165,000 is to be used for the construction and equipment of a permanent vocational and agricultural institution for young offenders at a new site. The site for the permanent location is to be purchased in 1947-48 and should be selected with ample provision for the expansion of the vocation institution to a population of not less than 2,500 inmates, as the cost of operating an institution with a smaller population is excessive. The same amount was approved in the Budget Act of 1947 but no part of the money has been spent. This will be a reappropriation of that amount.

Alterations and improvements at the present site should be kept at a minimum in view of the fact that the present location is temporary.

Improvements and equipment of recreation are requested in the amount of \$10,100. These include:

Band and orchestra instruments and sheet music	\$2,000
Construction of handball courts and ping pong tables	1,100
Resurface recreation and other areas	5,000
Replace present movie equipment	2,000
	\$10,100

Other items include:

Revamp laundry and clothing buildings	\$4,000
Purchase war surplus structures and equipment for kitchen, laundry, segregation unit, chapel, etc.	4,660
Replace 50-horsepower kinetic steam generator with 100-horse-power steam plant for laundry	12,000
Construct rifle range for employees' training	2,000
Install safety devices on machinery	4,500
Improvements and additional equipment for vocational classes	15,500

Total ----- \$42,660

Recommendation

We recommend that Item 70 be approved in the amount of \$3,217,760 as requested. Inmate labor should be used wherever feasible to effect a saving in cost of construction.

We further recommend that all construction projects included in this item be subject to the control of the Public Works Board as provided in Section 4.6 of the Budget Act of 1946.

DEPARTMENT OF CORRECTIONS—INSTITUTION FOR WOMEN, TEHACHAPI

For Support of the Institution for Women, Tehachapi, from the General Fund

Item 71 of the Budget Bill and pages 107 to 110 of the Budget. The amount requested is \$381,293 from the General Fund for support. *This is an increase of \$101,000 or 36 percent over actual and estimated*

expenditures of 1947-48 of \$280,293. The Budget Act of 1947 authorized \$246,919 for support of this institution. The estimated deficiency is to be made up from Salary Increase Fund, Price and Population Increase Fund, and the Emergency Fund.

The basic factors on which this Budget is presented are:

1. The average population of the institution will increase from 280 in 1947-48 to 294 in 1948-49, an increase of 14 or 5 percent.
2. All correctional officers will be on a 40-hour week.
3. *The cost per inmate is estimated to increase from \$1,001 in 1947-48 to \$1,297 in 1948-49, an increase of \$296 or 29.6 percent.*
4. Additional help in the amount of 22.6 man-years is requested by the institution.

Salaries and wages are scheduled to increase from \$132,837 in 1947-48 to \$208,541 in 1948-49, an increase of \$75,705 or 57 percent. This increase is caused by:

1. Putting all employees on a 40-hour week.
2. A change in policy of not requiring correctional officers on duty in the inmate cottages to sleep in the cottages at night and placing the correctional officers in the cottages on straight eight-hour shifts.
3. New post assignments have been established and increased coverage of positions is requested.

Operating expenses show increases in line with the increased population and increased prices. The estimate of operating expenses for 1948-49 is \$164,000 compared with \$143,625 in 1947-48. This is an increase of \$20,375 or 14.20 percent. Equipment in the amount of \$23,477 is requested, most of which is for replacement.

Recommendation

We recommend that Item 71 be approved in the amount of \$363,216, a reduction of \$18,077.

Salaries and Wages

Women's correctional officers.....	\$16,632
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We recommend that six positions of women's correctional officer not be allowed, a reduction of \$16,632. The inmate guard ratio for 1947-48 is 1 to 10. It is requested to increase this ratio in 1948-49 to one guard for each 6.1 inmates. New positions have been added to the post assignment sheet and it is provided that there will be 24-hour supervision in the cottages in place of the present policy of having one of the women's correctional officers sleep in the barracks and be on call during the night.

It has been requested to increase the coverage of cottages during the day. We do not think this advisable and think that it is unnecessary. The Institution for Women has been free from escapes and disturbances under the present policy and we recommend that the policy be continued with the exception that one position should be allowed on a split shift basis to cover the Culver Cottage Annex during the meal hours.

We recommend that the new positions requested for yard patrol and coverage in the administration building be granted. We also recommend that the three added positions of correctional officer for gate coverage and grounds patrol be allowed.

Equipment ----- \$1,455

We recommend that additional medical equipment in the amount of \$1,455 not be allowed, until a doctor is secured who can perform surgery. This equipment is for installation in the hospital for which no doctor is provided. The equipment is of a permanent and specialized nature connected with surgery. At the present time all surgical cases are taken to the Kern County General Hospital under a contract arrangement with that institution.

For Construction, Improvements, Repairs and Equipment from the General Fund

Item 72 of the Budget Bill and page 110 of the Budget. The amount requested is \$103,700 from the General Fund for construction, improvements, repairs and equipment.

Of the total \$100,700 is for the erection and equipment of temporary buildings to be used as residences by staff employees.

The amount of \$3,000 is for the replacement of the laundry boiler.

It has been difficult to employ and keep personnel at Tehachapi because of its isolated location and because of a lack of adequate housing at the institution. Placing the employees on a 40-hour week has intensified the situation. If all requests for personnel are approved the staff will have more than doubled since 1946-47.

The Institution for Women is to be moved when a suitable site is purchased and a new institution constructed, so that temporary buildings are the best answer to the housing problem.

Recommendation

We recommend that Item 72 be approved in the amount of \$103,700 as requested.

We further recommend that all construction projects included in this item be subject to the control of the Public Works Board as provided in Section 4.6 of the Budget Act of 1946.

DEPARTMENT OF CORRECTIONS—ADULT AUTHORITY

For Support of the Adult Authority from the General Fund

Item 73 of the Budget Bill and pages 112 to 114 of the Budget. The amount requested is \$554,526 from the General Fund. *This is an increase of \$82,368 or 17.4 percent over actual and estimated expenditures of \$472,158 in 1947-48.*

This Budget request is based on the following factors:

1. An increase in the average parole population from 3,037 in 1947-48 to 3,317 in 1948-49; an increase of 280 or 2.6 percent.
2. An actual increase of 400 in the parole population during 1948-49.
3. An in-service training that will require 10 percent of the time of the parole officers.
4. The per capita cost of parolees will increase from \$132 in 1947-48 to \$147 in 1948-49, an increase of \$15 or 11.4 percent.
5. An average case load of 81 for each parole officer including the number of parole officers requested for in-service training.

We recommend that the case load be maintained at 90 parolees for each Parole Officer, Grade 1, and that no provision be made for relief during the in-service training period.

Only 10 percent of the time of the parole officer is to be spent in training and the officer should be willing to devote this much time without compensation to study which will improve his work and benefit him and increase his opportunity for salary increases and promotion. The training should increase his effectiveness and make him a more efficient and better worker.

Salaries and wages are scheduled to increase from \$338,944 in 1947-48 to \$397,780 in 1948-49, an increase of \$58,836 or 17.4 percent. This is due to a request for 14.6 man-years of new positions. The positions requested are:

1	Supervising parole officer	\$4,296
2.4	Parole officer, grade 2	8,928
5.3	Parole officer, grade 1	17,045
3.9	Intermediate stenographer-clerk	8,816
1	Intermediate file clerk	2,160
1	Telephone operator	2,160

Operating expenses are scheduled to increase from \$99,125 in 1947-48 to \$111,360 in 1948-49, an increase of \$12,235, or 12.3 percent due to increased positions and increased costs of services.

Equipment requests total \$45,386 in 1948-49 compared to \$34,089 in 1947-48.

Recommendations

We recommend that Item 74 be approved in the amount of \$532,806, a reduction of \$18,750 or 3.4 percent.

The reductions recommended are:

Salaries and Wages

Parole officer, grade 1 \$6,432

Basing the number of officers required on the increased population at the end of 1948-49, and using a case load of 90 for each parole officer, grade 1, it will be necessary to have five additional parole officers on duty at the end of that time. We recommend that new parole officers, grade 1 be allowed in the amount of 3.3 man-years. Two of the positions should be established July 1, 1948, two on January 1, 1949, and one on March 1, 1949. This is a reduction of \$6,432 from the request.

Parole officer, grade 2 \$3,348

We recommend that the positions of parole officer, grade 2, be allowed in the amount of 1.5 man-years. This will allow one position of parole officer, grade 2, for placement work to be established July 1, 1948, and one position of parole officer, grade 2 for supervision of the additional positions of parole officer, grade 1 to be established January 1, 1949. This is a reduction of \$3,348.

Operating expenses \$5,300

We recommend that automobile operation be reduced from \$25,400 to \$24,000, a decrease of \$1,400 due to the recommended deletion of

positions of parole officer, grades 1 and 2. An increase of \$1,400 is allowed over estimated expenditures of 1947-48.

We also recommend that traveling expenses be reduced from the \$31,300 requested to \$27,400, a reduction of \$3,900. This is still an increase of \$3,000 over actual and estimated expenditures of \$24,400 in 1947-48.

Equipment ----- \$3,670

We recommend that requests for additional office equipment be reduced in the amount of \$700, reflecting our recommendation that three parole officers not be allowed.

We further recommend that the request for additional automobiles be reduced by \$2,970 to \$12,600.

**DEPARTMENT OF CORRECTIONS—BOARD OF TRUSTEES, INSTITUTION
FOR WOMEN**

**For Support of the Board of Trustees, Institution for Women, from the
General Fund**

Item 74 of the Budget Bill and page 115 of the Budget. The amount requested is \$42,241 for support from the General Fund. This is an increase of \$5,248, or 14.2 percent over actual and estimated expenditures of \$36,993 for the 1947-48 Fiscal Year. No new positions are requested.

The board of trustees requests that the per diem allowance for the board members be increased by \$1,500. This will allow five days per month for meetings in place of the four as at present. Each board member receives \$25 per diem for each day attending meetings of the board of trustees. We do not believe that the increased time is warranted by the case load when compared to the Adult Authority. Other increases are nominal and appear to be in line.

Recommendations

We recommend that Item 74 be reduced in the amount of \$1,500 for the additional board members.

We recommend that Item 74 be approved in the amount of \$40,741, a reduction of \$1,500.

**DEPARTMENT OF CORRECTIONS—CALIFORNIA YOUTH AUTHORITY—
DEPARTMENTAL ADMINISTRATION**

**For Support of the Youth Authority, Departmental Administration, from the
General Fund**

Item 75 of the Budget Bill, pages 116 to 120 of the Budget. The amount requested is \$994,880 for support from the General Fund. This is an increase of \$127,645 or 14.7 percent over support expenditures of \$867,235 for 1947-48.

The amount budgeted for support last year was \$766,422. This however, was supplemented by funds from executive orders and additional budget revisions totaling \$104,393. This latter amount represents a 13.6

percent increase over the Governor's Budget as originally approved by the Legislature.

The total of \$104,393 in supplementary funds, covered the following:

Salary Increase Fund	\$38,158
Emergency Fund	23,825
Chapter 1308 /47	1,440
Salary Increase Fund	12,489
Emergency Fund	2,075
Emergency Fund	26,406
	\$104,393

The increase of \$127,645 proposed for 1948-49 represents \$44,190 for normal salary increases and \$47,688 for salaries and wages for 26 proposed new positions and 1 reclassification. Increased operating expense items account for \$29,195, while equipment expenditures have advanced \$1,946. The major increases in operating expenses occur in connection with rent, conference and educational projects, travel, auto operation, telephone and telegraph, and maintenance of boys placed in foster homes. This latter item is scheduled to advance from \$47,150 to \$59,100, an increase of \$11,950 or 25.3 percent. This is based on an increased average monthly cost of \$83 for 1947-48, plus an increase in case load for 1948-49. Most of the other increases are traceable to increases in staff based on a workload basis and higher costs generally.

The 26 proposed new positions represent an increase in staff man-years of only 15.2 percent due to the fact that 16 positions will be filled on a staggered basis throughout the 1948-49 Fiscal Year. The new positions requested, together with salary costs, are as follows:

<i>Position Classification</i>	<i>Salary</i>
2 Supervising placement officers	\$5,728
4 Placement officers, grade 2	7,750
5 Placement officers, grade 1	8,308
2 Trainees	2,160
5 Intermediate stenographer-clerks	6,270
1 Associate construction inspector	4,740
1 Departmental training officer	5,496
1 Intermediate stenographer-clerk	2,280
5 Educational internes (six months)	4,800
Property inspector (reclassification of one senior account clerk)	156
26	\$47,688

Recommendations

We recommend that Item 75 of the Budget Bill be reduced from \$994,880 to the amount of \$965,300, representing a reduction of \$29,580, consisting of the following:

Salaries and Wages, \$10,356 Reduction

1. The proposed new position of departmental training officer should be deleted at a salary saving of \$5,496. We believe that a uniform training program can well be developed by the Chief of the Division of Training and Treatment in collaboration with the executive staff of the Division of Administration. Such a program can then be delegated to be effectuated by the Superintendents of the various Youth Authority

Facilities with a periodic follow-up by the Chief of the Division of Training and Treatment.

The need for such a program on an intensive scale is apparently lessening if we are to take cognizance of the statement made in the July, 1947, report of the Youth Authority submitted to the Governor's Council. Therein, under the heading of the Division of Training and Treatment it is stated "The staff situation at Youth Authority Facilities has improved during the last few months. The higher standards established for all employees has been reflected in improved professional and technical services and in the morale of the wards."

Administrative costs for the Youth Authority are already excessive, and this additional position will merely accentuate this unfavorable trend.

2. Deletion of the presently existing position of Consultant in Recreation under the Division of Field Services, Bureau of Delinquency Prevention, is recommended at a salary saving of \$4,860.

This position is now vacant, the former holder having been appointed Director of Recreation for the Recreation Commission, a new agency which is to undertake the study and development of recreation and recreational facilities on a state-wide level.

In view of the fact that this new agency is charged with the responsibility of coordinating all recreational endeavor, there obviously will exist an extensive overlap between its functions and the presently existing position in the Youth Authority.

Elimination of the position will enable the Youth Authority to avail itself of the facilities of the commission and in fact the assistance of the same individual, on a much broader scope, who formerly served the Authority in this field. Thus there appears no real need for a continuance of the present position as an item in the Youth Authority personnel complement.

3. The proposed employment of five educational internes is a new program, experimental in nature, whereby fifth year students from the San Francisco State College will be placed in Youth Authority schools to work under experienced teachers and learn remedial teaching. The thought behind the program is to develop well qualified personnel for future teaching positions in Youth Authority Facilities. While the objective is meritorious, the practical results remain yet to be seen. Several factors mitigate against the successful conclusion of such a program. In the first instance the authority has no assurance that such trainees will accept positions in the authority if they are tendered. Difficulty has been experienced in the past in efforts to get really well qualified teaching personnel at the institutions since such personnel can usually secure better remuneration elsewhere. This raises the question as to whether or not the program will not in effect be a training ground wherein we develop teachers who will leave for more lucrative outside offers upon completion of their basic indoctrination.

It is suggested that a proper contractual arrangement be entered into between the interne and the Authority guaranteeing a minimum stay in service of the Authority by the interne in lieu of tuition charges for the training received, such charges to be liquidated upon completion of the minimum service period prescribed. Further it should be noted that

the turnover in teaching personnel plus new positions available on the basis of expanding population in Youth Authority Facilities may not afford a sufficient number of openings to justify the training of the proposed five internes.

4. The position of associate construction inspector is now requested as a new full time position for the Youth Authority in order to exercise supervision over a large program of deferred maintenance plus considerable new construction projected. Services for the Youth Authority in this connection were formerly supplied on a half-time basis through a similar position in the Department of Corrections. This latter position is now requested to be made a full-time one, due to expansion in the Department of Corrections' construction program.

Each facility has institutions scattered in both the northern and southern parts of the State and their problems in planning and correctional institutions are somewhat analogous. We therefore recommend that these two facilities share the services of two associate construction inspectors, one to be servicing Northern California and the other to be servicing Southern California institutions for both facilities. This arrangement will save a considerable amount of money and time that would otherwise be devoted to travel. The savings in time could well be devoted to the duties of the position which if effectively applied will result in further substantial savings and economies in the building program as a whole.

Operating Expenses—\$16,100 Reduction

1. The sum of \$5,000 is requested under operating expenses to continue the sponsoring of the Institute on Delinquency Control at the University of Southern California. *This sum should be deleted. The value of the activity is nebulous and no direct benefits have been shown from past operations.*

2. Deletion of \$1,500 requested in the Division of Administration under operating expense to cover an exhibit at the State Fair is recommended.

It is not readily conceivable how this item will contribute materially or tangibly to the cause of curbing, controlling or correcting juvenile delinquency.

Further, in view of the exceptionally crowded conditions in relation to presently available exhibit space at the State Fair it is reasonable and proper to anticipate that all units of State Government will lend their assistance in alleviating this condition as far as practicable by *not* seeking exhibit space to the discrimination of potential private exhibitors.

3. Deletion of the sum of \$6,000 in operating expenses for the Division of Field Services, Bureau of Delinquency Prevention, is recommended. This item is scheduled for consulting services, California Youth Committee.

Committee members are paid on a per diem basis and the size of the committee has grown each year until now there are approximately 29 members. The size of the contribution appears to be measured by the size of the committee and not in direct relation to the value of its consultive services to the Youth Authority. This committee is another one of the many agencies studying the youth problem generally.

The broad, everyday experience of the Youth Authority and the value of the services of its own technical staffs should in a large degree meet these requirements without subsidizing numerous outside surveys and agencies. The contribution to the California Youth Committee steadily mounted each year. In 1946-47 \$2,770 was expended; in 1947-48 the figure jumped to \$5,000 and now it is proposed to ascend a further 20 percent to \$6,000.

Since the Youth Authority appears prone to contribute to various agencies and committees for technical advice, consultive services, surveys and other analogous items of intangible value, we recommend that it apply this same viewpoint to some of the services it performs and seek just compensation therefor.

We refer specifically to the surveys made by Field Service Division wherein they analyze and evaluate youth services as they exist in various communities. Such surveys are almost universally made at the request of some groups in the community to be surveyed and the Youth Authority prepares a full report covering the findings and recommendations.

We are still unconvinced as to the intrinsic value of these surveys as outlined in our analysis of the budget last year. Four such surveys were made in 1947. The tone of these surveys is better, but the value apparently no greater.

If the agency is inclined to continue the survey program on a request basis, then there is every reason why it should also charge for this service on a basis of at least the actual cost of the personnel required to complete the survey.

If the community feels that such surveys are worthwhile, there should be no hesitancy in paying for the cost and in the final analysis they will be more likely to implement any programs recommended by the Youth Authority.

A further reduction of \$3,600 in operating expenses for the Bureau of Delinquency Prevention is recommended under the item of printing. The Budget schedules \$6,755 for this expense. This should be reduced to \$3,155. The reduction of \$3,600 consists of \$1,800 for the printing of a handbook entitled "Community Organization" and the same amount, \$1,800, to cover the printing of a publication entitled "Teen News."

Publication of these items has been suspended for the past several months due to a lack of agreement between the Attorney General's office and the Controller's office as to the validity of this type of expenditure. We raise some question, not only as to its validity from the legal standpoint but also as to its merits as being a necessary expenditure that contributes tangibly to the Youth Authority program as a whole. Since publication has been suspended, we suggest that this remain its status, thereby effecting the saving of \$3,600.

5. Particular attention is directed to the fact that one item of operating expense under the Division of Field Services, Bureau of Probation and Placement, no longer appears as a charge in the Budget of Departmental Administration. This item is for parole and discharge allowance. In 1946-47 the amount expended was \$36,394. In 1947-48 the sum of \$39,000 was provided. Nothing appears for 1948-49. However,

this does not indicate an actual decrease for the item is now only partially shown in its component parts under three new headings immediately following that of parole and discharge allowances. These headings and the amounts are:

Clothing (including foster home placements) -----	\$9,600
Cash advances -----	15,000
Transportation of parolees -----	3,600
Total -----	\$28,200

A change in policy has resulted in that the amounts requested for parolee clothing now appear as a new item in each individual budget for each facility under the jurisdiction of the Youth Authority.

It now becomes interesting to note what this slight change in policy amounts to in dollars and cents.

The following schedule reflects the amounts requested for parolee clothing in the various individual Youth Authority facilities:

Facility	<i>Amount for 1947-48 Budget for parolee clothing</i>
Forestry Camps for Boys:	
Pine Grove -----	\$2,820
Whitmore -----	2,700
Ben Lomond -----	2,880
Coarse Gold -----	2,880
Schools for Boys:	
Fricot -----	2,500
Nelles -----	7,200
Preston -----	18,000
Paso Robles -----	3,270
Schools for Girls:	
Los Guilucos -----	3,350
Ventura -----	5,000
Total -----	\$50,600

We now find that this "slight" revision is to cost \$50,600 as against what formerly amounted to about one-third of the \$39,000 or \$13,000 based on the indicated ratio in the Budget.

If we are to finance parolees to this extent on clothing alone in addition to supporting them at the excessive costs prevalent in these institutions, then we feel it is only fair for the Youth Authority to demonstrate some results as to the effectiveness of the whole program.

One such demonstration would be to have the parolee indicate that his moral fibre had been sufficiently strengthened by the processes of rehabilitation in one of their institutions that he now was able to work on the job secured for him and from the earnings of such labor repay by installments the value of the direct assistance rendered him by the State by virtue of clothing issued upon parole and cash advances at the time of and during parole.

The program if thus placed on a reimbursement basis would go far to impress the parolee with a sense of responsibility and would also then justify the assistance extended by the State. *The success of the reimbursement phase from a collection standpoint would certainly evaluate the degree of rehabilitation of the individual at least as to his industry and honesty.*

We have taken exception in each of the individual budgets to the allowances for parolee clothing and have discussed it generally at this point because it bears upon a falacious apparent reduction in one phase of operating expense for the budget for Departmental Administration of the Youth Authority as a whole.

Equipment—\$3,124 Reduction

1. The original budget for 1948-49 submitted for this department contained a request under automotive replacement equipment for the authority, for \$2,075 for an automobile replacement for one of the members of the authority. Subsequently the final budget showed this amount as no longer being requested for 1948-49, but as an actual expenditure for 1947-48.

Investigation disclosed that this car a 1942 Chrysler sedan, E 54100, is reported to be in such poor condition as to be in need of early replacement. The car had traveled only 76,992 miles as of June 30, 1947 and is scheduled to travel about 1,600 miles per month.

In order to finance the purchase of the replacement vehicle *now*, and which incidentally would preclude a legislative review of the acquisition prior to purchase thereof, a substitution was made in the budget of the Division of Diagnosis and Treatment. This substitution consisted of deleting under 1947-48 expenditures 39 miscellaneous additional equipment items the expenditures for which had been approved by the Legislature in their consideration of the budget last year. The items had not yet, even at this late date, been purchased and the funds therefor were still unexpended. The total value of the items as budgeted amounted to \$2,074, within one dollar of the amount needed for the replacement vehicle. These items and the institutions for which the equipment were approved last year are as follows:

<i>1947-48 Item No.</i>	<i>Institution</i>		<i>Amount</i>
Per Schedule 7	Waterman Clinic		
68	25 Transfer cases—legal	-----	\$250
70	4 File cabinets—legal	-----	120
73	1 Desk—typist	-----	151
	Los Guilicos Clinic		
78	1 Duplicating machine	-----	200
79	1 Dictating machine	-----	350
80	1 Transcriber	-----	280
81	1 File cabinet—2-drawer—legal	-----	60
82	1 File cabinet—letter	-----	75
83	1 Bookcase	-----	30
	Ventura Clinic		
85	1 Dictating machine	-----	241
86	1 Transcriber	-----	257
87	1 File cabinet—2-drawer—legal	-----	60
	39 Totals	-----	\$2,074

In addition to deleting the items under 1947-48 expenditures, these *same* items were then set up as requests for additional equipment for 1948-49 to be again submitted to the Legislature for their approval.

This whole practice points up several factors in connection with budgetary "maneuvering" that merit legislative attention.

First, a true line item budget would forestall such juggling and to a large extent eliminate some of the "padding" practices that permit such situations as this to exist.

Secondly, the practice here resorted to raises a pertinent question as to the validity of all requests for additional items of equipment by this agency.

Obviously the immediate need for such items of equipment could not have been very great, if the purchase thereof can be delayed until consideration of the next fiscal period budget is under way and they can then be deleted entirely in favor of the purchase of an automobile for an authority member.

We therefore recommend deletion of the sum of \$2,074 for this equipment for the Division of Diagnosis and Classification. Several items of the equipment involved such as transcribers, dictating machines, and duplicating machines, are by their nature labor-saving devices contemplated to increase the efficiency of operations at the institutions for which they were designated and thus relieve workload pressures and reduce the necessity for added personnel or overtime pay. If a real need for these items existed, then the practice herein used has in fact contributed to added costs in the operation of these institutions. If this be true, then we recommend that the automobile thus secured be disposed of to a department where it is really needed, and the proceeds from such sale be used to buy such items of this equipment as are justified. The authority member can then be supplied with a car of comparable value from the Department of Finance pool or a confiscated one if available. Even a casual glance at the respective budgets raises the apprehensive question as to where will be the stopping point in the ever increasing per capita costs for these institutions particularly in the light of this "transaction."

Other items of this equipment consist of transfer cases and files. A total of 32 such items appear in this group.

A summary of additional items of equipment requested by departmental administration discloses that a total of 107 such items are either transfer cases or filing cabinets at a total cost of \$2,842. Since this is all additional equipment required supposedly due to expanding workload it raises the general question as to the advisability of micro-filming much of the existing necessary records and thus effect a substantial savings on added equipment costs as well as on space required for storage.

Another factor of equal importance raised by the purchase of the replacement automobile is the question of proper use and maintenance of state owned vehicles. Here we have an instance of a replacement vehicle, a Buick Roadmaster, being purchased, the gross cost of which is \$2,700, less a scheduled trade-in for the 1942 Chrysler of \$625, leaving a net cost of \$2,075. The car to be traded has been driven approximately only 85,000 miles. *This practice will result in a cost for depreciation alone of 2.44 cents per mile. This figure is obviously exorbitant.*

If heavy cars are to be purchased as a matter of state policy the minimum replacement mileage should be well in excess of the present 100,000 mile figure. They should be properly used and maintained and every consideration should be given to installing new motors in cars otherwise generally mechanically sound.

The nature of official use of state cars by department heads is generally such that the chassis and running gear are not subjected to abnormal wear and new motors would in effect amount to a new car at a substantial savings to the State.

The illustration here provided substantiates our contention that a great deal more justification should be provided in budget requests for additional or replacement items of equipment. A concrete showing of savings should be amply demonstrated in the purchase of any labor saving equipment before it is approved by the Department of Finance. Too often the justification furnished by the agency is merely general in nature and vague at that.

2. The Bureau of Probation and Placement requests \$1,050 for a pool car to replace a 1940 Studebaker sedan, license E 51344. This car had 83,344 miles on June 30, 1947 and estimated mileage is accumulated at the rate of only 550 miles per month, which would place total mileage at about 101,544 on June 30, 1949, the last day of the 1948-49 Fiscal Year.

Funds for this item should be deleted from the current budget for two reasons:

(a) The normal accumulated minimum replacement figure of 100,000 miles will not be reached until practically the end of the 1948-49 Fiscal Year now being budgeted and such purchase if necessary can well be deferred until the next following fiscal period.

(b) Normally, a pool car should receive an average usage of more monthly miles than the minimum of 1,000 miles per month required for the assignment of a personal car. This vehicle is averaging only 550 miles per month and its replacement for pool car purpose is therefore unwarranted.

For Transportation of Persons Committed to the Youth Authority

Item 76 of the Budget Bill, page 120 of the Budget. The amount requested is \$80,000 from the General Fund. This is the same amount as provided last year.

We recommend approval in the amount requested.

For Deportation of Non-residents

Item 77 of the Budget Bill, page 120 of the Budget. The amount requested is \$20,000 from the General Fund. This is the same amount as provided last year.

We recommend approval in the amount requested.

DEPARTMENT OF CORRECTIONS—CALIFORNIA YOUTH AUTHORITY— FRICOT RANCH SCHOOL FOR BOYS

For Support of the Fricot Ranch School for Boys from the General Fund

Item 79 of the Budget Bill and pages 128 to 130 of the Budget. The amount requested is \$205,947 for support from the General Fund. This is an increase of \$25,341, or 14.03 percent, over estimated expenditures of \$80,606 for the 1947-48 Fiscal Year.

The amount budgeted for support last year was \$148,348. This was supplemented by funds from executive orders and Budget revisions totaling \$44,293. *This latter amount represents a 29.9 percent increase over the Governor's Budget as approved.*

Out of the total of \$44,293 in supplementary funds, the sum of \$10,008 was for salary increases, and \$10,831 was occasioned by added allowances from the Price and Population Increase Fund. The remaining

\$23,481 consisted of two budget revisions of \$1,567 and \$14,683, respectively, from the Emergency Fund and a budget revision in the amount of \$7,231 pursuant to Chapter 1308, Statutes of 1947.

The increase of 25,341 proposed for 1948-49 represents the result of combined increases in all categories of expenditures. Salaries and wages are scheduled to advance from \$104,701 to \$116,006, a gain of \$11,305, or 10.8 percent. Operating expenses indicate the largest advance, going from \$75,575 to \$90,010, an increase of \$14,435, or 19.1 percent. Equipment outlay contributes \$1,401 to the overall increase, going from \$8,730 to \$10,131, a 16.05 percent gain.

Under the proposed budget per capita costs will advance from \$1,806 per inmate in 1947-48 to 2,060 in 1948-49, an increase of \$254, or 14.06 percent. The average population for 1948-49 is scheduled at 100 inmates, which is the same figure as experienced in 1947-48.

The increment of \$11,305 in salaries and wages follows from normal salary increases of \$8,529, plus \$516 for additional salaries due to two reclassifications, and \$720 to provide for six institution fire fighters on a part-time basis at \$10 a month each.

The major increase contributing to the advance of \$14,385 in operating expenses results from a change in the cost of light, heat, and power. This item is scheduled to go from \$8,300 in 1947-48 to \$18,200 in 1948-49, an increase of \$9,900 or 119.3 percent.

This abnormal fluctuation accrues primarily from the discontinuance of the use of wood as a fuel. The added cost of this conversion is enhanced by additional units to be serviced. The budget estimate is very liberal and some savings should result from this item. *The conversion follows from a recommendation of the State Fire Marshal. With a considerable supply of wood fuel available plus the inmate labor to convert it to fuel, every effort should be made to use up the supply before converting 100 percent to other fuels.*

A new item of operating expense appears under Support and Subsistence. This is a request for \$2,500 for work clothing furnished to inmates upon their parole from the institution.

The farming and processing function accounts for a \$1,040 increase in operating expenses. This is chiefly due to increased purchases of poultry feed, due to an expansion of this activity.

Equipment expenditures, while up, appear generally justified.

Recommendations

We recommend that Item 79 be reduced from \$205,947 to \$200,772, a reduction of \$5,175, consisting of the following:

1. A reduction of \$2,000 in temporary help under care and welfare. Staffing in man-years for the operation at this institution has shown an increase of from 15.9 man-years to 23.1 man-years since 1946-47, a gain of 7.2 man-years or 45.3 percent. These additions were scheduled to provide for full coverage and the 40-hour week. Population in the same period has advanced from 91 to 100, a gain of only 9, or 9.9 percent. Obviously, some reduction in the amount of temporary help is in order.

2. A reduction of \$675 in the amount allotted for additional feeding equipment under support and subsistence. This amount is to cover purchase of an automatic Hobart Vegetable Peeler and a Hobart Food

Cutter. The size of the institution does not warrant this equipment. An average of only 130 rations are served per meal and the bulk of the food preparation which would be handled by this equipment can well be performed by inmates. No savings are apparent from the purchase or use of the equipment under the circumstances.

3. The elimination of \$2,500 for clothing to parolees. This represents an added service contributing to the ever-increasing per capita costs of operating these institutions. Some additional effort on the part of the school administration and the parole officers, prior to the time the inmate is scheduled for parole, should result in necessary work clothing being supplied by responsible relatives of the potential parolee.

4. A review of the farming and processing function evinces the comment that here again sound financial consideration would direct a discontinuance of the operation unless it can be made to be self-supporting now. Total expenses for the operation are scheduled at \$3,250, which includes \$1,100 for additional equipment. Some of the latter will be future revenue producing items, such as chickens and sheep. Local production consumed is estimated at \$1,430, which, together with surplus products sales of \$800 bring total revenues to \$2,230, which is \$1,020 less than total expenditures and only \$80 above costs for salaries and wages plus operating expenses, without regard for the equipment outlay. For 1947-48 the operation is scheduled with total revenues to exceed expenses by \$90. The tempo of progress should be measurably accelerated or the function eliminated.

For Construction, Improvements, Repairs, and Equipment, Fricot Ranch School for Boys, from the General Fund

Item 80 of the Budget Bill and page 131 of the Budget. The amount requested is \$12,200 for capital outlay from the General Fund. This is for construction, improvements and repairs at the Fricot Ranch School.

Specifically the items are as follows:

Additional private telephone line to Angeles Camp	\$1,500
Lighting for athletic field	3,000
Fluorescent lights for school rooms	700
Remodel hydro-electric plant for small laundry	2,000
Air conditioners for classroom and hospital	500
Poultry unit	3,000
Sheep shed	1,500
 Total	 \$12,200

Recommendations

We recommend that Item 80 be reduced from \$12,200 to \$7,700, a reduction of \$4,500, consisting of \$1,500 for additional private telephone line to Angels Camp, \$2,000 covering remodeling of hydro-electric plant and \$1,000 for sheep shed, leaving \$500 for this latter item which should be ample as only 40 to 50 head of sheep are to be sheltered.

Present telephone facilities should be ample, since there is no material increase of activity at the institution due to any projected increases in either inmates or personnel. Present facilities consist of one private line and one farmers line which should be sufficient. Telephone and telegraph expenses are set at \$750. The extent of the use made of present facilities, therefore, does not justify added service.

Laundry at present is being serviced by the Preston School of Industry. This institution is too small to warrant the projected \$2,000 outlay for building and remodeling to set up a laundry. The per capita cost of this service would be abnormal and increase materially if performed at such a small institution with a normal laundry complement.

Some consideration might be given to a small expenditure to provide a flooring or platform to cover the opening in the present hydro-plant building and thus provide some storage facilities if they are needed.

**DEPARTMENT OF CORRECTIONS—CALIFORNIA YOUTH AUTHORITY—
FRED C. NELLES SCHOOL FOR BOYS**

For Support of the Fred C. Nelles School for Boys, from the General Fund

Item 81 of the Budget Bill and pages 132 to 135 of the Budget. The amount requested is \$633,860 for support from the General Fund. This is an increase of \$24,705, or 4.06 percent, over estimated expenditures of \$609,155 for the 1947-48 Fiscal Year.

The amount budgeted last year was \$509,654. This was supplemented by additional funds covered by three budget revisions totaling \$107,019, or the equivalent of a 20.9 percent increase, over the original Governor's Budget figure. These were in the amounts of \$42,603, \$41,838, and \$22,578, respectively.

The net over-all increase of \$24,705 proposed for 1948-49 results primarily from an increase in expenditures for salaries and wages. This item is scheduled to go from \$428,806 in 1947-48 to \$459,387 for 1948-49 an advance of \$30,581, or 7 percent. Operating expense is indicated to advance from \$168,500 to \$179,775, a gain of \$11,275, or 6.6 percent. A sizeable decrease in equipment outlay results in an offset to reduce the total net budget increase. The decline in equipment expense from \$30,849 to \$18,098 amounts to \$12,751, or 41.3 percent.

Under the proposed budget per capita costs will advance from \$1,934 per inmate in 1947-48 to \$2,012 in 1948-49, an increase of \$78, or 4 percent. The average population at this institution is scheduled to remain static at the same figure as experienced in 1947-48, namely 315.

The advance of \$30,581 in salaries and wages results from \$20,475 for normal salary increases, a decline of \$1,550 in estimated salary savings and \$8,556 to cover three proposed new positions. The proposed new positions are scheduled as follows:

<i>Position classifications</i>	<i>Salary cost</i>
1 Assistant head boys group supervisor	\$3,216
1 Elementary teacher	3,060
1 Intermediate stenographer-clerk	2,280
3 Totals	\$8,556

Recommendations

We recommend that Item 81 of the Budget Bill be reduced from \$633,860 to the amount of \$621,164 representing a reduction of \$12,696, consisting of the following:

1. Deletion of proposed new position of assistant head boys group supervisor, at a salary saving of \$3,216.

The present ratio of group supervisor positions to inmate population is one supervisor for each 6.19 inmates. This ratio is exceedingly high and should be more than ample to adequately cover all custodial posts. Allowance in staff has already been provided for the 40-hour week. Some readjustment of post assignments may be desirable to achieve a more equitable and efficient distribution of personnel. There has been no increase in population at the institution to warrant any further adjustment in custodial staff. Elimination of this new position request is recommended.

2. Deletion of the one intermediate stenographer-clerk position, salary \$2,280, is likewise recommended. The position was requested on the basis that school records have become burdensome to the teaching staff.

The population of the school being static, the volume of records should likewise bear the same relationship aside from any increased turnover due to an acceleration of the rate of admittances and departures. Current reports of the Youth Authority in connection with this facility indicate there is no increased tempo in this regard. Further, the ratio of total population to teaching staff of 22 to 1 is very low. The current complement of staffing provides for three stenographer-clerks which should provide one each for the superintendent, assistant superintendent, and business manager, respectively. Additional secretarial assistance for the assistant superintendent does not appear warranted under the facts.

3. The increase of \$11,275 in operating expenses is largely traceable to a new item of operating expense appearing under support and subsistence. This is for parole clothing in the amount of \$7,200.

Provisions for this item should be made by responsible family or relatives. This is a school for younger boys and it must be remembered that in the vast majority of cases, the inmates already possess a supply of clothing at the time of commitment, which is returned to their homes, and institution clothing is provided during their stay.

The amount requested is more than enough to provide each and every parolee with an average of \$30 worth of clothing, based upon the parole experience for the calendar year 1947 at this institution.

This is an added service further contributing to excessive per capita costs and should be eliminated at a saving of \$7,200.

4. We recommend discontinuance of the farming operation unless it can be placed on at least a wholly self-supporting basis.

Total budgeted expense for the Farming and Processing function at this institution amounts to \$19,262, consisting of \$6,912 for salaries and wages for 2 employees, \$12,000 for operating expense and \$350 for additional equipment outlay.

No reimbursements are scheduled from sale of surplus products. Total returns from this operation are therefore limited to the contribution it renders to the feeding requirements of the institution. The amount scheduled for local production consumed is \$17,800. *This is the same amount as was scheduled for 1947-48 and therefore reflects no improvement, although the cost of the operation has risen from \$17,737 to \$19,262, an increase of \$1,525 or 8.6 percent.* The net result is that the State faces a loss of \$1,462 in conducting this farming operation without taking into consideration the investment and depreciations on buildings,

grounds and equipment devoted to the pursuit of agriculture. Unless this operation can be conducted to show a return commensurate with consideration to all of the factors involved, it should be discontinued. The land could be leased to a private operator. A small plot could be reserved to serve as a basis for garden activity for its therapeutic value. The value of the farming operation to the inmates is dubious, since only a very small percentage of the school's inmate population works thereon. Reports indicate that only 32 inmates representing 10.3 percent of the population were engaged in the farm activity. The substantial added cost for the farming operation results in an added per capita cost of better than \$45 for those inmates who are engaged in that activity.

For Construction, Improvements, Repairs, and Equipment at the Fred C. Nelles School for Boys, from the General Fund

Item 82 of the Budget Bill and page 136 of the Budget. The amount requested is \$20,000 for capital outlay from the General Fund. This is for construction, improvements, repairs, and equipment. Specifically the sum of \$15,000 is requested to revamp the lighting system and to extend this system to include new playgrounds. In addition, the further sum of \$5,000 is requested to overhaul and install new lighting in the school building.

In view of the fact that this school is scheduled to be removed to a new site, it is felt that some of these items are not of such a pressing nature as to warrant this sizeable expenditure on the present premises.

Recommendation

We accordingly recommend a reduction of \$6,000 in Item 82, reducing it to \$14,000. This reduction of \$6,000 would eliminate extension of lighting facilities to the playgrounds, a new and added service and expense.

**DEPARTMENT OF CORRECTIONS—CALIFORNIA YOUTH AUTHORITY—
PASO ROBLES SCHOOL FOR BOYS**

For Support of the Paso Robles School for Boys, from the General Fund

Item 83 of the Budget Bill and pages 137 to 139 of the Budget. The amount requested is \$216,201 for support from the General Fund. This is an increase of \$86,923, or 67.2 percent over estimated expenditures of \$129,278 for the 1947-48 Fiscal Year.

The amount budgeted last year was \$145,100. However, expenditures as estimated will fail to reach this amount, resulting in a saving of \$15,822. This was possible primarily due to the fact that the school is a new institution and was not opened until September 30, 1947. Expenditures for 1947-48 thus reflect operations for only nine months or three-quarters of a fiscal year. Based on a pro rata amount for a full year's operation, the expenditures could well have reached a figure approximating \$172,000. This factor must be considered in evaluating proposed budget increase as well as per capita costs.

Supplemental funds in the amount of \$17,575 were allocated to this institution covering \$7,882 from the Salary Increase Fund and \$9,693 from the Emergency Fund.

The Budget indicates a per capita cost of \$2,155 for 1947-48. However, in view of the fact that this institution only operated for nine months, this cost must be pro rated for a full year to obtain a valid comparison with corresponding proposed 1948-49 costs. The per capita cost for 1947-48 thus pro rated would amount to an additional \$718 bringing the total to \$2,873 based on the experience of an average population of 60.

Under the proposed Budget, proposed per capita costs will decline to \$1,965, a decrease of \$190, or 8.8 percent (based on the nine months experience figure) or \$902, or 31.4 percent based on the projected pro rated figure for a full year. The decline in per capita costs is basically attributable to an increase in average inmate population which is scheduled to go from 60, in 1947-48, to 110 in 1948-49, a gain of 50 inmates or 83.3 percent.

The increase of \$81,058 proposed for 1948-49 is the general result of expanded activity to care for population increases.

Salaries and wages account for \$66,653 of the increase going from \$79,478 to \$146,131, a gain of 83.9 percent. A sizeable proportion of this advance is occasioned by 11 proposed new positions to cost \$30,916. These positions are scheduled as follows:

<i>Classification</i>	<i>Salary</i>
1 Institution cook	\$2,640
1 Assistant head boys group supervisor	3,060
6 Boys group supervisors	16,632
1 Graduate nurse	2,640
1 High school teacher	3,216
1 Institution fire marshal	2,728
11 Totals	\$30,916

Recommendations

We recommend that Item 83 be reduced from \$216,801 to \$198,227, a reduction of \$18,574 consisting of the following:

Salaries and Wages—\$14,104 Reduction

1. Deletion of proposed new position of assistant head boys group supervisor with a salary saving of \$3,060. This position is requested on the basis of providing coverage on the evening shift. The head boys group supervisor covers the day shift. The present practice is to designate one of the boys group supervisors on the evening shift as the supervisor in charge. Since this practice accomplishes the desired result of having a man in charge of the evening shift, we fail to see why it should be discontinued and another custodial position created. Rather the situation would seem to call for a reclassification of one of the existing boys group supervisor positions to that of an assistant head boys group supervisor and give the assistant so classified an active post assignment. The ratio of custodial personnel to inmates is already too low, standing at one officer for each 5.24 inmates based on the six additional positions requested due to added population. The reclassification would provide added compensation for the additional responsibilities involved and would not necessitate depleting custodial strength at the institution.

2. Deletion of three of the six proposed new boys group supervisor positions at a salary saving of \$8,316.

The addition of six more custodial officers will bring the ratio of custodial personnel to inmates to one officer for each 5.24 inmates which is entirely too low and a major factor contributing to high per capita costs. *This is a new institution and the Youth Authority should exert every effort to set a model pattern here to achieve their objectives and at the same time materially reduce per capita costs.*

Other comparable Youth Authority facilities such as Nelles School for Boys and Fricot Ranch School are operating at ratios of one officer to 6.3 and 6.7 inmates, respectively, which while better than projected for this school, are likewise low. Some readjustment of post assignments should permit at least a similar ratio of one officer to 6.5 inmates at this facility. On this basis, 110 inmates would justify a total custodial staff of 16.9 or 17 officers. Present staffing provides for 15 and not all of these positions are filled. Thus three additional officers bringing the total to 18 should be ample to meet requirements.

3. Deletion of the proposed new position of Fire Marshal at a salary saving of \$2,728. *We believe this request points to the need for a critical review of the entire program of the State Fire Marshal.* If each institution is to be saddled with a Fire Marshal, this is but another step piling on additional unnecessary costs. We do not decry the need for fire protection. However, this is not accomplished by hiring one man at approximately \$3,000 per year. If the institution is properly equipped and the maintenance crew trained to operate as an auxiliary fire crew reasonable protection should be afforded the premises.

A suggested practice is to make the chief engineer or building maintenance man the institution fire chief responsible for periodic inspections for fire hazards and to develop in coordination with the superintendent and the State Fire Marshal a local fire prevention program. This is purely a part-time activity and should entail no additional personnel.

As a matter of fact, we question the practice of paying \$10 per month to institution fire fighters at the various institutions. In this institution the cost is \$960 per year. Experience at some of the Youth Authority facilities has shown the plan to be without much merit in its practical working aspects as well as the actual protection afforded.

Operating Expense—\$3,270 Reduction

1. A new item of operating expense under support and subsistence appears in the sum of \$3,270 for work clothing for parolees. We believe this item should be deleted. This school is for boys in the 14 to 16 years of age group and many will still be subject to attend school rather than work upon their release.

Further, we believe the policy should be to require clothes from responsible family members to clothe the parolee for resumption of normal family life. This should be as much a condition of his parole as the requirement of a suitable place to stay or a suitable job where indicated.

Equipment—\$1,660 Reduction

1. We recommend deletion of \$1,660 requested under equipment for administration to replace a 1940 Chevrolet 1½-ton truck and suggest that consideration be given to a new motor installation at an approximate cost of \$460 effecting a net reduction of \$1,200.

The justification states "speedometer reading three years ago 89,000. Speedometer hasn't worked during that time. Condition poor."

Our comment is that if a speedometer is allowed to go in a state of disrepair for a three-year period and this is any indication of the attention paid to other items of automotive maintenance, it is no wonder the present status of the truck is "condition poor."

The normal life of a truck if properly maintained should be over double the present recorded mileage.

We recommend a discontinuance of the farming and processing function unless it can be placed on at least a wholly self-supporting basis.

Total budgeted expense for the farming and processing function is scheduled at \$6,044 which is \$342 less than 1947-48. Total expense is made up of \$2,844 for salaries and wages for one vegetable gardener, \$2,000 for operating expenses and \$1,200 for equipment. The latter item covers \$200 for replacement and \$1,000 for additional equipment, primarily chickens and hogs.

Total returns from the operation are scheduled at \$2,000 from sales of surplus products and \$1,500 as the value of local production consumed, making a total of \$3,500. *This leaves an operating loss of \$2,544.*

We believe that after a determination is made that agricultural or livestock operations are feasible from a practical dollar and cents standpoint at a given institution, then a sufficient original investment should be made in the plant to place it on the basis of a break-even operation practically from its inception.

We note many instances where operating losses are sustained year after year in institutional agricultural programs while plans are developing to "improve" the agriculture operation. It should either be improved fully in practically one season to where it will definitely pay out or be discontinued altogether.

Inmate benefits play a very small part in the overall objectives of the farming operation since only a minor percentage of the total inmates are engaged in this activity.

**DEPARTMENT OF CORRECTIONS—CALIFORNIA YOUTH AUTHORITY—
PRESTON SCHOOL OF INDUSTRY**

For Support of the Preston School of Industry from the General Fund

Item 84 of the Budget Bill and pages 141 to 146 of the Budget. The amount requested is \$1,259,599 for support from the General Fund, an increase of \$76,953 or 6.5 percent over estimated expenditures of \$1,182,646 in the 1947-48 Fiscal Year.

The amount budgeted for support last year was \$1,015,810. *This however, was supplemented by funds from executive orders totaling \$211,483.07. This latter amount represents 20.8 percent increase over the Governor's Budget as approved by the Legislature.*

Out of the total of \$211,483.07 in supplementary funds, \$74,170.64 was allocated for salary increases, \$53,300.43 resulted from adjustments incidental to effectuating the 40-hour week and \$70,345 was occasioned by added allowances due to commodity price increases. The sum of \$5,405 was allocated from the Emergency Fund for equipment while \$8,262 was a further Emergency Fund allotment.

Increases in estimated abatements and savings on salaries and wages were offsetting factors totaling \$24,970.07.

The increase of \$76,953 proposed for 1948-49 represents \$48,090 for normal salary increases and \$7,452 for salaries and wages for two proposed new positions. Increased operating expense items account for \$26,540, while equipment expenditures have advanced \$6,321.

The proposed requested new positions represent an increase in religious activity in establishing the two present half-time chaplain positions at full time positions at an annual added salary cost of \$4,512 plus the addition of a new position of institution fire marshall at a salary cost of \$2,640. The employment of seasonal help for proper care and pruning of orchards presents an added cost for salaries and wages totaling \$300.

Under the proposed budget, per capita costs will advance from \$1,806 per inmate in 1947-48 to \$1,866 in 1948-49, an increase of \$60 or 3.3 percent.

The average population is scheduled at 675 inmates for 1948-49, a gain of 20 or 3.1 percent over the 1947-48 figure of 655. The forecast is based on the full capacity figure for the institution of 710 inmates.

Recommendations

We recommend that Item 84 of the Budget Bill be reduced from \$1,259,599 to the amount of \$1,234,190 representing a reduction of \$25,409 consisting of the following:

Salaries and Wages—\$7,152 Reduction

1. The matter of increasing the chaplain services from two one-half time positions at Preston brings up the general policy question as to whether this will set a pattern and precedent for all other state institutions in the matter of a full-time religious program. It is felt that no increased service should be provided in this respect at the state expense. Local conditions rather indicate the need of some revamping in connection with some personnel presently serving the school, in this capacity. The clarification of the situation in this regard should provide for a better standard of service with the same numerical complement as now exists. *The sum of \$4,512 provided to increase this service should be accordingly deleted from salaries and wages.*

2. Deletion of the position of institution fire marshal effecting a salary saving of \$2,640. Here again we find a precedent setting policy that if followed to its ultimate conclusion will lead to a fire marshal as an item of the personnel complement in every state institution.

We are heartily in accord with a program of adequate fire protection. However, such a program can be both adequate and effective at a nominal cost. This is not a full-time activity at an institution and does not warrant an additional employee.

There appears no sound reason why the present management assisted by the chief engineer and the advisory services of the State Fire Marshal's Office cannot develop and maintain an adequate program of fire prevention and protection for the premises.

3. We suggest that the \$300 requested for seasonal help to cover the services of an experienced pruner to care for the seasonal requirement of the orchards and vineyards, be allocated to operating expense

rather than salaries and wages. When so allocated, it is recommended that a contractual arrangement be negotiated for the services of an experienced man who will supervise the pruning operation on an instructional basis, using Preston inmates to perform the actual services. Initial practice instruction could be given on some of the weaker tree stock scheduled for removal for replacement purposes. Thus some educational benefit would accrue from the procedure.

Operating Expense—\$18,000 Reduction

1. A new item of operating expense requires \$18,000 for parole clothing. This is in addition to the regular inmate clothing expenditure of \$50,800.

We question the policy in regard to this expenditure of \$18,000 for parole clothing as it is felt that such clothing should be provided by responsible family members or relatives as an incident to the basis for parole.

Even if the policy be approved to provide such clothing, the amount requested appears excessive by approximately \$6,600.

Experience in 1947 indicates about 369 inmates were paroled. At an average cost of \$30 per parolee this would require \$11,070. Allowing for a population increase of 3 percent the further sum of \$332 would be required, bringing the projected figure to \$11,402 as against the \$18,000 requested. Thus, in any event at least \$6,600 reduction is in order.

Equipment—\$257 Reduction

1. A request of \$257 is made for one transcribing machine, in order to establish a dictation pool.

The institution at the present time has one dictating machine on hand. This would give a total of two transcribers to three dictating machines, since two new dictating machines are being also requested. Normal pool services require one transcriber to three dictating machines. These machines, if manned by experienced operators will almost double production as the stenographic time now devoted to taking notes, would be devoted to transcribing. Experience indicates that no additional transcribers should be needed.

2. There is apparent need for more careful supervision over the use and maintenance of automotive equipment at the school, particularly among those units assigned to the Division of Plant Operation and Management. The proposed Budget reflects requests for replacement of six units for use of the above-mentioned division. Four of these to cost \$5,890 net, are commercial units with total individual mileages ranging only from 33,450 to 56,000 and current usage indicating mileage being accumulated at the rate of only 500 to 700 miles per month. Based on current replacement costs less trade-in values the average cost per mile for depreciation only is .0348 or about 3½ cents per mile. *This is an exorbitant premium to pay for the depreciation factor only, and merits immediate attention to forestall the new replacement equipment being so used and maintained as to result in similar costs.*

3. The farming and processing function at this institution reflects the best financial picture of any of the Youth Authority facilities in this regard. Total cost for the operation is scheduled at \$77,020 while accruals

are set at \$3,200 from sales of surplus products plus \$102,300 as the value of local production consumed. This results in a total return of \$105,500 against an operating cost of \$77,020, leaving a net return, figuratively speaking, of \$28,480. This compares favorably with the net return of \$24,260 for 1947-48 and indicates some progress. The total number of inmates assigned to the agricultural operation varies from about 10 to 15 percent of the total number of inmates at the institution.

We feel that a true accounting picture of this operation would materially assist in placing it on an even more advantageous plane of operation and render management an invaluable aid in determining the future status and scope of the various activities comprising the overall farm picture.

For Construction, Improvements, Repairs, and Equipment, Preston School of Industry, from the General Fund

Item 85 of the Budget Bill, page 146 of the Budget. The amount requested is \$21,150 for construction, improvements, repairs and equipment. The specific item are as follows:

Construct agricultural classroom building including boys' dressing room, showers, and farm office	\$5,000
Install drinking fountains on athletic field	650
Construct track for athletic field	2,000
Miscellaneous structural improvements recommended by Division of Industrial Safety	2,000
Install stainless steel wire window sash in security unit	7,500
Improve lighting, plumbing and sanitary facilities in academic school	4,000
Total, General Fund	\$21,150

Recommendation

We recommend approval of Item 85 in the amount of \$21,150 as submitted.

We question the validity of installing wire window sash of stainless steel in the security unit as an exorbitant expense.

Regular grills of galvanized wire should serve the purpose and effect a substantial savings in this item as stainless steel is still notoriously expensive.

**DEPARTMENT OF CORRECTIONS—CALIFORNIA YOUTH AUTHORITY—
LOS GUILUCOS SCHOOL FOR GIRLS**

For Support of the Los Guilacos School for Girls from the General Fund

Item 86 of the Budget Bill and pages 149 to 152 of the Budget. The amount requested is \$230,812 for support from the General Fund. This is an increase of \$14,133 or 6.52 percent over estimated expenditures of \$216,679 for the 1947-48 Fiscal Year.

The amount budgeted last year was \$191,577. This was supplemented by additional funds through the medium of executive orders and budget revisions totaling \$34,521. This latter amount represents an 18 percent increase over the Governor's Budget for 1947-48 as approved.

Out of the total of \$34,521 in supplementary funds, the sum of \$13,683 was for salary increases, \$3,482 resulted from increases due to advances in price and population. The remainder of \$17,356 was distributed as follows:

Emergency Fund	\$4,095
Ch. 1308/47	9,074
Emergency Fund	4,187
Total	\$17,356

Under the proposed Budget per capita costs will advance from \$1,970 per inmate in 1947-48 to \$2,007 in 1948-49, an increase of \$37 or 1.9 percent. The average population is scheduled at 115 inmates. This represents an increase of five inmates or 4.5 percent over the average 1947-48 population of 110.

The increase of \$14,133 in support proposed for 1948-49 results from a variant change in the three categories of expenditure. The major fluctuation is an advance of \$12,260 in salaries and wages due to normal salary increases. No new positions are proposed.

Operating expenses are scheduled to increase from \$68,642 in 1947-48 to \$73,609 in 1948-49, a gain of \$4,967 or 7.2 percent.

Equipment expense reflects a decline from \$14,856 to \$11,962, a difference of \$2,894 or 19.5 percent.

Recommendations

We recommend that Item 86 be reduced from \$230,812 to \$224,502 a reduction of \$6,310 consisting of the following:

Operating Expense—\$3,350 Reduction

1. A new item of operating expense appears under support and subsistence in the amount of \$3,350 for clothing for parolees. This item should be deleted. This is a school for younger girls and we feel that the provision of such clothing upon parole should be made by responsible family members. This should be as much a condition of the parole as the providing of a proper home or a job where the latter is indicated.

Further, even though the policy adopted by the Youth Authority in this connection be approved, we question the amount budgeted for the purpose. Expenditures for clothing are to average about \$30 per parolee according to the declared policy. Youth Authority reports indicate that departures on parole from this institution average about 5.6 inmates per month or 67 per year. On the basis of 6 per month, the yearly total would be 72. An allowance of \$30 for 75 parolees should therefore be more than ample and would require only \$2,250 as against the requested \$3,350. *This item should be reduced accordingly by \$1,000 if the policy is approved.*

We further suggest provided the above policy be approved, that such clothing be furnished only in those instances where the inmate has no personal resources or responsible relatives or family from whom such items may be expected to be required. This should materially reduce the amount actually expended for this purpose.

Equipment—\$2,960 Reduction

1. While state policy has been to consider automotive equipment eligible for replacement when it has reached 100,000 miles of operation, it is too apparent that this figure has become an arbitrary one and requests are being made throughout all agencies for the replacement of vehicles which will reach this mileage sometime during the forthcoming 1948-49 Fiscal Year even though it may not be until the last few months of the period or even as late as June, 1949. This practice ignores the real factors which should be governing influences in determining replacement. Those factors are the mechanical condition of the car, its current per mile operating cost, the cost of necessary repairs required to recondition the car, the reasonable added mileage to be realized from such repairs, and the cost for depreciation at the time of proposed replacement.

We believe the legislature should emphasize the need for a revision of policy and its application in this regard.

Replacements are requested under administration for 3 automotive units. We recommend that \$2,960 be deleted from the amount requested. Replacement of two of these units, a 1940 Chevrolet 1½ ton stake truck, and a 1942 Ford sedan for pool car use, can well be deferred until the 1949-50 budget is effective since these units will only register approximately 105,000 miles each as of 6-30-49, the last day of the 1948-49 Fiscal Year. Neither unit is subjected to a very extensive use, the pool car only averaging 1,100 miles per month and the truck only 600 miles per month or less than 150 miles per week.

This latter vehicle under such minor use should be in excellent condition if properly maintained, and good for at least double the 100,000-mile figure from an economical service standpoint.

We recommend a discontinuance of the Farming and Processing function unless it can be placed on at least a wholly self-supporting basis.

The present budget provides a total of \$15,367 for this item, consisting of \$8,767 in salaries and wages, \$4,800 operating expense and \$1,800 for equipment. Total returns from the operation consist of \$4,000 from sales of surplus products and \$10,900 as the value of local production consumed making total revenues of \$14,900. This leaves a deficiency of \$467. While the operation reflects improvement in that this deficiency is less than the \$3,105 operating loss of 1946-47 or that of \$6,143 for 1947-48, much remains yet to be accomplished to place the enterprise on a sound financial basis.

For Construction, Improvements, Repairs and Equipment, Los Guilucos School for Girls, from the General Fund

Item 87 of the Budget Bill, page 152 of the Budget. The amount requested is \$6,600.

Recommendation

We recommend approval of Item 87 in the amount of \$6,600 as submitted.

**DEPARTMENT OF CORRECTIONS—CALIFORNIA YOUTH AUTHORITY—
VENTURA SCHOOL FOR GIRLS**

For Support of the Ventura School for Girls, from the General Fund

Item 88 of the Budget Bill and pages 154 to 157 of the Budget. The amount requested is \$436,844 for support from the General Fund. This is an increase of \$41,084 or 10.4 percent over estimated expenditures of \$395,760 for the 1947-48 Fiscal Year.

The amount budgeted for support last year was \$350,914. This was supplemented by four budget revisions totaling \$65,511. This latter amount represents an 18.6 percent increase over the Governor's Budget as approved.

Under the proposed Budget per capita costs will advance from \$2,139 per inmate in 1947-48 to \$2,361 in 1948-49, an increase of \$222 or 10.4 percent. The average population for 1948-49 is scheduled at 185 inmates, which is the same figure as experienced in 1947-48.

The increase of \$41,084 in the proposed Budget stems from increases in all three categories of expenditure. The major portion of this increase results from an advance of \$33,296 or 11.9 percent in salary and wage costs. Operating expenses are up in the amount of \$10,950 or 9.5 percent. Equipment outlay reflects a 5.4 percent increase, amounting to \$1,038.

The advance in salary and wage costs of \$33,296 is attributable to increased salaries and wages for existing positions amounting to \$20,294 or 7.15 percent plus \$11,352 to cover the cost of four proposed new positions. Adjustments in estimated salary savings account for the small remaining difference. The four proposed new positions scheduled are as follows:

<i>Position classification</i>	<i>Salary</i>
1 Bookkeeping machine operator	\$2,280
2 Assistant head girls group supervisors	6,432
1 Graduate nurse	2,640
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4 Totals	\$11,352

The farming and processing function appears to be operating in a favorable trend at this institution. Total cost of the operation is scheduled at \$7,586. The value of local production consumed is estimated at \$12,000 providing a gross operating profit of \$4,414.

Recommendations

We recommend that Item 88 be reduced from \$436,844 to \$424,362, a reduction of \$12,482 consisting of the following:

Salaries and Wages—\$6,432 Reduction

1. Deletion of the two proposed new positions of Assistant Head Girls Group Supervisor, a salary savings of \$6,432.

These positions were requested on the basis of providing full 24-hour coverage on supervision of girls group supervisors on three shifts and would give the agency one head girls group supervisor and three assistants. *The additions requested are excessive and will further increase the ratio of custodial strength to inmates at this institution where the ratios are already excessive.*

At present the ratio is one custodial officer for every 3.93 inmates, which is by far the greatest coverage provided by any of the Youth Authority facilities. With the added personnel requested, this ratio would be further distorted to one custodial officer for every 3.77 inmates. As a matter of fact, the foregoing ratios take into consideration only the custodial staff assigned to the care and welfare function and do not acknowledge the 13 additional girls group supervisors assigned to support and subsistence. *The latter addition brings the present ratio to one custodial officer for each 3.08 inmates. Herein lies one of the reasons for excessive per capita costs.* The desired objective can be accomplished by a reclassification of two existing group supervisor positions to provide added compensation for the supervising responsibility and by assigning active posts to such supervisors. Such reclassifications would cost approximately \$888 in added salaries and wages, leaving a net saving of \$5,544.

The major portion of supervisory planning should be accomplished by the head girls group supervisor. As a practical matter the amount of actual supervision exercised by assistant group supervisors is negligible since the functions of the supervisors are routine, and the ratio of head assistant group supervisors to group supervisors would be approximately only one to 11.

Operating Expense—\$5,000 Reduction

1. A new item of *operating expense appears under support and subsistence in the amount of \$5,000 for parole clothing.* We again question the policy of making this provision, as it is felt that this matter should properly be placed on responsible relatives or family, effecting a saving of \$5,000.

If the policy is approved, the amount requested appears ample to provide for every parolee. A practical application of the policy should result in substantial savings. Consideration should be given to placing this assistance on a reimbursement basis.

Equipment—\$1,050 Reduction

2. Deletion of \$1,050 requested for an automobile replacement is recommended. *The car to be replaced is indicated to be a 1944 Plymouth sedan with total mileage of 38,000 as of November 1, 1947, and scheduled monthly mileage of only 950 miles per month.* Neither the age nor the mileage justify replacement. A major overhaul if needed, should result in much additional economical service from this vehicle.

**For Construction, Improvements, Repairs, and Equipment, Ventura
School for Girls from the General Fund**

Item 89 of the Budget Bill and page 157 of the Budget. The amount requested is \$1,000 from the General Fund. This is to cover expenditures of \$500 to rebuild a lath house and a like amount to install bins and shelves in the commissary.

Recommendation

We recommend approval in the amount of \$1,000 as requested.