

during the budgeted fiscal year. Many of the districts are not sufficiently active and at least ten of the fifty-four are quite inactive. The service rendered should be critically reviewed in the next Budget to determine its effect upon the condition of the various soil conservation districts. There should also be demonstrated a greater degree of coordination between the farm advisers in the counties and the efforts of the Soil Conservation Commission.

We recommend approval of one of the two proposed new positions of field representatives. This would result in a saving of \$4,740 in salary, \$2,273 in equipment, and approximately \$2,245 in operating expense for the 1949-50 Fiscal Year. Should technological assistance be required by the soil conservation districts beyond the capacity of the staff of the commission, the commission should be permitted to supply qualified personnel on a reimbursement contract with the conservation districts.

DEPARTMENT OF CORRECTIONS—DEPARTMENTAL ADMINISTRATION

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

Item 48, pages 7 and 8 of the Budget Bill and pages 78 through 81 of the Budget. The amount requested is \$229,487 from the General Fund for support of Departmental Administration, Department of Corrections. This is an increase of \$30,475 or 15.3 percent over the amount of \$199,012 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service :		
Salaries and wages -----	\$16,157	78
Operating expense -----	—3,598	79
Equipment -----	1,818	79
	<hr/>	
Reimbursements (subtract) -----	\$14,377	
	+215	
	<hr/>	
	\$14,162	
Budgeted increase for new or expanded service :		
Salaries and wages -----	\$12,270	78
Operating expense -----	1,693	79
Equipment -----	2,350	79
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Total -----	\$16,313	

Recommendations

Amount budgeted -----	\$229,487
Legislative Auditor's recommendations -----	\$200,027
	<hr/>
Reduction -----	\$29,460

Analysis

The above recommended reduction of \$29,460 consists of the deletion of 7 of the 10 proposed new positions with corresponding adjustments

in operating expense and equipment. The positions which we recommend be disallowed are as follows:

<i>Position</i>	<i>Salary</i>	<i>Operating expense</i>	<i>Equipment</i>
* 1 Bookkeeper, Grade 1-----	\$2,844	a	—
* 1 Intermediate typist-clerk-----	2,420	a	\$271
1 Supervising clerk, Grade 1-----	3,060	\$110	137
* 1 Intermediate file clerk-----	2,510	a	—
1 Supervisor of physical education and recreation-----	4,494	833	1,937
1 Departmental training officer-----	5,496	833	1,937
1 Intermediate stenographer-clerk-----	2,280	27	271
	<hr/>		
	\$23,104	\$1,803	\$4,553
			1,803
			<hr/>
			23,104
			<hr/>
Total Reduction-----			\$29,460

* *These positions were approved in the 1948-49 Budget for one year only contingent upon work load incidental to the establishment and functions of the Crime Commissions.*

^a Operating expense amounts to be determined on staff level.

Salaries and Wages

The cost of salaries and wages for 1949-50 totals \$190,938 and represents an advance of \$28,427 or 17.49 percent over the 1948-49 figure of \$162,511. This added cost constitutes 93 percent or practically the entire advance of \$30,475 in this Budget.

The increased cost of salaries and wages of \$28,427 results primarily from the cost of 10 proposed new positions and three reclassifications at a salary cost of \$31,486. An offset occurs in the amount of \$3,059 representing a reduction in the budgeted cost of continuing 37 presently established positions. The 37 positions now authorized represent a decline of four positions. However, three positions are deleted from the count as presently authorized positions due to the fact they were set up in the 1948-49 Budget to be allowed temporarily only until June 30, 1949. These same three positions are included in the request for 10 proposed new positions. The fourth position reduction is occasioned by a transfer of a bus driver position from administration to that of the Folsom State Prison.

The net effect of these changes is therefore a request to continue three temporarily authorized positions set up in the 1948-49 Budget and to allow seven strictly new additional positions.

It should be noted that the addition of the seven strictly new positions represents an increase in administration staffing of 17 percent and amounts to a 14.59 percent increase in administrative costs for salaries and wages over the 1948-49 Fiscal Year. When these percentage increases are compared to the forecasted population in the adult prison facilities, we find that the population increase is set at only 8.03 percent. *Thus we have administrative costs for salaries and wages alone going up about twice as much as the percentage increase in population at the facilities supervised. This is a completely erroneous trend, since normally with proper management it may be expected that administrative per capita costs should decline with advances in population.* The opposite result is achieved here inasmuch as 1948-49 per capita costs for administration salaries amounted to \$16.11 while the 1949-50 Budget increases this figure to \$17.52, an advance of 8.75 percent.

Even if we assume that an 8 percent advance in overall institutions population contributes to an 8 percent increase in administration workload (and normally this is not strictly true), then at best there can be justification numerically for but three additional positions.

Proposed New Positions—Business Office

1 Accountant-auditor, grade 1----- \$3,060 (salary only)

This position is requested by the agency in order to relieve the deputy director-comptroller of much detail work, and thus permit more attention to be given to policy matters and other items requiring field attention.

Recommendation

Approve the position. An administrative survey by the Department of Finance indicates that the establishment of this position is warranted. However, we desire to point out that this additional position represents a substantial increase in staffing for the accounting function since one semi-senior accountant position was allowed in the 1948-49 Budget. This latter position has been vacant for the past five months and was just recently filled.

1 Bookkeeper, grade 1----- \$2,844 (salary only)

This position was allowed only to June 30, 1949, and is now requested on a continued permanent basis.

The original request supporting the establishment of this position was premised upon work load incidental to the establishment of the crime commissions.

Recommendation

Delete the position. Since these commissions are to expire on June 30, 1949, this position should be deleted.

In the event any consideration is given to the continuation of the commissions the legislation so doing should carry its own support appropriation and no part of the costs thereof should be charged to departmental administration since they do not constitute a proper levy against prison administration.

1 Intermediate typist-clerk----- \$2,160 (salary only)

This position was allowed only until June 30, 1949, and is now requested to be continued on a permanent basis.

The original request supporting the establishment of this position was premised upon work load incidental to the establishment of the crime commissions.

Recommendation

Delete the position. Since these commissions are to expire on June 30, 1949, the position should be deleted.

In the event any consideration is given to the continuation of these commissions the legislation so doing should carry its own support appropriation and no part of the cost thereof should be charged to departmental administration, since such costs do not constitute a proper levy against prison administration.

Proposed New Positions—General Office

1 Supervising clerk, grade 1----- \$3,060 (salary only)

This position is requested to afford supervision over the central inmate files covering time computations and discharge documents on all inmates having parole status, posting of official actions affecting a prisoner's sentence and making of official certifications to judges and district attorneys.

The supervision phases of the position will cover only three people according to the justification, namely one senior file clerk, one intermediate file clerk, and one intermediate typist-clerk.

Recommendation

Delete the position. The nature of the work load in the central inmate file is directly related to the number of files covering inmates and parolees. Therefore any additional staffing for this unit should bear some proportionate relationship to the increase in prison population and the increase in the number of parolees under supervision.

In 1947-48 the average daily prison population was 9,136 inmates. In 1949-50 it is estimated that this figure will advance to 10,896 inmates, an increase of 19.26 percent.

In 1947-48 the average parole case load was 3,070. In 1949-50 it is estimated that this figure will advance to 3,838, an increase of 768 or 25 percent.

In 1947-48, the general office function had a staff of four positions, namely:

- 2 Senior file clerks
- 1 Intermediate file clerk
- 1 Intermediate clerk

4 Total

Based on forecasted increases of prison and parole population of 19 and 25 percent respectively in 1949-50, over actual figures of 1947-48, it is obvious that additional staffing for this unit, in order to maintain the same level of service, would at the most, justify only one additional position. It should also be pointed out that due to vacancies in 1947-48 actually only 3.4 man-years of work was processed, therefore a full complement of five positions including one proposed new position will adequately provide for the increased work load since this would represent an increase of 1.6 man-years or 47 percent in potential available clerical man-years.

The agency states that the requested positions will have supervision over only three employees. This number is inadequate to justify a supervising position classification. While we are in accord with the granting of one additional position in this unit, it is more appropriate from a staffing standpoint that a lower classification be used.

Since the agency is requesting three other positions in the same function of "General Office," two of which are an intermediate file clerk, and one intermediate typist-clerk, we recommend that either one of these latter positions be granted in lieu of the requested position of supervising clerk. A savings of at least \$550 in salaries and wages will result from the substitution.

Deletion of the requested position will effect a savings as follows :

Salaries and wages-----	\$3,060
Operating expenses -----	110
Equipment -----	137
Total -----	\$3,307

1 Intermediate typist-clerk----- \$2,160 (salary only)

This position is requested to perform typing in connection with the central inmate files and will also assist in filing operations.

Recommendation

Approve the position. The work load basis justifying one additional position in the general office function has been discussed under the request for the preceding position of supervising clerk, grade 1.

We recommend deletion of that position and substitution of a lower classification such as the present position under discussion. A salary saving of \$900 will result from substitution of this position in lieu of that of a supervising clerk.

1 Intermediate file clerk----- \$2,510 (salary only)

The above position was authorized through June 30, 1949, incidental to increased work load contingent upon the activities of the crime commissions.

Recommendation

Delete the position. Since these commissions are scheduled to terminate, this position should be eliminated from the departmental administration budget.

In the event any consideration is given to a continuation of the crime commissions, the legislation so authorizing should provide for support funds and the cost thereof should be shown separately and not be a charge against administrative support covering the prison program.

1 Intermediate clerk ----- \$2,160 (salary only)

This position is requested to act primarily as a departmental messenger, assist the statistical section, handle and prepare mail, and do routine personnel clerical work.

Recommendation

Approve the position. The position will provide for the consolidation of many routine functions now being performed by various other personnel, and thus permit more attention to some of the specialized functions.

Proposed New Positions—Classification

1 Supervisor of physical education and recreation. \$4,494 (salary only)

While this position is requested as a new position in the administration budget, it is actually a position already established in the Budget of San Quentin Prison. It is now proposed to transfer this position from the latter budget to that of departmental administration.

This position is requested to plan and coordinate employee physical training programs in the several institutions and prisons. It is stated that since the position really serves all institutions rather than just San

Quentin, it is desired to transfer the support thereof to departmental administration.

Recommendation

Delete the position. *This position is an unnecessary intermediate step of supervision in the physical education program.*

Each institution is staffed with an athletic coach and instructor of physical education and in most cases with an assistant to this position.

If the present incumbents in these positions measure up to the specifications of their positions as outlined by the Personnel Board they are entirely capable of planning all essential athletic programs.

There is no evidence that it is necessary to further coordinate these respective programs. Adequate supervision could be maintained by regularly submitted reports from the athletic coaches to the warden of the institution with copies going to the director of the department or his deputy.

An examination of the civil service specifications for the position of athletic coach and instructor of physical education, clearly indicates that the successful applicant must be able to "Plan physical education programs * * * and to plan and administer programs of special corrective gymnastics," etc.

It should be noted that this position was created last August through a reclassification of one of the athletic coach positions at San Quentin. The incumbent who received the appointment has been unable to qualify pursuant to a civil service examination and the position is now vacant.

Under the circumstances elimination of this position is both desirable and practicable.

The total savings which would result are:

Salary and wages-----	\$4,494
Operating expense-----	833
Equipment (includes \$1,800 for auto)-----	1,937

\$7,264

Proposed New Positions—Consulting and Coordinating

1 Departmental training officer-----\$5,496 (salary only)

This position is requested in order to provide a full time training officer directly responsible to the director. It is contemplated to develop an in-service training program in connection with supervisorial custodial staffs and other prison personnel as required. The duties of the position would include:

1. Prepare training manuals and plan teaching aids.
2. Conduct teacher training institutes.
3. Assist institutions in coordinating training and institutional operations.
4. Make job analyses for determining training needs.
5. Make objective evaluations of the training program and recruitment methods.

Recommendation

Delete the position. The duties outlined should be handled by the presently existing position of departmental personnel officer.

Personnel training is a major requisite of a personnel officer's function, particularly where major recruitment is handled by a separate agency such as exists in state government, namely the Personnel Board.

The efforts of the present position of departmental personnel officer should be directed primarily toward planning and instituting a training program to meet the requirements of the department, leaving routine processing and regular documentary matters to the present personnel staff consisting of one junior personnel technician and three clerical positions.

A separate specialization of the training function aside from the regular duties of a personnel officer is only justifiable where the training requires primarily special technological skills not contemplated in the abilities of a personnel officer, or where both recruitment and training are the direct responsibility of one organization.

Neither condition is applicable in the present situation. *Attention is directed to the fact that the present departmental personnel officer is a Grade 2, having been upgraded during the 1947-48 Fiscal Year.*

Particular attention is directed to the fact that the major supporting considerations for the reclassification were based upon the demands for activating and supervising an in-service training program.

After accomplishing the upgrading, the agency now requests an additional position to perform the duties that formed the basis for the reclassification in the existing position.

Deletion of the position will effect savings as follows:

Salaries and wages-----	\$5,496
Operating expenses-----	833
Equipment (includes \$1,800 for auto)-----	1,937
Total-----	<u>\$8,266</u>

We suggest that full consideration be given to the possibility of securing training advice and guidance, through the Division of Vocational Education of the State Department of Education, as well as assistance from the Personnel Board through the media of their in-service training program.

1 Intermediate stenographer-clerk -----\$2,280 (salary only)

This position request is for a pool stenographer to work under the associate mechanical engineer, the food administrator and two new positions originally proposed, one a consultant in prison planning, and the other a medical administrative aid. These latter two positions were deleted from consideration by the Department of Finance.

Recommendation

Delete the position. Present staffing provides for two intermediate stenographer-clerks in the consulting and coordinating function. Under a pool arrangement this should be ample to handle the requirements of the present staffing of five administrative and field positions.

The original request for this position was premised upon additional staffing which has since been deleted. *The agency states that it has no statistical data available on the basis of work load to support this position request.*

Elimination of this position will effect savings as follows:

Salaries and wages-----	\$2,280
Operating expenses-----	27
Equipment-----	271
Total-----	<u>\$2,578</u>

Operating Expenses

Operating expenses are scheduled to decline from \$33,800 in 1948-49 to \$31,895 in 1949-50, a decrease of \$1,905 or 5.6 percent.

This is simply a paper transaction decrease occasioned by the transfer of operating expenses for the departmental bus operation from the budget of Departmental Administration to the budget of Folsom State Prison. This item amounted to \$6,000 in 1948-49 and is scheduled at \$7,500 in the budget for Folsom Prison for 1949-50.

Excluding this item, the remaining comparable items of operating expenses show an increase in the amount of \$4,095 or 14.7 percent.

A decrease of \$1,300 in printing costs is offset by an increase of \$1,355 in telephone and telegraph costs. Some savings should be effected on this latter item since the increase over 1947-48 exceeds the rate increase for toll charges plus increases allowable for increased staffing.

Recommended deletions in operating expense items are contingent upon deletions of proposed new positions, and total \$1,803.

Equipment

Equipment costs are forecasted at \$11,484 for 1949-50. This represents an increase of \$4,168 or 57 percent over 1948-49 estimated expenditures.

Additional items account for \$10,541 or 91.7 percent of the total equipment expenditures. The major portion of additional equipment expenditures consists of \$5,600 for additional automotive equipment while \$4,491 is scheduled for additional office equipment.

The major portion of all additional items of equipment are contingent upon proposed new positions and will be appropriate if these positions are allowed.

Recommended deletions in equipment are all contingent upon deletions in proposed new positions and total \$4,553.

For Transportation of Prisoners to and Between State Prisons, Including the Return of Parole Violators to Prisons from the General Fund

Item 49, page 8 of the Budget Bill and page 80 of the Budget. The amount requested is \$125,000 from the General Fund for other current expenses covering the transportation of prisoners. This is the same amount estimated to be expended in the 1948-49 Fiscal Year.

Recommendations

Amount budgeted	\$125,000
Legislative Auditor's recommendations	\$125,000
Reduction	None

Analysis

The expenditure is limited to the purpose indicated by the terms of the appropriation bill. In 1948-49 a total of \$139,500 was appropriated for this purpose. Estimated savings will amount to \$14,500 resulting in a net total expenditure of \$125,000, the same amount as is being requested for 1949-50.

For Expenses of Returning Fugitives from Justice from Outside the State from the General Fund

Item 50, page 8 of the Budget Bill and page 80 of the Budget. The amount requested is \$160,000 from the General Fund for expenses of returning fugitives from justice. This is the same amount as was estimated to be expended in the 1948-49 Fiscal Year.

Recommendations

Amount budgeted	\$160,000
Legislative Auditor's recommendations.....	\$160,000
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Reduction	None

Analysis

The Budget Act appropriation for the 1948-49 Fiscal Year was in the amount of \$100,000. This, however, was found to be insufficient necessitating an allocation from the Emergency Fund in the amount of \$60,000 bringing the total expenditure for 1948-49 up to the same amount as is now requested for the 1949-50 Fiscal Year.

For Court Costs and County Charges, Payable Under Section 4700 of the Penal Code, in Connection with Trials of Inmates Charged with the Commission of a Crime While Confined in a State Institution Under the Jurisdiction of Department of Corrections from the General Fund

Item 51, page 8 of the Budget Bill and page 80 of the Budget. The amount requested is \$10,000 from the General Fund for other current expenses for departmental administration of the Department of Corrections. This is the same amount as was estimated to be expended in the 1948-49 Fiscal Year.

Recommendations

Amount budgeted	\$10,000
Legislative Auditor's recommendations.....	\$10,000
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Reduction	None

DEPARTMENT OF CORRECTIONS—BOARD OF CORRECTIONS

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

Item 52, page 8 of the Budget Bill and pages 82 and 83 of the Budget. The amount requested is \$57,734 from the General Fund for support of the Board of Corrections. This is a decrease of \$106,607 or 65.2 percent under the amount of \$164,341 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages.....	—\$65,052	82
Operating expense	—41,555	82
Equipment		
Total	—\$106,607	
Budgeted increase for new or expanded service:		
None		

Recommendations

Amount budgeted	\$57,734
Legislative Auditor's recommendations	\$800
Reduction	\$56,934

Analysis

Salaries and Wages

The proposed Budget contemplates a reduction in staff for the special commissions studying crime. The presently authorized 23 positions would be reduced to seven with a corresponding reduction in salary and wage costs from \$105,336 in 1948-49 to \$40,284 in 1949-50. This represents a decrease of \$65,052 or 61.75 percent.

Included in the proposed reduced staff is an additional \$2,500 to cover salaries and wages for .2 of a man-year to increase the present part-time position of counsel to a full-time position.

Operating Expenses

Operating expenses are scheduled to decline from \$57,705 in 1948-49 to \$16,150 in 1949-50, a decrease of \$41,555 or 71 percent.

Equipment

Equipment expenditures are projected to remain at \$500 for additional miscellaneous office equipment, the same amount as estimated to be expended in 1948-49.

The Legislative Auditor's recommendation that the support budget be reduced from \$57,734 to \$800 is predicated upon deletion of the crime commissions and all costs incidental thereto as of the close of business June 30, 1949. The \$800 approved is for support for board conferences.

The present budget request intends a continuation of the work of the crime commissions on a reduced scale. In effect it provides for another body to conduct and stimulate study and research in the various fields and trends of crime.

According to the justification submitted, one of the objectives of the staff function would be to "encourage and stimulate the cooperation and direct participation of the Attorney General, and the Department of Justice, the Judicial Council"—etc. "in the research and study program of the board."

This is a duplication in a large measure of an assignment for which other research and statistical bodies have already been set up to perform.

The State already has a statistical unit in the Judicial Council plus another statistical unit in the Department of Justice, both of which are supposed to be engaged in research studies and the compilation of statistics and reports in connection with crime. The unit in the Department of Justice is supposed to serve both the Youth Authority, and the Adult Authority.

The justification for a continuation of the work of the crime commissions clearly indicates that the present proposed personnel do not intend to actually do the work of research involved. Rather they are to "solicit the staff, technical assistance and actually participate in its work—of other appropriate public or private agencies in assembling and

organizing appropriate research and/or statistical data," according to their own statements.

We can see no need for another so-called coordinating agency to step into the crime research picture. Additions to the staff of the present research and statistical unit in the Department of Justice are being sought in order to process a backlog of factual material and make studies thereon. There is no need at the present for another agency to develop additional work load by attempting to direct or have undertaken additional studies.

Attention is directed to the level of the staffing proposed in the 1949-50 budget:

1 Executive officer, salary-----	\$8,500
1 Chief investigator, salary-----	10,000
1 Counsel, salary -----	10,000
Total -----	\$28,500

In addition to the above, four stenographer-clerk positions are provided.

The staffing arrangement suggests three generals and no army. We would like to inquire why the chief investigator should receive a larger salary than the executive officer, who it is stated is to be responsible to the Board of Corrections and is to execute the policies, established by the board.

Further inquiry is made as to why have a chief investigator, with no staff to be chief of? This is a top level administrative and investigative position and necessarily implies that he is to direct investigations and have administrative and functional control thereof. How can this be done without an investigative staff?

If the chief investigator is to be a field man a substantially lower salary range would be in order.

The entire staffing arrangement plus the indicated scope of the intended activities justifies deletion of this item in its entirety, with the exception of \$800 for support for board conferences. This latter item should then be returned to the Budget for departmental administration as it appeared before the inception of the crime commissions.

For Other Current Expenses from the General Fund

Item 53, page 8 of the Budget Bill and page 83 of the Budget. The amount requested is \$45,000 from the General Fund for other current expenses for the Board of Corrections. This is a decrease of \$5,000 or 10 percent under the amount of \$50,000 estimated to be expended in the 1948-49 Fiscal Year.

Recommendations

Amount budgeted -----	\$45,000
Legislative Auditor's recommendations-----	-----
Reduction -----	\$45,000

Analysis

These funds are requested for payment of compensation, fees, and expenses involved in obtaining confidential information for the special crime commissions.

In line with our recommendation for deletion of the crime commission budget in its entirety, it follows that the funds requested herein will accordingly be unnecessary.

However, even in the event that a continuation of the crime commission activities are authorized, it should be unnecessary to expend this sizeable sum for the purpose intended.

Consideration should be given to securing the same information through the process of a legislative committee with greater facility by offering legislative immunity.

In the event such funds are authorized we recommend that all expenditures therefrom be audited monthly by the Department of Finance, the reasonableness thereof be determined, and a full report thereof be submitted to the next session of the Legislature.

DEPARTMENT OF CORRECTIONS—THE MEDICAL FACILITY

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

Item 54, page 9 of the Budget Bill and page 85 of the Budget. The amount requested is \$14,040 from the General Fund for support of the Medical Facility. This is an increase of \$5,580 or 65.95 percent over the amount of \$8,460 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages -----	\$3,330	85
Operating expenses -----	3,950	85
Equipment -----	—1,700	85
	<u>\$5,580</u>	
Budgeted increase for new or expanded service:		
None -----		

Recommendations

Amount budgeted -----	\$14,040
Legislative Auditor's recommendations -----	14,040
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Reduction -----	None

Analysis

The proposed budget is a continuation of the presently authorized position of Medical Superintendent to plan the institution. This position is scheduled to be effective January 1, 1949 and therefore is budgeted for only a half a year in the 1948-49 Budget. The increase is therefore attributable to the 1949-50 Budget reflecting a full year's operation.

The allowance of \$1,700 for traveling in 1949-50 appears excessive and it is 41 percent above the monthly rate estimated for the six-month period in 1948-49. Some savings should result if the 1948-49 estimate proves reasonably accurate.

DEPARTMENT OF CORRECTIONS—INSTITUTION FOR MEN, CHINO

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

Item 55, page 9 of the Budget Bill and pages 86 to 91, inclusive, of the Budget. The amount requested is \$1,625,216 from the General Fund

for support of the Institution for Men, Chino, including camp operations. This is an increase of \$138,239 or 9.2 percent over the amount of \$1,486,977 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages -----	\$89,030	86
Operating expense -----	72,100	86
Equipment -----	—31,199	86
Add: Increased inmate pay -----	11,550	86
	<hr/> \$141,481	
Less: Increased reimbursements -----	9,920	87
	<hr/> \$131,561	
Less: Increased payments from other agencies--	43,800	86
	<hr/> \$87,761	
Budgeted increase for new or expanded service:		
Salaries and wages -----	\$24,982	86
Operating expenses -----	6,400	86
Equipment -----	19,096	86
	<hr/> \$50,478	

Recommendations

Amount budgeted -----	\$1,625,216
Legislative Auditor's recommendations -----	\$1,547,029
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Reduction -----	\$78,187

The total recommended reduction of \$78,187 consists of the following items:

Salaries and Wages

10 Correctional officer positions -----	\$30,600
1 Intermediate stenographer-clerk -----	2,280
1 Assistant supervising institution cook -----	2,916
2 Parole officers -----	6,432
5 Intermediate typist-clerks -----	11,500
1 Assistant athletic coach and instructor -----	3,216
Chaplain -----	1,966
2 Stationary firemen -----	5,040
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Recommended reductions, salaries and wages -----	\$63,950

Operating Expenses

Reductions are contingent upon recommended deletion of positions.

Equipment

2 Pickup trucks -----	\$2,600
Replacement automobile -----	750
Meat saw, power, band type -----	460
225 Badges -----	1,757
Additional items for improved services -----	8,670
	<hr/>
Recommended reductions, equipment -----	\$14,237

Analysis

	Per Capita Costs							
	1947-48	1948-49	Increase		1949-50	Increase		
			Amount	Percent		Amount	Percent	
Institution population	790	1,182	392	49.6	1,319	137	11.6	
Per capita cost -----	\$1,302	\$1,223	\$-79	-6	\$1,201	\$-22	-1.8	
Forestry camp population -----	110	100	-10	-9	145	45	45	
* Per capita cost -----	\$840	\$827	\$-13	-1.5	\$786	\$-41	-5	

* Excludes inmate pay.

Per capita costs reflect a continued decline due to population increases. Institution population increased 49.6 percent in 1948-49 over 1947-48. During the same period per capita costs dropped \$79 or 6 percent. A further increase of 137 inmates or 11.6 percent in population is forecasted for 1949-50 bringing the total to 1,319 inmates. At the same time per capita costs are scheduled to decline \$22 or 1.8 percent, going from \$1,223 in 1948-49 to \$1,201 in 1949-50. The same general trend holds true for forestry camp operations.

Salaries and Wages

Salaries and wages are scheduled at \$983,514 for 1949-50. This is an increase of \$114,012 or 13.1 percent over the amount of \$869,502 estimated to be expended in the 1948-49 Fiscal Year.

The net increase of \$114,012 in salaries and wages is attributable to the following:

- (a) \$17,990 for normal salary adjustments to continue the presently authorized 280.6 positions.
- (b) \$51,630 for salaries and wages for 35 new correctional officer positions inserted in the 1948-49 Budget effective as of January 1, 1949.
- (c) \$55,442 for salaries and wages for 19.5 proposed new positions and 1 reclassification, an increase in staffing of 6.9 percent.

The total real budgeted increase is therefore \$125,062, but this is offset by an estimated increase in salary savings of \$11,050 bringing the net increase to \$114,012.

Attention is directed to the fact that in computing the staffing requirements for custodial positions an allowance of eight days per year per position is made for relief for sick leave and another eight days per year per position is made for relief for in-service training.

This results in an added cost for salaries and wages alone in providing for an additional 10 correctional officers positions at \$30,600 at this institution.

This entire charge should be deleted. The policy of providing such relief positions is entirely at variance with normal employment practices of the State.

Absences due to such leave should be covered by absorbing the work load in existing staff on duty.

In-service training should be handled by either an allotment of time during regular working hours, or by a voluntary contribution on the part of employees of a small amount of their own time, or a combination of both.

The following new positions are proposed :

Administration	
Reclassification of one intermediate account clerk to senior account clerk -----	\$182
1 Intermediate stenographer clerk -----	2,280
Support and Subsistence	
1 Assistant supervising institution cook -----	2,916
Care and Welfare	
1 Senior sociologist -----	4,512
2 Parole officers, Grade 1 -----	6,432
3 Intermediate typist-clerks -----	7,180
(Extension of positions allowed to June 30, 1949)	
2 Intermediate typist-clerks -----	4,320
1 Educational interne (2 individuals part time) -----	1,920
1 Assistant athletic coach and instructor in physical education -----	3,216
5 Chaplain (increase from one-half to full-time) -----	1,966
Maintenance and Operation of Plant	
2 Stationary firemen -----	5,040
Institution fire fighter (3 intermittent) -----	900
Camps	
1 Prison camp supervisor, Grade 2 -----	3,540
4 Corrections officers -----	11,088
19.5 positions	Total \$55,442

The merits and specific recommendations in connection with each of these new position requests are stated as follows :

1 Intermediate stenographer-clerk ----- \$2,280 (salary only)

The position is requested for routine typing and clerical assistance in the business and accounting office function.

Recommendation

Delete the position. There appears no valid reason why this type of work cannot be effectively delegated to inmate assistance.

The basic policy behind the present prison program is rehabilitation of the individual so that he may become a useful citizen, and take his place as a working and productive member of society. To this end we spend hundreds of thousands of dollars annually for various educational and vocational programs in our penal institutions and for psychological, psychiatric, and sociological tests to determine and analyze aptitudes, characteristics, and deficiencies so that we may develop the inmate and his work habits into an acceptable component of society in general—so that he may be able upon release to go out and hold down a position by working for others.

It is about time that the institutions themselves became classified as acceptable employers and practiced what they preach.

Chino is acknowledged to be, and classified as, "a minimum custody institution for inmates who are expected to profit from agricultural and vocational training programs."

Certainly out of 1,319 inmates there is sufficient potential clerical assistance to materially aid in carrying much of the routine clerical functions in the institutional operation.

Further, we desire to point out that from a staffing standpoint *this institution already has eight clerical positions in the Business and Accounting office as compared to only five such positions at Folsom, which has over twice the inmate population of Chino.*

1 Assistant supervising institution cook-----\$2,916 (salary only)

The agency in requesting this position states that "the present number of employees under the direction of the Prison Food Manager and Steward is not sufficient to supply coverage by personnel considered necessary."

Recommendation

Delete the position. The computation of the time required for post coverage as submitted by the agency makes a deduction of eight days per year for sick leave, and eight days per year for in-service training for each of nine positions under feeding. This is a total deduction of 144 effective working days, or the equivalent of two-thirds of the working time of a position that should not be chargeable to post coverage.

Sick leave is not like a vacation that is given as an earned right to leave, irrespective of need. The normal practice in a supervising function is that occasional absences due to sickness will be absorbed by remaining staff or the duties carried over if possible until the ill employee returns.

The policy of allowing an extra eight days per employee for post coverage due to in-service training is also not to be recommended.

In-service training programs should generally be so administered as to be absorbed in the regular operating function by being given during normally slack hours and for short intervals.

Attention is also directed to the fact that under civil service the annual salary increases provided for in the various salary ranges are contingent upon appropriate efficiency rating of the employee.

It should thus be incumbent upon the employee to demonstrate some efficiency in making his service more valuable to the state by participating in an in-service training program on his own time to some extent.

In any event the basic premise for this position request is not justified when comparison is again made with Folsom Prison. *Here, with an institution twice the size only five assistant institution cooks are provided. This is the same number as provided at Chino with less than half the population.*

Further we are advised that the prison food manager does not handle one of the supervising shifts. There appears no valid reason why his services cannot be utilized to some extent to provide some coverage left open by illness or vacation.

The increase in population at the institution does not warrant any additional civil service feeding staff.

Attention is directed to the fact that in the 1947-48 Budget for this facility a request was made for two such positions of assistant supervising cook. At that time the institution had two such positions already authorized. The two additional positions were allowed bringing the total to four.

An examination of the justification by the Department of Finance made at that time to support the request shows the following statement:

"The positions are needed to provide full supervision coverage including relief in the main kitchen and personnel kitchen during the 14-15 hours kitchens are in operation. Heretofore, excessive overtime was required or inmate help relied upon."

It is thus obvious that the same justification is again being used to support a request for another position for the same function for which adequate provision has already been made.

Deletion of the position will permit the same level of service as obtained in the 1948-49 Fiscal Year. Consideration also should be given to reducing the present force by one.

1 Senior sociologist..... \$4,512 (salary only)

This position is requested to interview inmates concerning family status as it may affect their adjustment to prison and parole, and to coordinate and give technical guidance to parole officers.

Recommendation

Approve the position. The size of the institution and the work load and program contemplated warrant the addition of a sociologist to the staff at this time.

2 Parole officers, grade 1..... \$6,432 (salary only)

One of the above positions is requested to provide for interviews with inmates transferred to Chino in order to complete case histories prior to the inmates appearance before the classification committee.

The second position is requested in order to provide vacation and sick relief.

Recommendation

Delete the positions. The increase in institution population of 11 percent does not warrant a 40 percent increase in parole officers.

There appears some overlap in the functioning of the sociologist position recommended to be established and that of the functions outlined for the presently proposed parole officer. Further the work load data as set forth for the sociologist position indicates that the full time of that position will not be utilized strictly within its function. There will, therefore, be an opportunity to afford some assistance to parole officers since some phases of the work are closely allied.

The matter of vacation relief for this class of employee should be absorbed as a matter of general staffing. Addition position should not necessarily be established to cover vacation relief aside from certain custodial posts that cannot be left unattended. Furthermore, vacation relief for five parole officer positions amounts to only 15 work weeks and obviously does not warrant an additional position.

5 Intermediate typist-clerks \$11,500 (salary only)

Three of these positions were approved in the 1948-49 Budget as temporary positions until June 30, 1949. They are now being requested to be made permanent. Two strictly new positions are also requested.

Recommendation

Delete the positions. These positions were originally set up to replace inmate help on the basis of one civil service employee to replace two inmates. The claim is made that the work is of a confidential nature and should be performed by free help.

No one should know better than the administrative officials in charge that rarely is anything truly confidential within a penal institution as far as the inmates are concerned. In some cases they are better informed as to what is going on than some of the free help or the administration.

We again criticize the policy of unnecessarily replacing inmate help with free help. The claim of confidential work is of itself no reason to necessarily supplant inmate help with free help. Unless this policy can be supported by a concrete showing of specific facts and cases wherein the use of such so-called confidential information has led to substantial abuses and to the material detriment of institutional operations or the welfare of a substantial number of inmates, it should be discontinued.

As pointed out earlier, every effort should be made to afford employment to inmates as a part of the process of rehabilitation. The mere risk of some occasional abuse is not sufficient ground upon which to predicate a contrary approach involving excessive costs.

Proper administrative controls can do much to alleviate some of the potential abuses and save \$11,500 in salaries and wages alone on these positions.

2 Educational internes ----- \$1,920 (salary only)

This request is to provide funds for the employment of two internes on a part-time basis. They would serve 20 hours per week and would be senior or graduate students in correctional institution administration.

Recommendation

Approve the positions. The addition of these two positions should enhance the value of the program in excess of the cost involved. Further, it should provide for better recruitment opportunities for the institutions.

1 Assistant athletic coach and instructor in physical education
\$3,216 (salary only)

The agency justification for this position states: "The adoption of the 40-hour week for custodial personnel has resulted in a similar work program for inmates. *All inmates now have two full days off their regular work assignments.* Experience indicates that custodial problems are decreased if such time can be fully occupied by a directed athletic and recreational program."

Recommendation

Delete the position. It is interesting to note that some of the benefits of civil service have been extended to involuntary servants of the State as well as free help. This explains some of the higher costs incurred.

The 1948-49 Budget provided for 35 positions at this facility to cover the 40-hour week. Now the State is requested to provide additional personnel to provide additional recreation for inmates because their work week has also been shortened.

We recommend that the inmates be assigned a longer work week. The institution already has received the personnel to keep them occupied. This would undoubtedly prove of more benefit than added recreation since the inmate work efficiency quotient is apparently unduly low inasmuch as we note that replacement of inmate help is usually requested on the basis of one civil service employee to two or three inmates.

We also recommend greater use be made in the development of group leaders on an inmate basis to supplement the efforts of the present working staff.

No justification has been presented to warrant an additional recreation position. This position was requested and disallowed in 1948-49.

Chaplain—Catholic (increase from one-half to full time) \$1,966 (salary only)

The justification states that the increase in the population of the institution with a proportionate increase in the number of men of Catholic faith indicates the need for provision for increasing the half-time Catholic chaplain's position to full time.

Recommendation

Delete the increase. The forecasted institution population is scheduled to increase only 137 inmates or 11.6 percent. The proposed increase in total chaplain services amounts to 33½ percent, the proposed increase in Catholic chaplain service amounts to 100 percent.

If the ratio of the present service is adjusted to the present population of 1,223, then the increase in average population due to commitments of the Catholic faith would amount to only an additional 45 inmates.

It is therefore clear that on the basis of the presentation by the agency no additional chaplain services are justified.

We also desire to point out that granting the requested increase would give this institution the same amount of Catholic and Protestant chaplain services as is provided in the Budget for Folsom Prison with a forecast population of 2,750 inmates as compared to only 1,319 at Chino.

Thus with the present staffing, excluding the requested expansion, Chino is in a position to render 36 percent more religious services than at Folsom.

2 Stationary firemen ----- \$5,040 (salary only)

These positions are requested in order to increase operation of the boiler plant from 16 to 24 hours per day, seven days per week, and provide for full coverage by free help thus replacing inmates. This same request was made in 1948-49 and disallowed.

Recommendation

Delete the position. Again we point out the fallacy in the policy of replacing inmates with free help while at the same time expending funds to train inmates in some useful occupation, unless filling the position with inmate help can be demonstrated to be unreasonably dangerous or undesirable.

The Budget already provides for two stationary firemen, and one engineman which is ample to provide a good measure of supervision coverage.

Also we raise a question as to the necessity for increasing boiler room operation from 16 to 24 hours per day. The relatively small increase in forecasted population would not seem to warrant the increase in service.

Institution firefighter (three intermittent) ----- \$900 (salary only)

This request is for firefighters who would be required to sleep on the institution premises and be paid \$25 per month instead of the present

rate of \$10 per month. This request would supplement the presently established five intermittent positions of firefighters.

Recommendation

Approve the positions. The greatest hazard of a minor fire developing into a major conflagration is during night hours. The additional positions plus the requirement that such personnel sleep on the premises will afford an increased degree of protection at a nominal expenditure.

1 Prison camp supervisor, grade 2	-----	\$3,540 (salary only)
4 Correctional officers	-----	\$11,088 (salary only)

Recommendation

Approve the positions. Approval is predicated upon expanded camp operations and an increase of 45 percent in camp population.

Operating Expenses

Operating expenses are scheduled to advance from \$666,450 in 1948-49 to \$744,950 in 1949-50, an increase of \$78,500 or 11.77 percent.

Generally the major factors accountable for the increase are some price advances, increased institution population, and adjustments due to requested added personnel.

We recommend that reductions in operating expense be made predicated upon recommended deletions of positions.

Equipment

Expenditures for equipment are scheduled at \$64,422 a decrease of \$12,103 or 15.8 percent under the figure estimated to be expended in 1948-49.

Replacement items constitute \$30,037 or 46.7 percent, while additional items account for \$34,387 or 53.3 percent of total equipment outlay.

Equipment requests generally appear in line with projected expansion of facilities at the institution.

Exception is taken to the equipment justification for this facility inasmuch as the schedule generally omits pertinent information upon which to predicate evaluation of the particular request.

For example monthly mileage is not shown in connection with all automotive replacement requests. The age of the item is likewise not indicated in each instance.

In addition to deletion of equipment items contingent upon disallowing proposed new positions, *we recommend deletion of the additional sum of \$5,567 for equipment, covering the following items.*

Replacement automobile \$750: This covers a Chevrolet sedan with a reported total mileage of 54,000 miles as of July 1, 1948. This car was placed in service in 1946. No monthly mileage is shown. However, based on its apparent past use of 54,000 miles in three years it has averaged 18,000 miles per year. Thus it will not reach the 100,000 mileage point for another three years in the absence of additional factors not explained in the agency's budget.

The condition of the car must be at least fair since the agency estimated a trade-in value of \$800. The item should be deleted.

Meat saw, power, band type, \$460 : No age is shown for the item to be replaced. The trade-in value of the present electric band saw is estimated at \$135, indicating it to be in operating condition. Normally the only item of major wear on this type of equipment is the blade which is replaceable.

We recommend deletion of this item.

Two hundred twenty-five badges, \$1,757 : *This item should be deleted.* Identification cards can be supplied at far less cost. Correctional officer duties do not necessarily require badges as a means of identification to inmates. This cost represents a new policy by the Department of Corrections.

Two pickup trucks, \$2,600 : This item includes a request for replacement of two 1941 Ford one-half ton pickup trucks with mileage indicated as of July 1, 1948, at 53,000 and 51,041 respectively. No monthly mileage is shown. From the length of time these vehicles have been in service they have averaged only about 6,500 miles per year. With such a minimum usage and comparatively low total mileage, their condition should warrant overhauls rather than replacement.

If their condition is such that they warrant replacement, investigation should be made to determine whether trucks at this facility are subjected to abuse and inadequate or improper maintenance, either of which conditions contribute to excessive costs. Based on replacement costs, depreciation alone for 53,000 miles is over 4 cents per mile, an obviously high cost. We recommend that consideration be given to overhauls or motor replacements.

The total amount requested for additional items of equipment amounts to \$34,387. A careful evaluation of the equipment schedule submitted by the agency indicates that \$17,048 is *directly related to proposed new positions*, increases in population and normal expansion.

The remaining \$17,339 requested for additional items of equipment constitutes added refinements and improvements over and above the existing level of service.

We recommend a reduction of 50 percent or \$8,670 of the amount budgeted for added services.

DEPARTMENT OF CORRECTIONS—STATE PRISON AT FOLSOM

For Support of the State Prison at Folsom, Department of Corrections, from the General Fund

Item 56, page 9 of the Budget Bill and pages 92 to 97, inclusive, of the Budget. The amount requested is \$2,249,803 from the General Fund for the support of Folsom State Prison. This is an increase of \$152,568 or 7.2 percent over the amount estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages -----	\$52,277	92
Operating expense -----	66,260	92
Equipment -----	—29,726	92
	<hr/>	
	\$88,811	
Less: Reimbursements -----	9,450	92
	<hr/>	
Total -----	\$79,361	

Budgeted increase for new or expanded service:		
Salaries and wages -----	\$59,748	92
Operating expense -----	4,600	92
Equipment -----	8,859	92
Total -----	\$73,207	

Recommendations

Amount budgeted -----	\$2,249,803
Legislative Auditor's recommendations -----	\$2,147,044
Reduction -----	\$102,759

Analysis

The above recommended reduction of \$102,759 is in the three categories of expenditure as follows:

	<i>Amount</i>
Salaries and wages -----	\$93,046
Operating expenses -----	
Equipment -----	9,713
Total -----	\$102,759

The individual items comprising the total reduction of \$102,759 are:

Salaries and Wages

1 Storekeeper, grade 1 -----	\$2,640
1 Senior account clerk -----	2,640
1 Institution auto mechanic -----	3,060
9 Correctional officers -----	24,948
10 Correctional officers -----	27,720
1 Senior clerk -----	2,520
1 Assistant athletic coach -----	3,216
2 Senior clerks -----	5,040
3 Senior clerks -----	7,500
2 Intermediate typist-clerks -----	4,320
4 Stationary firemen -----	10,080
Reductions: Salaries and wages -----	\$93,046

Operating Expense

Recommended reductions in this item are contingent upon deletions of positions and are adjustable on a staff level. No amounts have been shown.

Equipment

<i>Item No.</i>	<i>Description</i>	
20	1 automobile (additional) -----	\$1,800
26	2 portable bread racks -----	150
30	2 portable pan racks -----	90
90, 91, 92	Badges -----	1,418
130	Reference and text books -----	750
173	Compressor, paint, spray, electric -----	600
174	Paint rejuvenator -----	115
175	Spray gun -----	60
176	Extension Trestles, painters -----	300
	Items of additional equipment not related to increased work load or proposed new positions, but representing an improvement in service total \$8,859. Delete 50 percent -----	4,430
	Reductions: Equipment -----	\$9,713

Per Capita Costs

	1947-48	1948-49	Increase		1949-50	Increase	
			Amount	Percent		Amount	Percent
Average population	2,360	2,461	101	4.28	2,750	289	11.74
Per capita costs	\$764	\$852	\$88	11.52	\$806	\$-46	-5.40

Per capita costs for 1949-50 reflect a decline of \$46 or 5.4 percent under the 1948-49 figure.

This is an expected trend in view of a contemplated advance in inmate population of 289 or 11.74 percent.

A further decline in costs for 1949-50 is both desirable and practicable in view of the fact that a sizeable increase of 26 positions or 7.69 percent in staff is contemplated.

Certain other policy changes outlined below will permit further reductions in staff, without impairing custodial strength, as well as making possible certain economies in equipment expenditures.

Salaries and Wages

Salaries and wages are scheduled to advance from \$1,091,136 in 1948-49 to \$1,203,161, an increase of \$112,025 or 10.27 percent.

This increase is made up of three principal factors. First, an advance of \$44,593 or 4 percent is required to finance the normal advance in salaries and wages covering 338.3 presently authorized positions.

The further sum of \$69,732 is scheduled to cover salaries and wages for 26 proposed new positions and two reclassifications. The requested new positions represent an increase of 7.69 percent in staff.

An increase in salary savings of \$2,300 operates as an offset to reduce the gross increase reflected by the two preceding factors.

The 26 proposed new positions by function together with salary costs are as follows:

Administration

Business and Accounting Office:

1	Supervising account clerk	\$3,372
*1	Storekeeper, grade 1	2,640
*1	Senior account clerk	2,640

Automobile and truck operation:

1	Institution automobile mechanic	3,060
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Care and Welfare

Custodial and personal care:

	Correctional sergeant (reclassification of 2 correctional officers)	336
9	Correctional officers	24,948
*1	Senior clerk (mail room)	2,520

Education and religion:

1	Assistant athletic coach	3,216
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Classification and parole:

*2	Senior clerks	5,040
*3	Senior typist-clerks	7,560
*2	Intermediate typist-clerks	4,320

Maintenance and Operation of Plant

Light, heat and power:

*4	Stationary firemen	10,080
26	Totals	\$69,732

* Positions for functions heretofore covered by inmate help.

It should be noted that 14 of the 26 proposed new positions are either to replace inmates now performing the functions or for additional positions within a function that formerly customarily was handled by inmates. The increased cost in salaries and wages alone resulting from the application of such a policy is \$34,800 in the present instance.

We acknowledge that Folsom State Prison is classed as a maximum custody institution primarily for recidivists and habitual criminals and that under such circumstances there may be some grounds for a more careful analysis of particular functions before permitting inmate help to carry the function. However, in an institution as large as Folsom proper administrative screening should permit selection of a substantial number of inmates to assist in many functions necessary to the operation of the institution.

We cannot agree with the policy of attempting to replace inmate assistance on practically a 100 percent basis. Much can be accomplished by instituting more administrative controls to provide a check upon possible abuses and by providing in a few cases adequate free help supervision over functions performed by inmates. It is upon the foregoing premise that we base our recommendations for position requests involving the replacement of inmate help by civil service personnel.

The agency continually attempts to support its policy of replacing all inmate help with justifications premised upon the assumption that inmate help is not as efficient, do not put out reliable work, etc. Attention is therefore invited to the following excerpt from an audit report on Folsom Prison for the period June 1, 1945, to June 30, 1947, said audit report being dated May 25, 1948, and made by the Audits Division of the Department of Finance.

“In general the records of the Ninety-eighth Fiscal Year were more unsatisfactory than those of the Ninety-sixth and Ninety-seventh Fiscal Years, and the General Fund records for support and construction activities which were maintained largely by paid employees, were more unsatisfactory than the records and accounts of special funds, which were maintained mainly by inmates under little or no supervision from paid employees.”

1 Supervising account clerk.....\$3,372 (salary only)

This position is requested to be in charge of the Inmate Welfare Fund, trust, and personnel sections of the accounting office.

Recommendation

Approve the position. This position is recommended in order to provide added supervisory personnel to effectuate ample administrative and accounting controls and to minimize the occurrence of abuses that have existed in the past.

We particularly point to statements in the Audit Report on a Special Examination made by the Audits Division of the Department of Finance on April 30, 1948.

1. “Supervision and review of the work of the paid employees and inmate help by the supervising accounting office personnel has not been effective or adequate.”

2. “It is recommended that the practice of permitting inmates to work evenings and weekends in the accounting office under little or no supervision be discontinued.”

1 Storekeeper, grade 1..... \$2,640 (salary only)

This would provide a second storekeeper to assist in maintenance stores and commissary stores and would replace inmate help.

Recommendation

Delete the position. The function can well be continued to be handled by inmate help under the control of the present free personnel as at present. Any increase in work load should be absorbed by additional inmate help.

There appears no reason to eliminate all inmate help from this function when the same supplies are later handled by inmates on projects under Correctional Industries or under work projects on the premises.

1 Senior account clerk \$2,640 (salary only)

This position is requested for posting and detail work on trust accounts. The work was formerly processed by a senior account clerk and two inmates. The inmates were removed in March of 1948. Since that time the work load has been carried by the senior account clerk with the help of another senior account clerk borrowed from the personnel office.

Recommendation

Delete the position. If the trust account work is deemed too confidential for inmate help (which is doubtful) then we recommend that the senior account clerk borrowed from the personnel office continue to assist on the trust accounts and a qualified inmate be assigned to assist on the personnel office work.

1 Institution automobile mechanic.....\$3,060 (salary only)

The position justification is based upon servicing increased construction equipment and a departmental bus and the operation of the garage on a seven-day week basis.

Recommendation

Delete the position. Auto repair and service is a valuable inmate training field. Additional work load should therefore be performed by inmates. The present budget provides for an automotive mechanic foreman to give supervision. Consideration should be given to operating larger inmate crews on a five-day basis rather than employing additional civil service help on a seven-day program of operation.

9 Correctional officers \$24,948 (salary only)

The above positions are requested on the basis of both change in post assignments and increases in population.

The present budget provides for a total of 249 correctional officer positions based on a population forecast of 2,750 for 1949-50. This is a ratio of one officer for each 11 inmates.

The requested increase of nine additional officers would provide a ratio of one officer for each 10.6 inmates.

Based on the 1947-48 operation, a total of 235 correctional officer positions were provided on a population of 2,461 at a ratio of one officer to each 10.4 inmates.

These ratios are too low and should be raised.

One of the factors contributing to an excessively low ratio is the inclusion of an allowance for relief positions of six days per regular position for sick leave and eight days per regular position for in-service training.

The allowances account for a total of 10.6 positions in the 1949-50 Budget. The average annual salary for the positions affected is \$3,279. Therefore the policy of providing relief positions for such leave and in-service training will cost \$34,757 for the 1949-50 Fiscal Year at this institution alone.

Such a practice is at variance with normal procedure. Time for sick leave and in-service training should be absorbed by regular staffing requirements without special provisions therefor.

Recommendations

1. *We recommend deletion of the proposed nine additional positions effecting a salary saving of \$24,948.*

2. *We also recommend a further reduction of 10 presently authorized positions now included to cover sick leave and in-service training relief allowances, effecting a further salary savings of \$27,720.*

The above reductions will permit total correctional officer staffing of 239 officers on a population of 2,750, or a ratio of one officer to each 11.5 inmates. This will reflect a slight improvement in the custodial-inmate ratio which should normally follow with a nominal increase in inmate population.

1 Senior clerk (mail room) -----\$2,520 (salary only)

This position is requested to check and record incoming and outgoing mail. Two such positions were requested in the 1948-49 Budget to replace three inmates. One position was allowed at that time.

Recommendation

Delete the position. The present Budget provides for five civil service positions in the mail room. This is ample to provide civil service supervision over the activity. Any additional work load should be assumed by inmate help.

1 Assistant athletic coach -----\$3,216 (salary only)

The justification for this position is based upon an alleged need for further supervision and instruction in physical education because of a reduction in the work program for inmates due to a 40-hour week.

Recommendation

Delete the position. The 1947-48 Budget included provisions for 47 positions to provide coverage for the 40-hour week. A total of 40 of these positions were for correctional officers under the care and welfare function. Since total custodial coverage has been provided for, we suggest that it be applied to assist in the recreation program.

Consideration should also be given toward developing more group leaders on an inmate basis to provide the necessary impetus and desired coverage to the recreational program.

2 Senior clerks	\$5,040 (salary only)
3 Senior typist-clerks	7,500 (salary only)
2 Intermediate typist-clerks	4,320 (salary only)

All of the above positions are requested to further the policy of replacing inmate help with free help.

The premise upon which the policy is based is that such a procedure will prevent inmates from acquiring personal or confidential information and using it to their advantage and to the detriment of other inmates or the institution. *We are in accord with the objectives sought to be accomplished by the policy. However, there has not been any substantial factual showing that the practice of using inmate help in the past had led to any significant number of situations* such as the proposed policy seeks to prevent or eliminate.

Any preventative program must be evaluated in terms of the cost of prevention in relation to the actual or realistically potential danger sought to be avoided.

The operation of a penal institution is by nature an undertaking in the course of which certain unsavory situations may from time to time develop. They cannot all be avoided. The complete elimination of inmate help in the administrative function will not eliminate abuses of information secured by inmates any more than the hiring of a correctional officer to guard each inmate would eliminate escapes.

Again we emphasize that there has been no factual presentation as to the frequency, or seriousness of situations developing from and directly attributable to, abuses of information secured by inmates as a result of their employment by the institution in the positions sought to be replaced with civil service personnel.

Before we can endorse a change in policy that will cost hundreds of thousands of dollars in the aggregate throughout our correctional facilities, something more than a mere request based on contingencies must be demonstrated.

Until such a showing has been made and properly evaluated, we recommend deletion of the requested positions and a continuance of the existing limited use of inmate assistance.

4 Stationary firemen	\$10,080 (salary only)
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This also is a request based upon a replacement of inmate help by civil service positions. The justification states that the positions are desired in order to provide supervision of inmates and have an employee on duty at all times in boiler plants.

Recommendation

Delete the positions. These boilers have been successfully maintained for years by inmate help under a minimum amount of supervision. Here again is the opportunity to afford an essential and useful type of on-the-job training by utilizing inmate assistance, under the guidance of the present civil service position already provided in the Budget. This one position was just established in the 1948-49 Fiscal Year, four other such positions having been disallowed at that time.

Operating Expenses

Operating expenses are scheduled at \$1,080,645. This is an increase of \$70,860 or 7 percent above the amount of \$1,009,785 estimated to be expended in the 1948-49 Fiscal Year.

Operating expenses are scheduled to increase under every function except farming and processing, which reflects a decline of \$1,825 or 2.35 percent based on a reduction from \$77,430 in 1948-49 to \$75,605 in 1949-50. The amount and percentage of increase in operating expenses are reflected by functions as follows:

<i>Functions</i>	<i>Operating expenses Increase over 1948-49</i>	
	<i>Amount</i>	<i>Percent</i>
Administration	\$7,815	22.6
Support and subsistence.....	53,605	8.15
Care and welfare.....	4,615	6.49
Maintenance and operation of plant.....	6,650	3.91
Farming and processing.....	—1,825	—2.35

Increases in operating expenses are generally in line and are occasioned primarily by population and price increases.

Both the amount and percentage increase for operating expenses for administration are distorted by virtue of the inclusion for the first time of an item of \$7,500 covering operation of a departmental bus. This item has been transferred from the Budget for Departmental Administration of the Department of Corrections.

Equipment

Expenditures for equipment are scheduled at \$73,077. This is a decrease of \$20,867 or 22.2 percent under the amount estimated to be expended for 1948-49.

Replacement items account for \$51,134 while additional items are scheduled at \$21,943.

The following specific deletions totaling \$5,283 are recommended from the equipment schedules, in addition to normal equipment deletions contingent upon proposed new positions.

<i>Item</i>	<i>Amount</i>
1 Automobile	\$1,800
2 Portable bread racks.....	150
2 Portable pan racks.....	90
12 Gold-plated insignia	90
245 Silver-plated insignia	1,103
30 Official badges	225
Reference and text books.....	750
Compressor, paint, spray, electric.....	600
Paint rejuvenator	115
Spray gun	60
Extension trestles painters.....	300
Total	\$5,283

Deletion of the paint spray equipment is predicated on the nature of the request. The justification states that it is to be used to paint the walls of the cell blocks. This was formerly accomplished by brush work.

While we are in accord with the use of labor-saving devices, we are reminded of the department's requests for additional positions in order

to take up the slack time on the part of inmates. *There is no reason to invest in equipment to conserve on inmate labor in the present instance.*

The budget schedules submitted for equipment requests for this institution are deficient in that in practically no instance has the amount of quantity of the particular item on hand or on order been shown for which either additional or replacement items are being requested.

We recommend deletion of \$4,430 in additional equipment representing items providing for improvements in service over and above work load requirements.

Farming and Processing

The support cost for this function for 1949-50 as reflected in the Budget is \$75,605 and is scheduled to decline \$2,835 or 2.71 percent.

The reduction is due to small declines in operating expenses and equipment of \$1,825 and \$1,461 respectively, and a minor increase in salaries and wages of \$451.

While the operation is thus forecast for 1949-50 on a comparable basis of expenditure with 1948-49, nevertheless the budget indicates a considerable drop in the value of production. The value of local production consumed reflects a decline from \$142,400 to \$133,860, a reduction of \$8,540 or 6 percent. Surplus products sales remain unchanged at \$500.

Every effort should be made to improve the total production derived from the operation.

For Other Current Expenses, State Prison at Folsom, Department of Corrections, from the General Fund

Item 57, page 9 of the Budget Bill and page 97 of the Budget. The amount requested is \$20,008 from the General Fund for expansion of research on causes of parole violation. *This is a new item appearing for the first time in the Budget for Folsom State Prison.*

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
None -----	-----	-----
Budgeted increase for new or expanded service:		
Salaries and wages -----	\$18,408	97
Equipment -----	1,600	97
Total -----	\$20,008	

Recommendations

Amount budgeted -----	\$20,008
Legislative Auditor's recommendations -----	-----
Reduction -----	\$20,008

Analysis

The staff herein requested is to provide for a specialized function to do research on causes of parole violation.

It should be noted that provisions have been made for staffing for psychiatrists, psychologists, sociologists and parole officers in all of the correctional facilities, as well as in the guidance centers. If these positions are performing their functions properly, they are covering the same field that the proposed expenditure would provide for.

Statistical analysis of the data acquired from established sources would be made by the Bureau of Statistics, already functioning in the Department of Justice to serve the Youth Authority and the Adult Authority.

Attention is directed to the fact that the present budget for Folsom already provides for the following technical positions in the Bureau of Classification and Parole :

1 Chief prison psychiatrist.....	\$8,112
1 Senior sociologist	5,085
1 Junior sociologist	3,060
1 Supervising parole officer, gr. 2.....	4,512
2 Parole officers, gr. 1.....	7,314
Total	\$28,083

Certainly the accumulative empirical knowledge and study of this group should supply the foundation for ascertaining causes of parole violation. These technical personnel already are engaged in the process of appraising and evaluating the identical group of subjects that would be studied by the proposed additional staff.

We recommend elimination of the amount of \$20,008 requested in Item 57.

DEPARTMENT OF CORRECTIONS—STATE PRISON AT SAN QUENTIN

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

Item 58, page 10 of the Budget Bill and pages 98 through 105 of the Budget. The amount requested is \$3,583,950 from the General Fund for the support of San Quentin State Prison. This is a decrease of \$11,659 or .32 percent under the amount estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages.....	\$74,228	98
Operating expense	—20,990	99
Equipment	—86,036	99
Inmate pay work projects.....	32,970	99
Total	\$172	
Reimbursements (subtract)	3,365	99
Payments from other agencies for work projects (subtract)	124,739	99
Net total	—\$127,932	
Budgeted increase for new or expanded service:		
Salaries and wages.....	\$87,918	99
Operating expense	6,200	99
Equipment	22,155	99
	\$116,273	

Recommendations

Amount budgeted	\$3,583,950
Legislative Auditor's recommendations.....	\$3,462,457
Reduction	\$121,473

Analysis

The above recommended reduction of \$121,473 consists of reductions as follows:

Salaries and wages.....	\$93,118
Operating expenses	6,200
Equipment	22,155
	<hr/>
	\$121,473

The particular items comprising the reductions in each of the three categories of expenditure are:

Salaries and Wages		
1	Senior account clerk.....	\$2,640
	Overtime (escapes and emergencies).....	4,000
1	Psychiatrist	7,008
1	Senior clinical psychologist.....	4,512
1	Supervising psychiatric nurse.....	3,372
1	Junior sociologist	3,060
1	Psychiatric resident	3,060
1	Junior clinical psychologist.....	3,060
1	Junior psychological interne.....	3,060
2	Intermediate typist clerks.....	4,560
4	Stationary firemen.....	10,080
1	Senior sociologist	4,512
14.5	Correctional officers	40,194
	<hr/>	
29.5	Total, salaries and wages.....	\$93,118

Operating Expense		
	Supplies formerly charged to Inmate Welfare Fund.....	\$1,200
	Printing formerly charged to Inmate Welfare Fund.....	5,000
	<hr/>	
	Total, operating expense.....	\$6,200

Equipment		
	Badges and shields.....	\$2,500
	Equipment for seven proposed new positions under psychiatric care (contingent upon recommended deletion).....	5,655
	Item of <i>additional</i> equipment, exclusive of equipment for proposed new positions or additional equipment based upon increased workload.....	14,000
	<hr/>	
	Total, equipment	\$22,155

Per Capita Costs							
			<i>Increase</i>			<i>Increase</i>	
	1947-48	1948-49	Amount	Percent	1949-50	Amount	Percent
Average population:							
Prison	3,738	3,808	70	1.87	3,811	+3	.07
Diagnostic clinic	639	603	-36	-5.63	600	-3	-.49
	<hr/>	<hr/>			<hr/>		
Total	4,377	4,411	34	.77	4,411		
Per capita cost ^a	\$665	\$792	\$127	19.1	\$782	-\$10	-1.26
Population of forestry camps	89	92	3	3.37	220	128	139.1
Per capita cost ^b	\$793	\$1,081	\$288	36.3	\$911	-\$170	-15.7

^a Excludes cost of diagnostic clinic.
^b Excludes inmate pay.

Under the proposed budget for 1949-50 the following factors and trends are present and must be considered in evaluating costs and particularly requests for additional personnel.

1. Total population remains the same as last year at 4411 inmates.
2. Per capita costs decline from \$792 in 1948-49 to \$782 for 1949-50 a decrease of \$10 or 1.26 percent.
3. The estimated per capita cost for 1948-49 is now set at \$782 whereas this cost was scheduled at only \$749 at the time the 1948-49 Budget was presented. This is an increase of 4.4 percent.
4. A total of 34 proposed new positions are requested at a salary cost of \$111,712. This represents an increase of 5.94 percent in staff over the total of 572 positions scheduled for 1948-49 *with no increase in average inmate population.*
5. A total of 577.8 presently authorized positions are provided for in the 1949-50 Fiscal Year. The 1948-49 Budget contemplated a total of only 567.3 positions through the 1948-49 Fiscal Year *including 93 proposed new positions.* It is thus evident that the agency is receiving the benefit of the equivalent of 10.3 additional positions more than was contemplated in the presentation of the 1948-49 Budget. Tighter financial control should be exercised by the Department of Finance to prevent such situations.
6. The 1948-49 Budget provided staffing of 567.3 positions, which included 93 proposed new positions at that time. This was predicated upon servicing a total population of 4,853 inmates. The agency now states that the total 1948-49 population will only be 4,411 which is 442 inmates or 9.1 percent less population than positions had been provided for.
7. Despite the fact then that the agency has actually had 10.3 more positions to service 9.2 percent less population than the 1948-49 Budget provided for it is nevertheless in addition to the foregoing increases now asking for 34 more positions with no increase in inmate population. The cumulative effect of each of these steps is to abnormally swell the budget with real increases notwithstanding the fact that the over-all figures reflect a decline in total expenditures.
8. It should be noted that the amount requested for support is \$3,870,769 for 1949-50 as compared to \$3,757,689 in 1948-49. This is an increase of \$113,080 or 3.01 percent. In addition to this real increase, the agency is receiving an additional \$124,739 more in payments from other agencies for work projects. This latter item is used as an offset to reduce the support budget and effect a decline in total expenditures. Thus it is demonstrated that the agency is really spending \$113,080 plus \$124,739 or a total of \$237,819 more in 1949-50 than is estimated for 1948-49. This is an increase of 6.61 percent with no increase in the population of the institution, although camp expansion has provided for an increase of 128 inmates, and in turn provided for the offset in payments received, as stated above.

Separate consideration must be given to the fluctuations in costs and population between the institutional operations at San Quentin proper, as compared with similar trends in connection with the camp operations and those of the Diagnostic Clinic.

Institutional Trends

The support budget for institutional operations only is scheduled at \$3,451,428 for 1949-50. This is a decrease of \$38,661 or 1.1 percent under expenditures estimated for 1948-49.

The population of the prison only for 1949-50 is scheduled to advance to 3,811 inmates, an increase of three inmates or .07 percent over 1948-49.

The downward trend in support costs for the prison takes into consideration the fact that of the 34 proposed new positions, 17 are contemplated as additions to prison personnel at an increased cost for salaries and wages amounting to \$57,256.

Camp Operation

The proposed budget reflects the largest increase in connection with the operation of camps. Support for this function is scheduled at \$294,594 for 1949-50. This is an increase of \$133,831 or 83.2 percent over 1948-49.

Camp population is scheduled to increase from 92 in 1948-49 to 220 in 1949-50. This is an increase of 128 inmates or 139.1 percent.

The advance in population offsets the increase in support costs to the extent that per capita costs for the camp operations are scheduled to decline from \$1,081 in 1948-49 to \$911 in 1949-50, a decrease of \$170 or 15.7 percent. These per capita costs exclude the factor of inmate pay.

The expansion in camp activities has led to an increase in the amount of payments which the facility receives from other agencies for work projects. The increase in such payments totals \$124,739. Payments from the State Division of Forestry total \$137,074. This is only \$3,243 more than the increased cost of the camp operations and is a poor measure of additional recovery in relation to the size of the expanded activity.

Every effort should be directed toward getting camp operations on a self-supporting basis. *It is to be noted that the total cost of camp operations is \$294,594, whereas the returns from payments from other agencies total only \$286,819, leaving a net loss of \$7,775. The value of the inmate labor should certainly exceed the cost of feeding, maintenance, and guarding under proper administration.*

Fifteen of the 34 proposed new positions are for camp operations at a salary cost of \$43,844.

Salaries and Wages

A total increase of \$162,146 is scheduled for this category of expenditure. The increased cost consists of the following:

Normal salary increases	\$35,884
34 proposed new positions	111,712
Reduction in salary savings	14,550
	<hr/>
	\$162,146

By virtue of a budgeted reduction of \$14,550 in salary savings the agency receives the benefit of providing for the equivalent of 2.9 additional positions over the amount available in 1948-49.

The 34 proposed new positions are listed by function as follows:

Administration

Business and Accounting Office:	
1 Senior account clerk	\$2,640
1 Senior file clerk	2,520
Telephone and Telegraph:	
1 Correctional officer (expires June 30, 1950)	2,772

Care and Welfare

Custodial and Personal Care:	
Overtime (escapes and emergencies) (1.2) -----	4,000
Psychiatric Care:	
1 Psychiatrist -----	7,008
1 Senior clinical psychologist -----	4,512
1 Supervising psychiatric nurse -----	3,372
1 Junior sociologist -----	3,060
1 Psychiatric resident -----	3,060
1 Junior clinical psychologist -----	3,060
1 Junior psychological interne -----	3,060
Classification and Parole:	
2 Intermediate typist-clerks -----	4,560
(Continuation of positions allowed to June 30, 1949)	

Maintenance and Operation of Plant

Maintenances of Structures:	
Carpenter foreman (reclassification of two institution carpenters) ---	360
Plumber foreman (reclassification of plumber) -----	180
Light, Heat, and Power:	
Electrician foreman (reclassification of electrician) -----	180
4 Stationary fireman -----	10,080

Farming and Processing

1 Assistant institution dairyman -----	2,772
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Camps

State Forestry Camps:	
3 Prison camp supervisors, grade 2 -----	10,620
12 Correctional officers -----	33,264

Diagnostic Clinic

1 Senior sociologist -----	4,512
1 Dentist -----	6,060
<hr/>	
34 Totals -----	<hr/> \$111,712

Seventeen of the 34 proposed new positions are for San Quentin Prison, proper, at a salary cost of \$57,256.

Fifteen of the 34 proposed new position are for operation of expanded camp facilities at a salary cost of \$43,884.

Two of the 34 proposed new positions are for the Diagnostic Clinic at a salary cost of \$10,572.

The merits of each position request together with recommendations and the reasons therefore are as follows:

1 Senior account clerk ----- \$2,640 (salary only)

This position is requested in the business and accounting office to afford assistance to prison equipment clerks and to provide civilian supervision of claims scheduling in the accounting office. The justification further states that filling the position will eventually replace inmate help.

Recommendations

Delete the position. The present accounting staffing at the institution provides for the following civil service positions:

1 Accounting officer, grade 3	\$5,496
1 Semi-senior accountant	4,476
1 Supervising account clerk, grade 2	4,296
1 Supervising account clerk, grade 1	3,428
4 Senior account clerks	11,784
3 Bookkeeping machine operators	7,500
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11 Totals	\$36,980

This staffing is more than ample to meet requirements of an adequate *accounting function, provided it is used properly from a management standpoint to effect proper controls and supervision over inmate assistance in performing many of the routine accounting tasks.*

The need at this institution is not for more civil service help to actually do the detailed tasks, but rather what is required is the adoption of suitable controls and checks to permit effective accomplishment of the major portion of the work by present inmate help.

This fact is amply supported by findings and recommendations made pursuant to audits performed at the institution by the Division of Audits of the Department of Finance. For example, the audit report dated May 27, 1948, contains the following statements:

“The prescribed procedure for accounting property and equipment is still not being adhered to.”

“Also, many of the unsatisfactory conditions in the personnel records mentioned in prior audit reports continued to prevail.”

“The need for effecting proper coordination and cooperation among the several units so as to insure prompt receipt of accurate information and documents for the recordation of transactions cannot be over emphasized.”

“During the course of the audit considerable time was spent unnecessarily by the auditors and members of the agency’s staff in searching for records.”

“A test of the stores records disclosed shortages at June 30, 1947 amounting to \$1,200 which were written off and for which the approval of the business manager was not obtained.”

“These unsatisfactory conditions should be corrected upon the installation of effective accounting methods and procedures.”

“No complete physical inventory of property and equipment has been taken since 1940, nor have monthly reconciliations of acquisitions and expenditures, as prescribed by the Manual for Uniform System of Accounting, been prepared.”

From the foregoing audit comments it is quite clear that the basic trouble is failure to adhere to established accounting procedures, and failure to exercise sufficient administrative supervision and control over inmate assistance.

The civil service positions to provide administrative control are already established. Authorizing more civil service positions will not cure the existing deficiencies. What is needed is some clear cut administrative action, not more free help.

Attention is also directed to the comments in the audit report on Folsom State Prison regarding the quality of the work performed by inmates as compared to that performed by civil service personnel. It was there stated that the accounts and records maintained by inmates excelled those under the control of civil service personnel.

If some of the existing conditions indicated in the audit reports on these correctional institutions, were found to prevail in a facility under the management of private business, there is no doubt but what some rapid changes would occur in the higher ranking personnel charged with the responsibilities in the function wherein the exceptions were noted.

1 Senior file clerk -----\$2,520 (salary only)

This position is requested to establish civilian control and supervision over the files.

Recommendation

Approve the position. The need for supervision over filing operations is demonstrated by the findings outlined in the audit report of May 27, 1948 referred to above.

However, we wish to again emphasize that the position should be devoted to developing an adequate and accurate filing system and maintaining close supervision and control over its operation by inmate assistance. It should not be primarily devoted to actually performing the filing function.

1 Correctional officer (expires June 30, 1950) -----\$2,772 (salary only)

Recommendation

Approve the position. This position is required to handle enlarged switchboard facilities. The position is to be a temporary and will ultimately be dispensed with upon completion of a dial installation at the facility.

Overtime (escapes and emergencies) (1.2 positions) \$4,000 (salary only)

These funds are requested to provide for payment for overtime put in by correctional officers in the event of escapes or other emergencies.

The practice in the past has been to either allow compensating time off or make payments.

Delete the funds. What is actually being requested is funds amounting to the equivalent of 1.2 additional positions for correctional officers.

An examination of the staffing provided for these positions shows that it is already excessive.

Based upon the large number of correctional officer positions already established, there is ample flexibility to provide for compensating time off for overtime worked as a result of a normal number of unpreventable emergencies that may arise from time to time.

This is demonstrated by an examination of the total number of days of vacancies in presently established correctional officer positions. In the 1947-48 Fiscal Year a total of 1,955 days of vacancies were experienced as a result of custodial officer positions being unfilled. In 1948-49 the experience of the first six months alone indicates that a total of over 1,140 days of vacant custodial officer positions has already occurred. Since funds

for all of these positions are already provided for on the basis of a full fiscal year it is quite evident that the agency's experience allows more than ample savings from unfilled positions to pay for the requested overtime work. On the other hand should better recruitment result in filling these positions for a greater length of time, the additional service available will enable the agency to grant compensating time off without any appreciable effect on custodial security.

As a matter of fact it is doubtful if the agency knows whether the amount requested or any other amount is really needed for the purpose stated. In support of this contention reference is again directed to the audit report on San Quentin dated May 27, 1948 from which the following is quoted :

"The prescribed procedure for recording overtime worked and compensating time taken is still not being strictly adhered to. Instances were observed where employees had worked overtime and taken compensating time off for which no formal record was made."

As further evidence that the present Budget as proposed for 1949-50 carries ample provision for the purpose stated, it should be noted that on page 102, line 29 of the Budget, there is shown a reduction in salary savings of \$14,980, under the care and welfare function alone, under which is carried the budgeted allotment for correctional officers.

1 Psychiatrist -----	\$7,008
1 Senior clinical psychologist -----	4,512
1 Supervising psychiatric nurse -----	3,372
1 Junior sociologist -----	3,060
1 Psychiatric resident -----	3,060
1 Junior psychologist -----	3,060
1 Junior psychological interne -----	3,060
	\$27,132

The above seven positions are requested under the function of psychiatric care at an additional cost of \$27,132 for salaries and wages alone.

Since the institutional population is scheduled to remain unchanged in the 1949-50 Fiscal Year, the requested positions may be considered to constitute an addition over the level of service maintained in 1948-49.

The extent of this proposed refinement in service may be visualized when compared to the present personnel and funds already provided for in the 1949-50 Budget.

Under psychiatric care on page 101 of the Budget, lines 41-53, inclusive, there is set forth 22 positions at a present salary cost of \$93,996. The requested additions will therefore represent an increase of 31.8 percent in staff and 28.8 percent in added salaries and wages for this specialized function.

Recommendation

Delete the positions. Most of the requested positions are repeat requests for positions which were disallowed in 1948-49. No additional factors are present which will justify their inclusion in the Budget now. Institution population remains unchanged, therefore deletion of these positions will not result in any increased work load on present staff or a lowering of the level of service now afforded the inmate population.

The question is raised as to just how much return the State or the inmates are getting out of the sizeable annual investment required to equip and maintain all the psychiatric and psychological services now forming a part of our institutional operations.

The merits of such treatment under certain circumstances are recognized, but perhaps additions and refinements above the existing level now afforded in this field should be deferred until a thorough study of the subject has been undertaken and an evaluation made as to what real advantages are accruing from the present services. From this, a proper analysis may determine the propriety of enlarging or contracting expenditures therefor.

Attention is directed to the fact that the 1949-50 Budget already provides for more positions and the expenditure of a larger amount of funds for psychiatric care than is allowed for medical care.

The latter function has 18 positions at a salary and wage cost of \$86,429. Psychiatric care is scheduled at 22 positions to cost \$86,429, exclusive of the proposed increase. The requested addition would further distort the balance between these two types of expenditures.

2 Intermediate typist-clerks ----- \$4,560 (salary only)

The positions are requested in the Classification and Parole function and constitute a continuation of positions allowed to June 30, 1949, to replace inmate help.

Recommendation

Delete the positions. Here again we are faced with the policy question of replacing inmate help by civil service personnel. The factor involved is the contention that inmates will secure information of a confidential nature which they can use to the detriment of other inmates or the institution as a whole.

Again it can only be emphasized that the agency has made no showing that there has been an undue number of incidents attributable to the abuse of confidential information secured by inmates while working in the sphere of duty contemplated by the proposed new positions.

4 Reclassifications ----- \$720 (salary only)

Recommendation

Approved.

4 Stationary firemen ----- \$10,080 (salary only)

This request is premised upon the desire to have civil service personnel provide 24-hour, seven-day week coverage in the boiler plant. Present staffing provides for one civil service employee. Prior to 1947-48 no such classification of civil service help was provided.

Recommendation

Delete the positions. Again this is a further application of the policy of replacing inmate help with free personnel.

The historical background of boiler operation by inmate help reveals no series of incidents or unfavorable experience to warrant their replacement by civil service personnel.

This added expense is therefore not only unjustifiable, but actually the incurring of such costs also automatically reduces the potential training benefits incidental to the boiler operation by inmate help.

1 Assistant institution dairyman ----- \$2,772 (salary only)

This position is requested to strengthen the agricultural staff and to provide for developing experienced personnel to continue operations in view of a contemplated retirement by an incumbent.

Recommendation

Approve the position.

3 Prison camp supervisors, grade 2 ----- \$10,620 (salary only)

12 Correctional officers ----- \$33,264 (salary only)

The above complement is requested due to an expansion in the camp program and will provide for the required personnel for three additional camps.

Recommendation

Approve the positions.

1 Senior sociologist ----- \$4,512 (salary only)

This position is requested for the handling of inmate welfare problems.

Recommendation

Delete the position. The Budget already provides four positions in the same class. The estimated intake of new inmates is 80 per week, which provides for an average of only twenty interviews per week per sociologist, or four per day. No increase is forecast in the rate of intake and therefor additional staff is not warranted. The average interview load for new inmates is very low and should provide ample leeway for an increase in the rate intake as well as affording some case time for additional contacts during the inmates' stay at the clinic.

1 Dentist ----- \$6,060 (salary only)

This position is requested to provide for dental examinations while the inmate is at the clinic. Past practice has been to rely on the dental staff of the institution consisting of two full-time and one part-time dentist.

Recommendation

Approve the position. This position should effect a corresponding reduction in the work load of the institution staff as far as examinations are concerned and thus permit accomplishment of more of the actual dental work needed. More men should therefore come out of the clinic with their immediate dental requirements taken care of. This should also effect some savings in dental services necessary at some of the other institutions.

The personnel requirements for correctional officers in the 1949-50 Budget was computed by allowing the following factors to be taken into consideration in evaluating the need for relief positions.

	<i>Days off</i>
Vacation -----	15
Holidays -----	12
Sick leave -----	7
Regular days off -----	104
In-service training -----	8
Total days off per year per correctional officer position -----	146

Exception is taken to the policy of allowing any time for sick leave or in-service training when computing for relief positions.

Such a policy is entirely contrary to general business practices and no valid reason appears why such practices should not be applicable to institutional operations in State Government.

Based on the present average salary for custodial personnel as scheduled for 1949-50, the practice and policy of allowing time for sick leave and in-service training is an added cost of \$47,009, and requires 14.5 more correctional officer positions than are necessary.

Based upon the starting salary for correctional officers the cost of these 14.5 positions is \$40,194. We recommend deletion of this additional amount from salaries and wages.

It should be pointed out that the cost of this policy is not limited to the \$40,194 added to this one prison budget. Like amounts in proportion affect all the other correctional institution budgets.

At present the policy applies to correctional officers only. Approval will merely open the door to an extension of the policy to all correctional facility employees, and thus eventually to all state employees.

The enormity of the cost for added salaries and wages may well be visualized when it is noted that in the present instance 14.5 additional positions are required to afford this relief on 228 regular custodial positions. *The added positions represent a 6.35 percent increase in staff.*

Operating Expenses

Operating expenses are scheduled at \$1,830,710 for 1949-50. This is a decrease of \$14,790 or .8 percent under the 1948-49 estimated expenditure of \$1,845,500.

The trend in operating expense by function is illustrated by the following comparison:

<i>Function</i>	Operating Expenses		<i>Increase</i>	
	<i>1948-49</i>	<i>1949-50</i>	<i>Amount</i>	<i>Percent</i>
Administration -----	\$61,730	\$67,850	\$6,120	9.91
Support and subsistence -----	1,195,135	1,115,045	-80,090	-6.7
Care and welfare -----	128,445	129,445	1,000	.77
Maintenance and operation of plant -----	273,400	273,400	-----	-----
Farming and processing -----	119,730	122,465	2,735	2.28
Camps -----	58,960	114,405	55,445	94.
Diagnostic clinic -----	8,100	8,100	-----	-----
Total -----	\$1,845,500	\$1,830,710	\$14,790	.8

The major item of increase in operating expense for administration is that of printing which is scheduled to advance from \$12,500 in 1948-49 to \$18,100 in 1949-50, an increase of \$5,600 or 44.8 percent. This is attributable to an additional \$5,000 now being charged to the support fund for services that were formerly charged to the Inmate Welfare Fund.

In addition the further sum of \$1,200 is also included in operating expense to cover cost of trust supplies for the business office which was formerly charged to the Inmate Welfare Fund.

We recommend these charges be continuous as items of debit to the Inmate Welfare Fund and not be a charge to the support budget out of the General Fund. There is ample balance to provide for these expenditures out of the Inmate Welfare Fund as formerly.

This will reduce budgeted operating expense by \$6,200.

The largest reduction in operating expense amounting to \$80,000 appears under support and subsistence. This is occasioned primarily by reduced feeding costs of \$74,625 plus an increase in the value of local production consumed of \$4,135.

The substantial increase of \$55,445 in operating expenses for camps is attributable to the expansion of the camp program necessitating an increase in feeding costs alone of \$36,640. Light, heat, and power appears as a new item totaling \$9,060.

Equipment

Equipment outlay totals \$83,597. This represents a decline of \$63,881 under the 1948-49 figure of \$147,478.

Additional equipment items represent \$38,789 distributed by function as follows:

Administration	\$1,840
Support and subsistence	1,330
Care and welfare	26,543
Maintenance and operation of plant.....	600
Farming and processing.....	2,250
Camps	750
Diagnostic clinic	5,476
Additional equipment total	\$38,789

The following deletions totaling \$2,500 are recommended in additional equipment purchases over and above deletions contingent upon disapproval of proposed new positions where so indicated:

25 Officer badges	\$200
25 Hat shields	200
425 Hat shields	2,100

The above request is for badges and hat shields for custodial officers at a total cost of \$2,500. This is an unnecessary expenditure and will not contribute to custodial efficiency or security.

Out of the total amount of \$38,789 budgeted for *additional* items of equipment approximately \$10,000 is required for additional items contingent upon proposed new positions.

It is recommended that consideration be given to a 50 percent cut in the amount budgeted for additional items of equipment over and above requirements for proposed new positions or additional items due to increased workload. In the present instance such a reduction will provide savings in the amount of \$14,000.

Such a reduction should not impair the overall effectiveness of the agency and will be a real contribution toward lower per capita costs and a lower State Budget. It will simply mean that the agency will give serious consideration to a priority in the matter of selecting the most essential items to be acquired as additions to equipment.

DEPARTMENT OF CORRECTIONS—STATE PRISON AT SOLEDAD

For Support of the State Prison at Soledad, Department of Corrections, from the General Fund

Item 59, page 10 of the Budget Bill and pages 106 to 110, inclusive, of the Budget. The amount requested is \$828,071. This is an increase of \$102,258 or 14.09 percent over the amount of \$725,813 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages -----	\$58,390	106
Operating expenses -----	—5,058	106
Equipment -----	—2,387	106
Inmate pay work projects -----	3,906	106
	<hr/>	
	\$54,851	
Less reimbursements -----	2,850	106
	<hr/>	
	\$52,001	
Payments from forestry for inmate services -----	17,166	106
	<hr/>	
Net increase -----	\$34,835	
Budgeted increase for new or expanded service:		
Salaries and wages -----	\$57,088	106
Operating expenses -----		
Equipment -----	10,335	106
	<hr/>	
Totals -----	\$67,423	

Recommendations

Amount budgeted -----	\$828,071
Legislative Auditor's recommendations -----	766,627
	<hr/>
Reduction -----	61,444

The recommended reductions totaling \$61,444 are distributed as follows:

Salaries and wages -----	\$56,244
Operating expenses* -----	
Equipment -----	5,200
	<hr/>
Total -----	\$61,444

* To be adjusted on a staff level commensurate with position deletions.

Specific items comprising the total recommended reductions are:

1	Intermediate stenographer-clerk -----	\$2,280
9	Correctional officers -----	38,808
1	Graduate nurse -----	2,640
1	Supervisor of academic instruction -----	3,720
1	Instructor in baking -----	3,216
.5	Catholic chaplain -----	1,860
1	Parole officer, grade 2 -----	3,720
Reduction: Salaries and wages -----		\$56,244
Equipment -----		5,200
Total -----		\$61,444

Analysis

	Per Capita Costs				Increase			
	1947-48	1948-49	Amount	Percent	1949-50	Amount	Percent	
Institution population	327	669	342	104.59	100	31	4.63	
Per capita cost-----	\$1,374	\$1,111	-\$263	-\$19.14	\$1,183	\$72	6.48	
Forestry camp								
population ----	----	----	----	----	60	60	----	
Per capita cost-----	----	----	----	----	\$814	\$814	----	

The net support budget is scheduled to increase \$102,258 or 14.09.

Institution population is estimated to increase by 31 inmates or 4.63 percent.

Per capita costs will accordingly advance by \$72 or 6.48 percent.

The cost of camp operations will increase \$35,065 or 121.13 percent.

Payments from the Division of Forestry for services of inmates, however, will only advance \$17,166 or 36.64 percent.

The net result of camp operations is therefore to add \$17,899 in cost to the total support budget for 1949-50 when compared with 1948-49.

This is primarily due to the fact that in 1948-49 the payments from the Division of Forestry resulted from emergency fire fighting crews operated out of the institution, whereas in 1949-50, actual camp operations will be established for a program covering 60 inmates. The physical change plus a difference in the type of program results in the increase in costs surpassing the increase in payments received for inmate services.

The per capita cost of inmates in Forestry camps, exclusive of inmate pay is \$814 for 1949-50. This compares favorably with the institutional per capita cost of \$1,183 forecasted for the same period.

Salaries and Wages

Salaries and wages are scheduled at \$523,654 for 1949-50 an increase of \$115,478 or 28.29 percent over 1948-49.

This increase is made up of several factors.

Salary adjustments to continue the presently authorized 132.5 positions require \$19,682.

Proposed new positions totaling 36.5, representing an increase in staff of 27.5 percent, will cost \$98,796.

An increase in estimated salary savings of \$3,000 operates as an offset item to reduce the total potential increase of \$118,478 to \$115,478.

The 36.5 proposed new positions are listed by function as follows:

Administration		
Business and Accounting Office :		
1	Accounting officer, grade 2-----	\$3,720
1	Intermediate stenographer-clerk -----	2,280
Care and Welfare		
Custodial and Personal Care:		
14	Correctional officers -----	38,808
Medical and Dental		
1	Dentist -----	4,740
1	Graduate nurse -----	2,640
Education and Religion :		
1	Supervisor of academic instruction-----	3,720
1	Instructor in baking-----	3,216
.5	Catholic chaplain (increase from one-half to full-time) ----	1,860
Classification and Parole :		
1	Parole officer, grade 2-----	3,720
1	Intermediate typist-clerk -----	2,160
Farming and Processing		
1	Assistant institution dairyman-----	2,772
1	Vegetable gardener -----	2,772
1	Heavy equipment mechanic-----	3,060
1	Hog ranch operator (effective January 1, 1950)-----	1,386
Camps		
2	Prison camp supervisors, grade 2-----	5,310
8	Correctional officers -----	16,632
36.5	Totals -----	\$98,796

The merits of each of the above position requests are outlined below together with recommendations:

1 Accounting Officer, Grade 2----- \$3,720 (salary only)

This position is requested to provide necessary technical assistance for the accounting office functions. The size of the institution has progressed sufficiently to justify this addition to staff which will follow the established pattern of other institutions.

Recommendation

Approve the position. The need for this position is evidenced by a review of the comments contained in the audit report made by the Audits Division of the Department of Finance covering the period from the opening of the prison on July 1, 1946 to June 30, 1947, and dated April 19, 1948. However, the report indicated some of the problem is administrative.

The report states:

"We found the records to be incomplete and generally unsatisfactory. This condition has resulted from inability to staff competently the accounting office combined with inability of the Department of Corrections to exercise the close supervision which is essential to the establishment of satisfactory accounting records and procedures at newly established institutions. The deficiencies of the accounting records are so many

that we do not believe there to be any practical purpose served in detailing them.

“Since the end of the period covered by our examination an accounting officer was obtained for the prison, however, it is our understanding that his time is spent primarily on performing the functions of business manager.”

1 Intermediate stenographer-clerk ----- \$2,280 (salary only)

The agency justification states that at least 25 hours per week are spent by two present senior account clerks and one intermediate account clerk in typing purchase estimates, letters and claim schedules, and as a result are not doing the class of work that they should be doing.

Recommendation

Delete the position. *The nature of the work is purely routine and may well be performed by inmate assistance.*

Soledad is a medium security custody institution for older prisoners and as such should adapt itself to provide for the use of inmate assistance wherever possible. This is particularly true when an advance in per capita costs is indicated by budgetary requirements.

There is nothing confidential about the proposed work to be performed, which should cause the use of inmate labor to be dangerous or inadvisable.

14 Correctional officers ----- \$38,808 (salary only)

The proposed 14 correctional officer positions would be distributed as follows:

Clerical duties in associate warden's and captain's office.....	1 position
For coverage on the two dormitories, providing one officer on each dormitory on each of the two night shifts with one officer to cover the day shift in both dormitories.....	5 positions
For the visiting and mail room.....	1 position
For utility duty, guarding and unloading freight trucks, transporting inmates, mess hall duties, etc.....	2 positions
For relief on the basis of post assignments.....	5 positions

Recommendation

Delete nine of the proposed 14 correctional officer positions, allowing five officers for dormitory coverage, effecting a reduction of \$24,948.

The 1948-49 actual and estimated budget figures for this facility provide for 90 correctional officers. The population is scheduled at 669 inmates for 1948-49. The ratio is, therefore, one correctional officer for each 7.4 inmates. This is entirely too low.

Under the proposed request for 14 additional correctional officers with a forecasted population of only 700 in 1949-50, the ratio would be further distorted, since it would then be 1 officer to each 6.7 inmates.

In order to determine the effective custodial strength under which this institution has operated, the record of vacancies existing in custodial positions must be examined. The record at this institution shows that in 1947-48 correctional officer positions were vacant for a total of 66 months or the equivalent of 5.6 correctional officer positions.

As a practical matter, then, the institution has operated with from four to five less correctional officer positions than have been authorized, thereby demonstrating that the ratios of officers to inmates desired by the agency are too high.

The total institutional population is only scheduled to advance by 31 inmates. This small increase does not warrant any additional staff.

The approval of the five custodial officer positions will afford the stated coverage desired on the dormitories.

The agency already has the equivalent of four positions due to accumulated vacancies. Granting more funds for more positions will not entirely solve the problem. What is needed is a more active recruitment effort to shorten the period of vacancy.

In addition to the above there is included in computing for relief positions at this facility an allowance of six days for sick leave for each position, and a further allowance of eight days for in-service training. *This represents 3.6 additional positions which have been included on the basis of a policy that is contrary to normal business practices, is uneconomical, and should be eliminated.* The assignment of these positions to some of the custodial duties outlined in the justification will, with the five positions recommended provide adequate coverage.

The ratio will then be one correctional officer to each 7.4 inmates which will be the same ratio as prevailed in 1948-49.

It should be noted that two correctional officer positions were requested for utility duty. *The 1948-49 Budget provided two positions for this purpose as indicated on page 97, line 74.* In the 1949-50 Budget these positions are now labeled "truck drivers" and a request is made for two new positions for the utility function—which in fact and practice includes the truck driving duties.

1 Dentist ----- \$4,720 (salary only)

This position is requested to eliminate necessity of transporting inmates to San Quentin for dental care or contracting for outside dental services. The population increase will warrant the extension of dental facilities at this time.

Recommendation

Approve the position.

1 Graduate nurse ----- \$2,640 (salary only)

This position is requested to provide nursing coverage from 4 p.m. to 12 midnight. One nurse is now provided for day coverage, Monday through Friday. Emergencies are handled on an overtime basis.

Recommendation

Delete the position. San Quentin with an inmate population of 4,853 for 1949-50 is staffed with only three graduate nurses. Two such positions are not justifiable on the basis of a 700 inmate population. The services of a full-time physician were just provided for at this institution in the 1948-49 Fiscal Year.

Added nursing assistance when required should be provided on an inmate basis in view of the foregoing.

1 Supervisor of academic instruction-----\$3,720 (salary only)

The position is requested under the Supervisor of Prison Education to organize courses in academic instruction in both the day and night school, to procure teaching materials, etc.

Recommendation

Delete the position. According to experience at the institution it is stated that about 50 percent of the inmates will be enrolled in educational and vocational courses. On the basis of population estimates for 1949-50 this would amount to about three hundred fifty students in both vocational and academic courses.

Obviously the work involved in the academic field alone does not warrant the full-time services of a specialist in the academic phases.

The educational program of the prison should be able to be supervised by the Supervisor of Prison Education if he meets the specifications required of his civil service position.

The position of supervisor of education is provided in the Departmental Administration Budget and effective cooperation and supervision from this source should provide the necessary technical assistance to handle the relatively small academic program involved at this facility.

1 Instructor in baking-----\$3,216 (salary only)

This position is requested to establish a course in baking and also afford supervision to the bake shop.

Recommendation

Delete the position. The present staffing provides for a prison food manager and steward and four assistant supervising institution cooks. This would seem to afford ample supervision over the cooking and baking facilities.

It is doubtful that a sufficiently large class could be formulated to warrant formalized instruction in baking over and above such instruction and experience as is now available through the present practice of participating in the cooking and baking program as a part of mess operations.

.5 Catholic chaplains (increase one-half to full-time)

\$1,860 (salary only)

The request is for an expansion in the level of religious services.

Recommendation

Delete the position. Present staffing provides for one full-time Protestant and for a half-time Catholic chaplain. Based on the institution population of 700 plus camp population of 60, this is a ratio of one chaplain to each 506 inmates. This ratio is already too low when compared with the Folsom ratio of one chaplain to each 1,250 inmates and San Quentin with one chaplain to each 1,077 inmates.

Additional staffing is clearly not warranted.

1 Parole officer, grade 2-----\$3,720 (salary only)

This position is requested to direct the pre-parole program and give pre-parole instruction.

Recommendation

Delete the position. The present staffing for the classification and parole unit includes one supervising parole officer and one parole officer, grade one. The ratio is therefor one parole officer to each 380 inmates on the basis of forecast average population. With the requested new position this ratio would be further reduced to one parole officer for each 253 inmates. Both of these ratios are entirely out of line when compared with existing operations at both San Quentin and Folsom. The ratios at these institutions are one parole officer to each 515 and 688 inmates respectively. The proposed addition at Soledad would thus abnormally distort the existing ratios and is not warranted.

1 Intermediate typist-clerk.....\$2,160 (salary only)

Recommendation

Approve the position. At San Quentin the ratio of typist positions in the classification and parole function is one to 244 inmates including proposed new positions. At Folsom the ratio of typist positions in a similar function is one to 229 inmates including proposed new positions. The present ratio of typist positions at Soledad in the classification and parole unit is one to 380 inmates. With the requested new position the ratio would be one to 253 inmates.

This suggests that an additional typist would be warranted to maintain comparable ratios.

It is also recommended that some inmate assistance be used at Soledad.

1 Assistant institution dairyman.....	\$2,772 (salary only)
1 Vegetable gardener	2,772 (salary only)
1 Heavy equipment mechanic	3,060 (salary only)
1 Hog ranch operator (effective January 1, 1950)	1,386 (salary only)

The above four positions are all requested for the farming and processing function.

Recommendation

Approve the positions. The three direct farming positions are in line with an expanding agricultural program.

The heavy equipment mechanic position should also be utilized to provide vocational training for inmates.

2 Prison camp supervisors, Grade 2.....	\$5,310 (salary only)
8 Correctional officers	16,632 (salary only)

These positions are requested incidental to establishing regular camp operations for an estimated 60 inmates.

Recommendation

Approve the positions. Consideration should be given toward increasing camp population without increasing correctional officer positions in order to lower costs and provide a more satisfactory ratio.

Operating Expenses

Operating expenses are scheduled at \$388,670 for 1949-50, a decrease of \$5,058 or 1.28 percent under the 1948-49 figure of \$393,728.

The decrease is occasioned by fluctuations by function as follows:

Administration -----	\$1,465
Support and subsistence -----	—40,555
Care and welfare -----	720
Maintenance and operation of plant -----	895
Farming and processing -----	20,000
Camps -----	12,417
	<hr/>
Net decrease in operating expense -----	—\$5,058

The sizable decline in support and subsistence operating expense is attributable to a reduction in the gross cost of feeding, totaling \$14,195, supplemented by an increase in the value of local production consumed in the amount of \$29,165, making the net reduction in this item of \$43,360.

The decrease in net feeding costs is largely offset by increases of \$20,000 and \$12,417 in operating expense for farming and processing and camp operations respectively.

Both of these increases are attributable to expansions in the respective function. The dairy, hog ranch, and poultry ranch operating expenses are scheduled to increase by \$7,000, \$5,000, and \$10,000 respectively.

Equipment

Equipment expenditures are scheduled at \$39,549 for 1949-50, an increase of \$7,948 or 25.15 percent over the 1948-49 level of \$31,601.

The total equipment expenditure consists of \$17,803 for replacement items and \$21,746 for additional items. The amounts for additional items are scheduled by function as follows:

<i>Function</i>	<i>Cost of additional equipment 1949-50</i>
Administration -----	\$5,615
Support and subsistence -----	650
Care and welfare -----	11,331
Maintenance and operation of plant -----	1,170
Farming and processing -----	2,730
Camps -----	250
	<hr/>
	\$21,746

Out of the total of \$21,746 requested for *additional* items of equipment, the sum of \$11,411 represents items that will be required based on additional personnel requested, or normal expansion incidental to population increase or work load.

The balance of \$10,335 are items representing an expansion in service above presently existing levels.

It is recommended that 50 percent of this latter figure or \$5,200 be deleted from equipment expenditures. This sum will be in addition to any equipment reductions occasioned by deletions of proposed new positions as recommended under the analysis of salaries and wages above.

The reduction in expenditures for additional items of equipment as outlined will not affect indicated requirements for necessary operations and will provide actually for added refinements. Further, it will necessitate that the agency assign some priority to the type of equipment it will actually acquire out of available funds.

Included in the computation of the above reduction for additional items of equipment is deletion of the request for one of the two additional automobiles requested under administration on page 107, line 49, of the Budget.

DEPARTMENT OF CORRECTIONS—CALIFORNIA VOCATIONAL INSTITUTION
For Support of the California Vocational Institution at Lancaster, Department of Corrections, from the General Fund

Item 60, page 11 of the Budget Bill and pages 111 to 115, inclusive, of the Budget. The amount requested is \$1,035,442 from the General Fund for the support of the California Vocational Institution, Lancaster. This is an increase of \$45,886 or 4.64 percent over the amount estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages -----	\$29,867	111
Less increase in salary savings -----	—1,350	
Operating expenses -----	—6,460	111
Equipment -----	—30,716	111
	<hr/>	
Reimbursements -----	—\$8,659	
	280	
	<hr/>	
Total -----	—\$8,939	
Budgeted increase for new or expanded service:		
Salaries and wages -----	\$36,880	111
Operating expenses -----		
Equipment -----	17,945	111
	<hr/>	
Total -----	\$54,825	

Recommendations

Amount budgeted -----	\$1,035,442
Legislative Auditor's recommendations -----	991,892
	<hr/>
Reduction -----	\$43,550

The proposed reduction of \$43,550 consists of the following items:

Salaries and Wages

Deletion of proposed new positions:

1 Intermediate typist-clerk -----	\$2,280
5 Correctional sergeants -----	15,300
4 Correctional officers -----	11,088
1 Intermediate typist-clerk -----	2,160
1 Assistant athletic coach -----	3,372
	<hr/>
Total salaries and wages -----	\$34,200

Operating Expense

To be adjusted on a staff level commensurate with position deletions.

*** Equipment**

Delete 50 percent of the amount requested for additional items for expansion in services -----	\$8,600
100 badges -----	750
Total equipment -----	\$9,350
Total reduction -----	\$43,550

* Further reductions to be effected on equipment contingent upon deletion of proposed new positions.

Analysis

	Per Capita Costs							
			Increase				Increase	
	1947-48	1948-49	Amount	Percent	1949-50	Amount	Percent	
Institution population	418	447	29	6.94	450	3	.7	
Diagnostic clinic population -----	90	100	10	11.11	100	--	--	
Total population ----	508	547	39	7.67	550	3	.5	
* Per capita cost ----	\$1,528	\$1,719	\$191	12.5	\$1,789	\$70	4.0	

* Exclusive of diagnostic clinic costs and rent to Federal Government.

The total support budget at this facility is scheduled to increase \$45,886 or 4.64 percent with a total population increase of only three inmates or .5 percent.

The total increase of \$45,886 is occasioned by increases in the three categories of expenditure as follows:

Salaries and wages -----	\$65,397
Operating expenses -----	—6,460
Equipment -----	—12,771
	\$46,166
Less increased reimbursements -----	280
Net increase -----	\$45,886

Salaries and Wages

The total increase in salaries and wages amounts to \$65,397 or 10.5 percent. This increase is attributable to the following changes:

Normal salary adjustments -----	\$29,867
12 Proposed new positions -----	36,880
Less: Increase in salary savings -----	1,350
	\$65,397

The presently authorized positions total 193.

The sum of \$36,880 is required to finance salaries and wages for 12 proposed new positions and 1 reclassification. These added 12 positions will represent an increase of 6.2 percent in staffing with no appreciable increase in inmate population. The increase may therefore be deemed to be an increase attributable to expansion in the existing level of service and not directly associated with an increased work load, in the absence of special considerations. This is particularly evident when it is remembered that the 1948-49 Budget for this facility was premised on a population of 550 inmates, the same number as now forecasted for 1949-50, and at that time a request was made for 11 proposed new positions.

The proposed new positions for 1949-50 are shown by function as follows:

	Administration	
Business and Accounting Office:		
Senior stenographer-clerk (reclassification) -----		\$280
1 Intermediate typist-clerk -----		2,280
	Care and Welfare	
Custodial and Personal Care:		
5 Correctional sergeants -----		\$15,300
4 Correctional officers -----		11,088
Overtime (escapes and emergencies .5) -----		1,500
Classification and Parole:		
1 Intermediate typist-clerk -----		2,160
	Maintenance and Operation of Plant	
Fire Protection:		
Institution fire fighter (3 intermittent .4) -----		900
	Educational and Vocational Training	
Vocational Training:		
1 Assistant athletic coach and instructor -----		3,372
<hr/>		
12 Total -----		<hr/> \$36,880

The merits of the proposed new positions and recommendations in connection therewith are as indicated:

1 Intermediate typist-clerk ----- \$2,280 (salary only)

This position request is based upon an alleged increase in personnel work due to more personnel documents because of an excessive turnover in personnel. Turnover is attributed to the isolated location of the facility.

Recommendation

Delete the position. An examination of the record of vacancies experienced in 1947-48 discloses that 39 different positions experienced a total of 63 periods of vacancy. However, out of the 39 positions which were vacant 17 of these were vacant for initial periods, because they were *new* positions. This leaves 22 vacancies due to turnover. These 22 vacant positions experienced 46 periods of vacancy. Giving the agency the benefit of extremes and assuming that each of these vacancies occasioned by turnover were actually filled during the fiscal period, this would entail processing personnel documents for 46 people in one year or *an average of less than one per week*.

The other element of work load stated in the justification is that additional documents are required to be filed with the Department of Education in connection with educational personnel.

Reference to the 1949-50 Budget on page 114, lines 55-78, inclusive, shows a total of 26 positions constituting educational personnel. Is the number of additional documents required by the Department of Education, to be processed by the California Vocational Institution, on a teaching staff of only 26 people, so great that it requires an additional typist?

Even if the agency could substantiate such a work load, it is obvious that some of this clerical work is typically routine and should be performed by inmate assistance.

5 Correctional sergeants ----- \$15,300 (salary only)
4 Correctional officers ----- \$11,088 (salary only)

The agency states the five requested positions are for coverage as follows:

- One for supervision of kitchen and dining rooms during meals.
- One for transportation and receiving officer.
- Three for additional relief of supervisory custodial officers.

Recommendations

Delete the positions. Attention is directed to the fact that the inmate population remains at practically the same figure as in 1948-49. An increase of only three inmates is forecasted.

Reference is again made to the schedule of vacancies shown to have existed at this institution. In this connection the agency has already attempted to justify one intermediate typist-clerk position on the basis of an excessive turnover in personnel as discussed above. It must be recognized that out of the total of 193 presently authorized positions, 104 are correctional officer positions. This class constitutes 53.88 percent of the total staff. In the aggregate then vacancies will materially affect the total effective coverage.

The record discloses that a total of 64 months of vacancies occurred in 16 correctional officer positions during 1947-48. This is the equivalent of 5.3 correctional officer positions that the agency did not have filled during 1947-48 when the population was 508 as compared to the forecasted 550 for 1949-50, a difference of only 42 inmates.

During the first six months of the 1948-49 Fiscal Year, the record shows that the equivalent of only .9 of a correctional officer position was vacant. Projected for a full year this would equal 1.8 correctional officer positions due to be vacant. It is therefore apparent that there has been a substantial improvement in effective and actual custodial coverage during 1948-49. It follows equally that with an improvement in effective coverage, and with no material change in total population there should be no reason to authorize additional custodial positions.

From the standpoint of ratio, the present 104 correctional officer positions represent one correctional officer for each 5.28 inmates. This is already by far the lowest ratio of inmates to correctional officers of any of the prison facilities. If the requested additional correctional positions are allowed the ratio will then be one officer for each 4.86 inmates.

The computation for total custodial positions required at this facility, including relief positions, includes an allowance of six days per regular position for sick leave. This requires 432 man days of relief or 1.97 positions.

Also included is an allowance of eight days per regular position for in-service training. This requires 576 man days of relief or 2.63 positions.

The above allowances are in addition to allowances of 15 days for vacation, 16 days for holidays, and 104 days for regular days off.

The allowances for sick leave and for in-service training are wholly out of line and contrary to sound business practices for the several reasons heretofore outlined in discussing this same factor in other correctional institution budgets.

In line with our recommendations in this connection we again reiterate that positions for this purpose should be deleted from the Budget.

In this case a total of 4.60 positions are included for this purpose, the annual salary cost of which is \$12,751 based on the standing annual rate for correctional officers.

Overtime (escapes and emergencies) -----\$1,500 (salary only)

Recommendation

Approved.

1 Intermediate typist-clerk -----\$2,160 (salary only)

The agency states that there is increased work in the classification and parole section and that this position will also serve the guidance center on a pool basis.

Recommendation

Delete the position. It is difficult to reconcile the statement of increased work with the fact of no increase in population. No adequate work load statistics have been submitted that will support the request. In any event, some inmate help should be utilized to cover routine functions. Much of the typing work is actually copying written reports and this can well be handled by inmate assistance here as has been the case in other institutions in the past.

3 Institution fire fighters (part-time) -----\$900 (salary only)

Recommendation

Approved.

1 Assistant athletic coach -----\$3,372 (salary only)

Position requested to assist present athletic coach in recreational program. Again we emphasize that with no expansion in institution population, additional staff is unwarranted.

We also desire to point out that this position was unfilled for over two and a half months in the 1947-48 Fiscal Year and for five months in the 1948-49 Fiscal Year. If the agency can keep the position filled during the coming 1949-50 Fiscal Period that in itself will represent a 42 percent improvement in coverage for this activity.

It is suggested that full consideration be given to developing inmate group leaders in the physical education program in lieu of additional positions for this activity.

This facility in its original budget presentation requested a new position of senior physician and surgeon at a cost of \$6,360 for salaries and wages.

This position was deleted by the Department of Finance.

We believe and recommend that this position should be reinstated in the Budget and we recommend approval based upon the following factors.

First, that he is to serve both the Women's Institution at Tehachapi and Lancaster.

The Institution for Women at Tehachapi has included in its budget under operating expense the sum of \$5,720 to cover contract services for an outside physician to visit that institution two days per week.

There is also included in this budget for California Vocational Institution the sum of \$1,000 for outside physician services, which the facility stated to be inadequate for its needs.

The sum of \$5,720 for outside contract services for only two days per week at Tehachapi is \$740 more than the annual wage of a full-time position of physician and surgeon, which will cost only \$4,780 at the starting salary of \$415, the top of the range being \$505.

It is therefore obvious that it is more economical and will afford better service for both Tehachapi and Lancaster to establish a full-time position for physician and surgeon at Lancaster, and have the latter facility enter into a contract with Tehachapi to furnish two days of physician services.

This arrangement, at a salary cost of \$4,780, will eliminate \$5,720 less than contract amount, from operating expense at Tehachapi plus a further sum in operating expense at Lancaster and will result in giving the State the benefit of five days per week added medical service instead of two days.

Operating Expenses

Operating expenses are scheduled at \$330,220 for 1949-50. This is a decrease of 1.92 percent or \$6,460 under the amount estimated to be expended in the 1948-49 Fiscal Year.

The trend, by function, for operating expenses is indicated below:

Function	Increase in operating expense	
	Amount	Percent
Administration -----	\$305	1.31
Support and subsistence -----	-10,790	-4.69
Care and welfare -----	125	.44
Maintenance and operation of plant -----	2,400	6.30
Education and vocational training } -----	1,500	11.81
Diagnostic clinic -----		
	<hr/> -\$6,460	<hr/> -1.92

The net decline is due to a drop in feeding costs of \$10,990 under support and subsistence. Relatively small offsets occur due to some expansion and some increases in prices.

Equipment

Equipment expenditures are scheduled at \$37,826 for 1949-50, a decrease of \$12,771 or 25.24 percent under the amount estimated for 1948-49. The trend by function is indicated below:

Function	Increase in equipment	
	Amount	Percent
Administration -----	\$6,203	8.09
Support and subsistence -----	-16,356	-68.86
Care and welfare -----	1,401	18.07
Maintenance and operation of plant -----	-1,928	-23.72
Educational and vocational training -----	2,786	45.06
Diagnostic clinic -----	369	21.73
	<hr/> -\$12,771	<hr/> 25.24

Out of the total of \$37,826 for equipment, \$17,758 is to cover replacements and \$20,068 is for additional items. Additional items therefore constitute 53.1 percent of the total equipment request.

A resume of the equipment schedule for this facility shows that the total amount required for *additional* items of equipment necessary to equip all proposed new positions plus some items due to normal expansion at the existing level of service totals \$2,123. Deducting this from the total

of \$20,068 leaves \$17,945 for additional equipment that will represent expansions and improvements above the existing level of service.

Under the circumstances, it is therefore recommended that a reduction of 50 percent or \$8,600 be made in the total amount of additional equipment, exclusive of cost of badges, representing improvements above the existing level of service.

In addition to this amount we specifically recommend deletion of the item covering purchase of 100 badges for officers costing \$750.

Contingent upon deletion of certain proposed new positions, additional amounts will be deleted covering specific equipment for such positions.

DEPARTMENT OF CORRECTIONS—INSTITUTION FOR WOMEN, TEHACHAPI

For Support of the Institution for Women, Department of Corrections, from the General Fund

Item 61, page 11 of the Budget Bill and pages 116 to 119, inclusive, of the Budget. The amount requested is \$469,310 from the General Fund for support of the Institution for Women, Tehachapi. This is an increase of \$64,589 or 15.23 percent over the amount estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages-----	\$20,293	116
Less increase in salary savings-----	1,650	116
Operating expense -----	8,825	116
Equipment -----	—6,438	116
Total -----	\$21,030	
Budgeted increase for new or expanded service:		
Salaries and wages-----	\$38,358	116
Operating expense -----	800	116
Equipment -----	4,401	116
Total -----	\$43,559	

Recommendations

Amount budgeted -----	\$469,310
Legislative Auditor's recommendations-----	429,794
Reduction -----	\$39,516

The proposed reduction of \$39,516 consists of the following items:

Salaries and Wages	
8 Women's correctional officers-----	\$22,176
1 Recreation and physical education teacher-----	3,060
1 Intermediate stenographer-clerk -----	2,280
1 Stationery engineman -----	3,060
Total -----	\$30,576

Operating Expenses

Outside contract services for medical and dental care through private physician and dentist * ----- \$6,740

* To be adjusted contingent upon a contract for these same services by California Vocational Institution at Lancaster. Approximate contract cost should be 40 percent of total annual salaries and wage cost for 1 physician @ \$4,980, and 1 dentist @ \$6,085, or \$4,426 plus travel expense 80 miles per week @ 6¢ or \$260, making contract cost \$4,686 or approximately \$4,700. Deducting this \$4,700 from \$11,440, present amount of contract services, leaves a net reduction of \$6,740 to be effected in this budget.

Equipment

Equipment ----- \$2,200

Analysis

	Per Capita Costs						
	1947-48	1948-49	Increase Amount	Percent	1949-50	Increase Amount	Percent
Average inmate population -----	288	330	42	---	371	41	12.4
Per capita cost -----	\$969	\$1,228	--	---	\$1,265	\$37	3.01

Population is scheduled to increase by 41 inmates or 12.4 percent.

Per capita costs are scheduled to increase by \$37 or 3.01 percent.

The total support budget is to increase by \$64,089 or 15.81 percent.

With an increase in total population there is ample reason to expect a reduction in per capita costs, rather than an increase.

The total increase in the support budget for this facility is distributed as follows:

Salaries and wages -----	\$57,001
Operating expense -----	9,625
Equipment -----	—2,037
	<hr/>
	\$64,589
Less: Increased reimbursements -----	500
	<hr/>
	\$64,089

Salaries and Wages

Salaries and wages are scheduled to advance \$57,001 or 29.5 percent.

This increase is attributable to the following changes:

Normal salary adjustments -----	\$7,513
15.9 Proposed new positions -----	51,138
Less: Increase in salary savings -----	1,650
	<hr/>
	\$57,001

The sum of \$51,138 is required to finance salaries and wages for 15.9 proposed new positions and 3 reclassifications. There are 62.6 presently authorized positions. *The increase in staff requested by the proposed Budget amounts to 25.4 percent in comparison to a population advance of only 12.4 percent.* However, the institution is sufficiently large that an increase in population of only 41 inmates or 12.4 percent should be absorbed without any appreciable increase in total staffing.

The proposed 15.9 new positions are shown by function as follows:

Administration

Business and accounting office:
.5 Institution bookkeeper, part-time ----- \$1,320

Care and Welfare

Custodial and personal care:		
Assistant superintendent (reclassification of 1 head women's correctional officer) -----		\$1,680
10 Women's correctional officers -----		27,720
Overtime (escapes and emergencies 1.0) -----		3,000
Medical and dental:		
Supervising nurse, grade 1 (reclassification of one graduate nurse) --		288
Education and religion:		
1 Garment repair supervisor -----		3,372
1 Arts and crafts teacher -----		3,060
1 Recreation and physical education teacher -----		3,060
.2 Chaplain, Catholic (increase from one-fourth to one-half time .2) --		975
.2 Chaplain, Protestant (increase from one-fourth to one-half time .2) --		975
Classification and parole:		
1 Intermediate stenographer-clerk -----		2,280
Maintenance and Operation of Plant		
Chief of institution maintenance, grade 1 (reclassification of chief engineer, grade 1) -----		348
1 Stationary engineman -----		3,060
15.9 Totals -----		<u>\$51,138</u>

The merits of the proposed new positions and recommendations in connection therewith are as indicated:

.5 Institution bookkeeper, part-time ----- \$1,320 (salary only)

This position request is premised upon increased population necessitating increased work on the trust accounts and canteen.

Recommendations

Approve the position. In approving this position, we desire to point out some of the comments made in the audit report on this facility covering the period November 1, 1945, to June 30, 1947, said audit having been made by the Audits Division of the Department of Finance and dated May 5, 1948. We quote:

“The records, with the exception of the cash accounts, were seven months in arrears as of June 30, 1947.

“Checks have been permitted to remain outstanding for as long as two years.

“The revolving fund, during the Ninty-eighth Fiscal Year, was used primarily for salary advances and only occasionally for the payment of invoices bearing discount provisions. There was no apparent excuse for failure to take advantage of discounts offered, as the fund could have been augmented under provisions of the budget act.

“Due to arrearage in budgetary accounts the institution incurred obligations in excess of funds appropriated for its support. The audit indicates the need for approximately \$30,000.

“The property requisition register, the property ledger and the property cards were not maintained.

“Standard personnel forms for accumulated vacation, sick leave and overtime were not maintained by the institution.”

It should be noted that many of the above deficiencies while extremely important, entail generally a routine type of work, capable of accomplishment through the effective use of inmate clerical assistance under proper supervision.

The present staffing plus the requested addition should be more than ample to properly supervise inmate clerical assistance to adequately maintain the books and accounts at this small institution.

Assistant superintendent (reclassification of head women's correctional officer)-----\$1,680 (salary only)

Recommendation

Approve the reclassification. The need for added supervision is evident at this facility. We approve the requested reclassification on the premise that better control be exercised to improve the operating efficiency of the institution.

10 Women's correctional officers-----\$27,720 (salary only)

The above request is premised upon providing *double* custodial coverage on four cottages on two different shifts, namely from 6 a.m. to 2 p.m. and from 2 p.m. to 10 p.m. which will require seven additional regular positions.

To provide added coverage in the Administration Building now handled by two correctional officers, another additional regular position is requested.

The above eight regular positions are stated to require an additional two positions for relief.

Recommendation

Delete eight correctional officer positions, \$22,176. In the 1947-48 Fiscal Year the Budget provided for a total of 28.6 authorized custodial positions for a population of 288 or a ratio of 1 officer to each 10.1 inmates. The record of vacancies during 1947-48 shows a total of over 52 months or 4.3 position of vacancies in authorized custodial strength. Based on the budget figure, it is obvious that the institution operated on the basis of 28.6 authorized positions less the loss in custodial coverage occasioned by vacancies in the amount of 4.3 positions, leaving a net effective coverage of 24.3 positions or a ratio of one position to each 11.8 inmates.

In the 1948-49 Fiscal Year the Budget provided for a total of 43 authorized custodial positions for a population of 330 inmates or a ratio of one officer to each 7.7 inmates. The ratio was thus reduced from 1: 10.1 to 1: 7.7 a decrease in number of inmates per authorized custodial position of 2.4 or 23.7 percent. This represents a sizeable improvement in custodial coverage.

The record of vacancies in the 1948-49 Fiscal Year presents the institution's request for additional correctional positions in an even more unfavorable light.

During the first six months only of the 1948-49 Fiscal Year the vacancies in correctional officer positions total 72.4 months. This is the equivalent of 12 positions for a full year if the present vacancy experience continues.

Particular attention is directed to the fact that 11 of these positions have been vacant ever since July 1, 1948, when 17 proposed new custodial officer positions were included in the Budget.

It is self evident that granting 10 additional custodial positions will not solve the problem of custodial coverage, when the institution has the vacancy experience indicated by the above figures.

Further, based on the forecasted population increase of only 41 inmates, the allowance of 10 additional custodial positions would provide a ratio of 1 authorized custodian position for each 6.8 inmates, whereas the 1948-49 authorized positions would provide for a ratio of 1 : 7.7.

We also question the validity of the Budget figures as presented since it is apparent that the item of salary savings is not truly representative of salary savings due to unfilled positions alone. For example in 1947-48, salary savings under the Care and Welfare function are shown as 2.4 positions totaling \$7,590, whereas the total dollar value of the accumulated vacancies for 4.3 correctional officer positions amounts to \$11,919.

The Budget for this facility does not reflect payment of any salaries and wages on an overtime basis. This is contrary to the information we have from the institution, and if this latter is correct, then the Budget does not present an accurate picture of the actual operations in this respect.

Since the amount of dollars and time spent by actual experience in performing a function is certainly one element upon which to evaluate the necessity for additional funds and positions for that function, it is difficult to predicate approval of additional position requests in the absence of supporting information clearly establishing their need.

The increase in population of only 41 inmates does not warrant *doubling* the custodial coverage on two out of the three shifts. The increase in population, based on the ratio of 1:7.7 for 1948-49 would only warrant 5.3 additional custodial provisions.

It is recommended that effective management contribute something toward a slight improvement of custodial ratios to the extent that such ratio be improved .3 to a basis of 1.8, excluding allowances for in-service training and sick leave. This will provide for a total of 46.4 positions. Allowing for 47 positions will permit a recommendation of two *additional* positions, effecting a deletion of eight of the proposed ten new positions.

The computation of staff requirements for custodial positions at this facility includes a provision for sick leave of six days per regular position. This requires .849 positions. Based on the starting salary of \$2,772 this will cost \$2,353.

Also included is a provision of eight days per regular position for in-service training. This requires 1.132 positions. Based on the starting salary of \$2,772 this will cost \$3,137.

We recommend that funds provided for allowances for sick leave and in-service training total two positions or \$5,544 be allocated to regular positions instead of relief positions to assist in total staffing requirements for custodial activity. These two positions plus the two additional will provide for the necessary coverage.

Overtime (escapes and emergencies) -----\$3,000 (salary only)

Recommendation

Approved.

Supervising nurse, Grade 1 (reclassification of one graduate nurse) -----\$288 (salary only)

Recommendation

Approved.

1 Garment repair supervisor-----\$3,372 (salary only)

This position is requested to provide that more inmates be employed in sewing. It is also stated that an adequate clothing repair program should reduce clothing replacement costs.

Recommendation

Approve the position. The training cannot help but prove beneficial to both the inmates and the institution, and can be justified from the instructional point of view alone. The savings potential indicated in the justification is not apparent in the Budget, since clothing for inmates is scheduled at \$45 for 1949-50 on a per capita basis, which is the same amount as provided in 1948-49. If properly utilized, this position should effect savings approximating the cost of the annual salary.

1 Arts and crafts teacher-----\$3,060 (salary only)

These duties are presently afforded to the institution on a part-time basis by a voluntary teacher. It is desired to expand the program somewhat and also to include a larger participation due to increased population.

Recommendation

Approve this position. The size of the institution is sufficiently large to warrant a full-time application of arts and crafts.

1 Recreation and physical education teacher-----\$3,060 (salary only)

This position is requested on the basis that some organized recreation and group activity is desirable at an institution of this size, particularly since a much younger group of inmates are in the institution since the war.

Recommendation

Approve the position. The merits as stated are sufficient to warrant providing for this type of activity.

.4 Chaplains (increase both Catholic and Protestant from one-fourth to one-half time) ----- \$1,950 (salary only)

The institution has experienced considerable difficulty in attempting to fill the positions on a one-fourth time basis because of its isolated location. The local community cannot support the other three-fourths time.

Recommendation

Approve the position.

1 Intermediate stenographer-clerk ----- \$2,280 (salary only)

This position is requested for clerical assistance for correspondence and filing for classification work.

Recommendation

Delete the position. We recommend the use of inmate clerical assistance to cover the duties outlined.

1 Stationary engineman ----- \$3,060 (salary only)

This position is requested in order to provide day coverage on the laundry boiler.

Recommendation

Delete the position. One of the basic reasons for establishing the position of chief engineer at this institution was to have available some qualified person to generally oversee boiler operations. The position of chief engineer is now being reclassified to that of chief of institution maintenance. This does not change the availability of the personnel in this position to give periodic attention to the laundry boilers.

Operating Expenses

Operating expenses are scheduled at \$217,100 for 1949-50. This is an increase of \$9,625 or 4.64 percent over the amount of \$207,475 estimated to be expended in the 1948-49 Fiscal Year.

The trend by function, for operating expense is indicated below:

<i>Function</i>	<i>Increase in operating expense</i>	
	<i>Amount</i>	<i>Percent</i>
Administration -----	\$720	6.46
Support and subsistence-----	8,760	6.82
Care and welfare-----	-3,365	-7.83
Maintenance and operation of plant-----	2,900	14.02
Farming and processing-----	610	13.89
 Totals -----	 \$9,625	 4.64

Population increase plus added facilities for housing and educational and vocational training account for the general increases. A decline under Care and Welfare is attributable largely to a reduction in expenditures for outside contractual services for hospital care.

Attention is directed to the fact that the sum of \$5,720 is included in operating expenses for contract services for a doctor for two days per week.

Likewise a similar amount is included for contract services for a dentist for two days per week.

In the case of the doctors contract services we will be paying \$740 a year more, for two days a week, than the starting salary scale for a full time physician and surgeon, the monthly salary range of which is \$415 to \$505.

In the case of the dentist the contract service price of \$5,720 is within \$340 of the starting salary cost of a civil service senior dentist, which would provide five days service per week.

It is clearly uneconomical in the light of the facts to contract for these services with outside physicians.

We therefore recommend that the amount of \$11,440 less a suitable contract amount for services from C. V. I. at Lancaster, be deleted from operating expenses under Care and Welfare at this facility. We further recommend that \$4,980 be transferred to Salaries and Wages in the Budget for the California Vocational Institution at Lancaster, and one full-time position be established for a physician at that point, where the recruitment problem is less difficult. When established at the latter institution, the required two days service for Tehachapi can be handled on a contract basis.

Such a change will afford the State the benefit of three days additional medical service per week at no material increase over presently projected costs.

Attention is directed to the fact that at the present time Lancaster is contracting also for outside medical services and the amount of such services should be deleted from that Budget, with the establishment of the physician and surgeon position at that point.

In regard to the dental services, it is noted that Lancaster with a population of only 550 has a full-time dentist. Dental services should generally be predicated on a population basis of one dentist per 1,200 to 1,500. The dental services at Lancaster were expanded in 1948-49 from a half-time to full-time position. It is therefore clear that Tehachapi can contract for the two days required dental services with Lancaster on the basis of the presently established position at that point.

Equipment

Equipment expenditures are scheduled at \$21,440 for 1949-50. This is a decrease of \$2,037 or 8.68 percent under the amount of \$23,477 estimated to be expended in 1948-49.

The trend by function is as follows:

Function	Increase in equipment	
	Amount	Percent
Administration	—\$2,907	—63.63
Support and subsistence.....	—520	—5.6
Care and welfare.....	2,865	51.90
Maintenance and operation of plant.....	—1,535	—56.85
Farming and processing.....	60	4.24
Totals	—\$2,037	—8.68

Out of the total of \$21,440 for equipment, the sum of \$14,779 is for items of replacement and the further sum of \$6,661 is for additional equipment.

A resume of the equipment schedule for this facility shows that the total amount required for *additional* items of equipment to equip all proposed new positions, plus some items due to normal expansion at the existing level of service totals \$2,260. Deducting this latter sum from the total of \$6,661 requested for additional items leaves \$4,401 for equipment additions that represent improvements *above* the existing level of service.

On the basis of economy, it is therefore recommended that a reduction of 50 percent or \$2,200 be made in the amount of additional equipment, representing improvements above the existing level of service.

Contingent upon deletion of certain proposed new positions as recommended, further sums for equipment are to be deleted covering specific items for such positions.

DEPARTMENT OF CORRECTIONS—ADULT AUTHORITY

For Support of the Adult Authority, Department of Corrections, from the General Fund

Item 62, pages 11 and 12 of the Budget Bill and pages 120 and 121 of the Budget. The amount requested is \$575,487 from the General Fund for support of the Adult Authority. This is an increase of \$56,310 or 10.84

percent over the amount estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages -----	\$50,146	121
Operating expenses -----	14,430	121
Equipment -----	—8,266	121
Total -----	\$56,310	
Budgeted increase for new or expanded service:		
None -----		

Recommendations

Amount budgeted -----	\$575,487
Legislative Auditor's recommendations -----	501,777
Reduction -----	\$73,710

The recommended reductions consist of:

11 Proposed new parole officer positions -----	\$24,450
3 Existing parole officer positions, grade 2 -----	11,160
4 Proposed new stenographer positions -----	6,840
14 Existing stenographic positions -----	31,260
32 Total -----	\$73,710

Analysis

	Parole Case Load and Unit Costs							
	1947-48	1948-49	Increase		1949-50	Increase		
			Amount	Percent		Amount	Percent	
Average number paroles supervised	3,070	3,463	393	12.8	3,838	375	10.8	
Cost per parolee ---	\$124	\$130	\$6	4.8	\$132	\$2	1.5	
Effective number of parole officers on case work -----	34	38	4	11.7	45	7		
Average case load per parole officer	90	91	1	1.1	85	—6	—6.6	

The total support budget for the Adult Authority is scheduled to increase \$56,310 or 10.84 percent, and the total caseload for parole supervision is scheduled to increase from 3,463 to 3,838, an advance of 10.85 percent.

The total increase of \$56,310 is attributable to changes in the three categories of expenditure as follows:

Salaries and wages -----	\$50,146
Operating expenses -----	14,430
Equipment -----	—8,266
Total -----	\$56,310

Salaries and Wages

The total increase in salaries and wages amounts to \$50,146 or 13.46 percent. This increase is attributable to the following changes:

Normal salary adjustments -----	\$16,596
16 Proposed new positions -----	34,150
Less: Increase on salary savings -----	600
Total -----	\$50,146

The presently authorized positions total 106. The sum of \$34,150 is required to finance salaries and wages for 16 proposed new positions and 5 reclassifications. These added 16 positions represent an increase in staff of 15.1 percent compared to an increase in the number of parolees supervised of only 10.8 percent.

The proposed new positions for 1949-50 are shown by function as follows:

Administration	
Board	
1 Intermediate typist-clerk -----	\$2,160
Bureau of Paroles	
3 Parole officers, grade 2 (one each July 1, August 1, March 1) -----	8,370
8 Parole officers, grade 1 (three July 1, one each October 1, December 1, February 1, May 1, June 1) -----	16,080
4 Intermediate stenographer clerks (one each July 1, August 1, October 1, March 1) -----	6,840
Reclassification of 4 junior stenographer-clerks to intermediate stenographer-clerks -----	660
Reclassification of 1 intermedite file clerk to senior file clerk -----	40
<hr/> 16 Total -----	<hr/> \$34,150

The merits of the proposed new positions and recommendations in connection therewith are as indicated:

1 Intermediate typist-clerk ----- \$2,160 (salary only)

The justification for this position is based upon a typing work load incidental to receiving 75 pages of minutes per month and preparing an average of 6,000 certifications per month, requiring 265 man hours per month.

Recommendation

Approve the position. The present method of record keeping in connection with Adult Authority official actions represents a substantial improvement in manner, degree, and accuracy in comparison to the former procedure. The added cost of clerical help to maintain it in its present degree of effectiveness is nominal in relation to the improved control it affords.

The added work load since the inception of the change does not require a full stenographic position. Accordingly the establishment of the present position will provide a substantial cushion to assimilate a considerable expansion in the work load. Some consideration might be given toward the employment of temporary help pending a further increase in work load.

11 Parole officers (3 grade 2, 8 grade 1) ----- \$24,450 (salary only)

The positions requested are premised upon an increase of 375 or 10.8 percent in the average number of parolees supervised, plus an allowance of additional staff to permit a reduction in the average case-load per officer of from 91 to 85 cases, a decline in work load of 6.6 percent per officer.

The total cost of salaries and wages does not represent the full annual cost since the positions are requested on a staggered basis. The

actual full annual cost of salaries and wages for the requested 11 positions is \$36,888.

A continuous effort has been exerted to secure the authorization of more parole officer positions in order to reduce the caseload per parole officer, on the premise that such reduced caseloads will permit better and closer supervision over parolees. This in turn is supposed to reduce the rate of parole violations, and result in savings to the State by keeping the parolee from being again maintained in an institution with the attendant high per capita cost. The obvious other result is the greater degree of supervision afforded the parolee.

While the premise is desirable, the actual results do not support the premise. An examination of the percentage of parolees returned as violators does not show an improvement anywhere near commensurate with the degree of reduction represented by reducing the caseload of parole officers.

In 1945-46 the caseload was 104 per parole officer and 21.26 percent of the parolees were recommitted to prison.

In 1946-47 the caseload was reduced to 94 and 27.93 percent of the parolees were recommitted to prison.

In 1947-48 the caseload was reduced to 90 and still 27.1 percent of the parolees were recommitted.

Based on the first six months of the 1948-49 Fiscal Year with a further reduction in caseload to 85, the actual commitments will be 28.9 percent of the total parolees.

It is therefore apparent that in spite of reduced case loads, and supposedly better constructive supervision, the rate of recommitment is going up.

The budget figures show the alleged case load per parole officer. However, in arriving at the figure, the average number of parolees supervised is divided by what is termed "Effective Number of Parole Officers on Case Work." In the current Budget for example, the following figures are shown under parole case load and unit costs on page 120:

	1947-48	1948-49	1949-50
Average number of parolees supervised-----	3,070	3,463	3,838
Effective number of parole officers on case work----	34	38	45
Average case load per parole officer-----	90	91	85

From the above it is clear that the agency states that it has (or expects to have in 1949-50) 34, 38, and 45 parole officers on case work in the Fiscal Years 1947-48, 1948-49, and 1949-50 respectively.

In the Budget on page 121, lines 25 through 31 inclusive, it is noted that staffing is provided for 51.6, 59, and 70 (including 11 proposed new) positions respectively in the category of parole officers.

From the foregoing it is clear that the case load is not properly stated in relation to total parole staff.

If we divide the total case load by the number of parole officer positions authorized, the actual case load figures turn out to be 59, 59, and 54 respectively. This is at considerable variance with the claimed case loads as shown and is entirely too low.

For example in 1948-49, the total authorized positions for parole officers is 59. This is 7.4 more positions than are shown in 1947-48, yet the effective number of parole officers stated to be on case work goes up from 34 to 38 in the same period, an increase of only four.

A similar situation applies for 1949-50. Eleven additional parole officers are requested, yet the effective number on case work is shown to increase only seven officers.

It is therefore clearly apparent that the method of computing case load determinations for parole officers in the Adult Authority is unsound and impractical.

It provides for fluctuations that nullify any attempt to arrive at sound staffing or budget requirements from year to year and thus defeats any attempted valuation of parole supervision accomplishments from a work load standpoint.

In arriving at the requested staffing for parole officers in 1949-50, a total of 12 parole officer positions were not counted in determining case load ratios. The positions that were not included are as follows:

- 1 Parole officer, grade 2, job placement, San Francisco
- 1 Parole officer, grade 2, job placement, Los Angeles
- 1 Parole officer, grade 2, out-of-state cases, Sacramento
- 1 Parole officer, grade 2, office manager, San Francisco
- 1 Parole officer, grade 2, office manager, Los Angeles
- 1 Parole officer, grade 2, office manager, Oakland
- 6 Supervising parole officers

12 Total parole officers not included in determining case loads.

In addition to the above 12 positions, neither the chief parole officer or the deputy chief parole officer are included in case load determinations. *This results in 20.3 percent of the total parole officer staff not being included in determining the effective number of parole officers assigned to carry case loads.*

The implications of not counting certain "specialist" parole officers in computing staffing are obvious. Merely by increasing the number of "specialist" functions in the field of parole activity, the total staff may increase out of all proportion to actual case load, and no valid standard of comparison may be had from year to year on the same agency. Further, no valid staffing standard may be used between agencies doing the same comparable work, as for example, the parole function in the Youth Authority and the one presently under discussion.

All of the 12 positions listed above are parole officers and are, or should be performing functions clearly outlined in the specifications for parole officers and accordingly should be counted in determining the staffing requirements for a parole unit.

We concede the advisability and desirability from the standpoint of effective management and efficiency to specialize certain phases of an over-all function, where the work load may be more effectively accomplished by a full-time position devoted to the specialization thus created. However, even when this is done the over-all job must still be evaluated from the standpoint of over-all staffing. Under those conditions there may be a wide variance in the case loads carried by certain parole officers, but in the aggregate they must approach an established average in order to evaluate the effectiveness and size of the organizational unit accomplishing the function.

Case load averages have been continually revised downward. This factor together with the creation of the specialist function and the failure to include such specialists in computing the real case load, has resulted

in the present fiction of a stated fair case load and an actual very light average case load.

Another variant is applied in determining staffing for parole officers in the Adult Authority. This is the practice of computing case loads for grade 2 parole officers at one-half the amount for grade 1 parole officers. *For purposes of computing total staffing, this is an arbitrary allocation that bears no realistic approach to the actual problem.*

We recommend that an over-all figure of 75 cases be adopted as the average case load to be used in computing the total staffing of a parole unit, excluding one administrative position.

On this basis, predicated on a total active parole population of 4,100 by the end of the 1949-50 Fiscal Year, a total of 55 parole officers will be required.

Recommendation

We recommend deletion of the 11 proposed new positions of parole officers, plus a further deletion of three existing parole officer positions in order to reduce the presently authorized figure of 59 to the requisite number of 55, excluding one administrative position.

This will effect a salary savings of \$24,450 on proposed new positions, plus a further reduction of \$11,160 in presently authorized positions based on the starting salary range of a grade 2 officer.

It should be noted that per capita costs for parole supervision for the Adult Authority are excessive when compared with a similar function under the Youth Authority. The latter agency has a per capita cost of \$113 covering supervision of an average case load of 3,423 wards, while the Adult Authority per capita cost is \$132 covering an average case load of 3,838 parolees. As a practical matter, the larger total case load of the Adult Authority should result in *lower* per capita costs instead of higher costs. *Based on the difference of \$19 in per capita costs, the Adult Authority with an average case load of 3,838 parolees will cost \$72,922 more for parole supervision than the same service would cost under the Youth Authority.* This is further reason for a revision in staffing.

The recommended case load of 75 parolees will actually permit a lower case load for the fiscal year 1949-50 since the agency will have the benefit of 55 fully occupied positions while the ultimate case load of 4,100 is developing. The starting average will actually be 3,600, the active case load for July 1, 1948 divided by 55, giving a real case load of 65.4 parolees per parole officer. The normal practice of staggering the appointment of additional parole officers would therefore not be operative as far as the 1949-50 Fiscal Year is concerned. This will result in an average case load figure for the full year of 3,838 divided by 55 or 69.8.

It is recommended that the Department of Finance in cooperation with the Adult Authority and the Youth Authority conduct a thorough analysis of the work load problem for an efficient parole function applicable to both agencies and the Board of Trustees at Tehachapi to the end that:

- 1. A uniform organization structure may be developed for the parole function.*
- 2. The same standard of defining "active case load" may be used by all agencies affected.*

3. *A uniform numerical application may be made to all affected agencies in determining staffing requirements based on active case load.*

In connection with such a study, consideration should be given to the time element such as may now be devoted by parole officers in attempting to locate both escapees from the institution and parolees who fail to report or who are missing.

We question the validity of such activity as being properly within the province of a parole officer. If the optimum result is to be obtained in securing the beneficial effects of a parole program, it would seem desirable to devote as close to 100 percent of the available time to that effort.

Any time spent in hunting escapees or missing parolees is lost as far as improving the chances of a presently available parolee to make good. A parolee who violates the terms of his parole by turning up missing, or an escapee from a prison are both law violators and as such the matter of their apprehension should devolve upon regular enforcement officers to the greatest extent possible.

4 Intermediate Stenographer-clerks

These positions are requested on the basis of necessary stenographic assistance for the requested 11 additional parole officers. Recommendation: Delete the four requested positions, plus 14 additional stenographic positions for a total reduction of \$38,100 in salaries and wages for stenographer help.

It has been customary by the agency and by the Department of Finance in computing the stenographic assistance necessary for parole officers to use a ratio basis of about one stenographer to each 2.5 parole officers.

This ratio is entirely too low. For a pool basis the ratio should be at least one to three or four and in certain cases may be efficiently operated on a 1 to 5 ratio.

However, aside from the excessive ratio now being used, we direct attention to another fallacy in continually applying a ratio basis to the stenographic assistance in proportion to the parole officers employed.

The measure of the amount of dictation requiring stenographic assistance is the number of parole cases being supervised by the parole officer, since that is the measure adopted to determine the number of officers desired. This being true it clearly follows that a reduction in the case load of the parole officers should be followed by downward adjustment in the amount of stenographic assistance for each officer.

A comparison of stenographic assistance to total case load shows that in December of 1946 the case load per stenographic position was 180.7. This has steadily declined since then as a result of hiring stenographers in ratio to parole officers rather than in relation to case load, until as of November 1948, the case load per stenographic position was down to only 113.6. A continuation of this policy can eventually result in closely approximating one stenographer for each parolee if carried to an ultimate mathematical conclusion.

We recommend a ratio of one stenographer for each four parole officers. This is actually somewhat excessive if efficient dictating equipment is employed. On this basis a total of 14 stenographers would be required, exclusive of two senior stenographer-clerks to serve the two top administrative positions.

We therefore recommend deletion of the four proposed new stenographic positions costing \$6,840, plus 14 of the presently existing positions costing \$31,260, effecting a total salary saving of \$38,100 in stenographic assistance.

Operating Expenses

Operating expenses are scheduled at \$123,630 for 1949-50. This is an increase of \$14,430 or 13.21 percent over the amount of \$109,200 estimated to be expended in the 1948-49 Fiscal Year.

The trend by function for operating expense is indicated below:

<i>Function</i>	<i>Increase in operating expenses</i>	
	<i>Amount</i>	<i>Percent</i>
Administration	—\$175	1.42
Bureau of Paroles	14,605	15.07
Totals	\$14,430	13.21

Increases are directly related to requested increases in staff for the Bureau of Paroles.

A substantial reduction in this item is possible, contingent upon deletion of positions as recommended.

Equipment

Equipment expenses are scheduled at \$32,089 for 1949-50. This is a decrease of \$8,266 or 20.48 percent under the amount of \$40,355 estimated to be expended in the 1948-49 Fiscal Year.

The trend by function for equipment is indicated as follows:

<i>Function</i>	<i>Increase in operating expenses</i>	
	<i>Amount</i>	<i>Percent</i>
Administration	—\$854	52.3
Bureau of Paroles	—7,412	19.1
Total	—\$8,266	

Out of the total of \$32,089 for equipment, the sum of \$12,979 is for replacement items and \$19,110 covers additional items. The latter amount represents, almost entirely, items contingent upon proposed new positions.

Equipment expenditures will be revised downward on a staff basis contingent upon deletion of proposed new positions and some presently authorized positions.

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

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

Item 63, page 12 of the Budget Bill and page 122 of the Budget. The amount requested is \$56,300, from the General Fund for support of the Board of Trustees, California Institution for Women. This is an increase

of \$12,875 or 29.64 percent over the amount estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages -----	\$6,939	122
Operating expenses -----	4,095	122
Equipment -----	1,353	122
Total -----	\$12,387	
Budgeted increase for new or expanded service:		
Equipment -----	\$488	122

Recommendations

Amount budgeted -----	\$56,300
Legislative Auditor's recommendations -----	23,825
Reduction -----	\$32,475

The recommended reductions consist of the following:

1. Consolidation of the parole function with the Adult Authority to reduce per capita costs of parole from \$249 to \$132, a saving of \$117 per parolee on 180 parolees -----	\$21,060
2. Abolition of the board of trustees and the operation of the institution on the same administrative basis as other adult correctional facilities -----	11,415
Total -----	\$32,475

As an alternative to the above:

Delete 2 proposed new positions of:

1 Parole officer -----	\$3,216
1 Intermediate stenographer-clerk -----	2,280
	\$5,496

Analysis

Per Capita Costs

	1947-48	1948-49	<u>Increase</u>		1949-50	<u>Increase</u>	
			Amount	Percent		Amount	Percent
Average number parolees supervised	114	151	37	32.45	180	29	19.2
Per capita cost-----	\$218	\$213	-\$5	-2.29	\$249	\$36	16.9

The above table indicates a per capita cost for parole supervision by this board of \$249 for 1949-50. This compares unfavorably with a similar cost for the Adult Authority of only \$132. The cost for parole supervision is therefore budgeted to be \$117 or 88.64 percent more under this facility than the same service costs under the Adult Authority.

We therefore recommend a consolidation of the parole function with that of the Adult Authority in order to reduce the per capita cost to the same level as obtained in the latter function. *Based on the forecasted parole population this would effect a saving of at least \$21,060.*

We further recommend the abolition of the Board of Trustees for the California Institution for Women and the operations of this institution on the same administrative basis as other adult correctional facilities. This will effect a further savings in administrative costs of \$11,415 covering per diem and stenographic services for board members.

Salaries and Wages

The total increase in salaries and wages amounts to \$6,939 or 24.99 percent.

This increase is attributable to the following changes :

Normal salary adjustments -----	\$1,143
2 Proposed new positions -----	5,796
	\$6,939

The presently authorized positions total six.

The sum of \$5,796 is required to finance salaries and wages for two proposed new positions. These added two positions will represent a 33.3 percent increase in staff.

The proposed new positions are :

1 Women's parole officer -----	\$3,216
1 Intermediate stenographer-clerk -----	2,280
Temporary help (.1) -----	300
	\$5,796

The additional parole officer is requested due to an increase of 29 in the number of parolees to be supervised. This would reduce the case load from the 1948-49 level of 60 parolees per officer to 51 per officer, according to the statistical summary at the top of page 122 of the Budget, lines 5 through 8.

However, under parole supervision on lines 48 and 49 of the Budget, it is indicated that the Budget provides for three presently established positions of parole officer. These positions plus the added position requested would make a total of four parole officers. Dividing the average number of parolees supervised, shown at 180, results in an actual case load of only 45 parolees per officer. This is entirely too low. With consideration given to the fact that travel is necessitated occasionally due to the few number of officers to cover the State, nevertheless the case load should be held at least to a level of 75 per officer.

We therefore recommend that the request for the additional parole officer be deleted, effecting a salary saving of \$3,216.

The request for an additional stenographer is likewise recommended to be deleted, irrespective of the final decision with regard to the additional parole officer.

The present Budget provides for two stenographer-clerk positions. Even with the added parole officer position, this would be on a ratio of one stenographer for each two parole officers. This is considerably above the ratio of both the Adult Authority and Youth Authority parole functions. Further, it is not justifiable on the accepted basis of normal pool operations, which are generally set at a minimum of one stenographer for each three staff positions.

We recommend deletion of the stenographic position effecting a salary savings of \$2,280.

The total recommended reduction in salaries and wages, even with no change in the organizational structure as above recommended, would therefore be \$5,496, representing deletion of the proposed two new positions.

Operating Expenses

Operating expenses are scheduled at \$18,350 for 1949-50. This is an increase of \$4,095 or 27.27 percent over the amount of \$14,255 estimated to be expended in the 1948-49 Fiscal Year.

Increases in travel, automobile operating expenses, and telephone and telegraph are the major factors contributing to increases occasioned by additional work load and new positions. An increase in rent of \$1,120 accounts for a further upward trend in operating expenses.

Equipment

Equipment expenditures are scheduled at \$3,246 for 1949-50. This is an increase of \$1,841 or 131.03 percent over the amount of \$1,405 estimated to be expended in 1948-49.

Of the total of \$3,246 for equipment, the sum of \$396 is for items of replacement and the further sum of \$2,850 is for additional equipment. Of the \$2,850 requested for additional equipment, \$2,362 is to provide for new positions and normal expansion at the existing level of service. *This leaves \$488 for equipment additions that represent improvements above the existing level of service.*

Equipment reductions are contingent upon deletion of proposed new positions.

DEPARTMENT OF CORRECTIONS—CALIFORNIA YOUTH AUTHORITY

DEPARTMENTAL ADMINISTRATION

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

Item 64, page 12 of the Budget Bill and page 123 of the Budget. The amount requested is \$868,736, from the General Fund for support of the Youth Authority, Departmental Administration. This is an increase of \$31,841 or 3.8 percent over the amount estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages-----	\$60,855	123
Operating expenses-----	10,665	--
Equipment-----	-39,679	--

* \$31,841

* This figure is contingent upon evaluating case loads for placement officers upon the same departmental policy basis as has heretofore existed, with which we disagree.

Budgeted increase for new or expanded service:

None-----

Recommendations

Amount budgeted-----	\$868,736
Legislative Auditor's recommendations-----	818,360
Reduction-----	<u>\$50,376</u>

The recommended reduction of \$50,376 consists of the following items, and is predicated upon a revaluation of case loads for placement

officers by considering the total parole staff as actively engaged in the function of parole supervision.

Reduction of the following items:

4 Proposed new positions, placement officers.....	\$9,768
5 Presently existing placement officers.....	16,080
1 Proposed new position, intermediate stenographer-clerk.....	1,900
6 Presently existing intermediate stenographer positions.....	15,360
1 Junior clerical psychologist.....	3,060
1 Intermediate stenographer-clerk.....	2,280
Equipment items representing an improvement above the existing level of service.....	1,928
	<hr/>
	\$50,376

Deletion of additional equipment items and proportionate reductions in operating expense are contingent upon deletion of positions as recommended.

Analysis

Salaries and Wages

The total increase in salaries and wages amounts to \$60,855, or 10.46 percent.

This increase is attributable to the following changes:

Normal salary adjustments.....	\$32,316
Eleven proposed new positions and three reclassifications.....	29,489
Less: Increase in salary savings.....	950
	<hr/>
	\$60,855

The presently authorized positions total 170.5.

The sum of \$29,489 is required to finance salaries and wages for 11 proposed new positions and three reclassifications. *These added 11 positions will represent a 6.45 percent increase in staff as compared to an over-all population increase in all facilities of 4.35 percent.* This small increase in total population in the various institutions under the direction of Departmental Administration does not in and of itself warrant any increase in staffing at the departmental level. The one item of exception may occur in the case of added parole officers and stenographers in the Bureau of Paroles, Division of Field Services. Of the 11 proposed new positions, five are requested due to increase in parole population. The 11 proposed new positions are shown by function as follows:

Division of Administration

General Office	
Supervising transportation officer (reclassification).....	\$413
1 Transportation officer.....	3,060
1 Intermediate file clerk.....	2,160
Accounting	
1 Semi-senior accountant.....	3,720
Personnel	
Departmental personnel officer, grade 1 (reclassification).....	648

Division of Field Services

Bureau of Delinquency Prevention	
1 Intermediate stenographer-clerk.....	2,280
Bureau of Paroles	
2 Placement officers, grade 2.....	6,820
2 Placement officers, grade 1.....	2,948
1 Intermediate stenographer-clerk.....	1,900

Division of Diagnosis and Classification

1 Junior clinical psychologist.....	\$3,060
1 Intermediate stenographer-clerk	2,280

Division of Training and Treatment

1 Senior stenographer-clerk (reclassification).....	200
<u>11</u> Total	<u>\$29,489</u>

The merits and recommendations in connection with each of the foregoing proposed new positions are as indicated :

Supervising transportation officer (reclassification).....	\$413
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Recommendation

Reclassification approved.

1 Transportation officer.....	\$3,060 (salary only)
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The additional transportation officer is requested to implement the transportation unit which was established last year. Some overtime has been accumulated in connection with the transportation of wards. In addition, there is room for considerable expansion in the transportation of wards by utilizing departmental facilities in lieu of common carriers and paying fees to other agencies. The present indications are that the transportation unit is more than self sustaining when all of the compensating factors are taken into consideration. The Youth Authority has taken steps to set up records to provide for a control on the costs in order to insure that such costs do not exceed potential savings.

Recommendation

Approve the position.

1 Intermediate file clerk.....	\$2,160 (salary only)
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This position is requested in order to establish a central filing system for the agency. Present procedure provides that the responsible stenographers for each of the department heads do the filing for that particular department.

Recommendation

Approve the position, conditionally. It is recognized that the consolidation of all files at one point will permit more accuracy and accessibility in the filing operation and will enable a saving in stenographic time now devoted to filing activities. We recommend that funds be provided in the present Budget for the establishment of this position. However, it is our understanding that adequate space is not, as yet, available within departmental administration to provide for a central filing section. Such space will undoubtedly be available during the 1949-50 Fiscal Year, depending on moves now contemplated. We recommend approval of the position on the condition that the position will not be filled nor any of the funds expended until such time as space is available for the actual establishment of a central filing section.

1 Semi-senior accountant.....\$3,720 (salary only)

This position is requested for the purpose of carrying on continuous analysis of expenditures and work load data in order to insure a more adequate preparation of budget requests. The agency further states that this position will free the accounting officer of some detail work and permit more time for over-all supervision of the accounting office.

Recommendation

Delete the position.

We are heartily in accord with the desire of the agency to present a more accurate, realistic and detailed justification to support their budget requests. However, we point out that planning and programming a budget analysis study is not a full time position on a departmental basis. If the basic accounting functions are properly coordinated and the actual necessary accounts set up, little more supervision is required for annual budgets than on a biennial basis. It is true that some additional clerical assistance may be needed. However, in the present case, the need appears to be for technical assistance and in that case, the agency should refer to the staff of Department of Finance for such technical assistance. If the analysis program imposes such a work load in gathering data for budgetary consideration that it is beyond the capacity of the present clerical staff, then perhaps some consideration should be given to strengthening the clerical staff to the degree necessary.

Departmental personnel officer, grade 1 (reclassification)----- \$648

The agency justification points out that the present duties of the position include the coordinating and supervision of personnel work of the entire agency. It further states that the officer handles classification matters and does some recruitment as well as reviewing requests for special wage adjustments.

Recommendation

Disallow the reclassification. While the presently authorized positions total 878.9 in man years for the entire agency, attention is directed to the fact that the bulk of this personnel is decentralized and controlled at the institution level, thus minimizing the supervision requirements at the departmental administration level.

Further, such matters as reclassification, special wage adjustments and recruitment are all matters properly within the province of the Personnel Board. The present departmental personnel staff merely act as a link of review in transmitting such matters from the institutional level, through departmental administration, to the Personnel Board where final approval rests.

From a purely technical standpoint there may be some misalignment of title in that a supervising clerk, grade 2, is performing some basic personnel function. However, much of the personnel work at the departmental level in such case where it is not centralized is generally of the higher calibre clerical type and therefore well within the purview of the specification of the present position. We therefore recommend against the reclassification.

1 Intermediate stenographer-clerk ----- \$2,280 (salary only)

This position is requested to provide stenographic assistance in connection with correspondence relative to the functioning of the Interstate Probation and Parole Compact. In essence, the basic function of the compact is to provide a basis of mutual cooperation between several states who are members of the compact in order to facilitate on a uniform basis the transfer between states, and the supervision upon arrival from such transfers, of wards who enter this State from some other states.

The work is not an entirely new function since it has been operating for some time on an informal basis between many states. The volume of out-of-state wards coming into California necessitating supervision by the Youth Authority has not materially increased to the point where additional staff is warranted.

At the present time we understand that one field representative assigned to the Bureau of Delinquency Prevention is currently devoting about 50 percent of his time to this function. The function is directly related to parole and placement work and as such should be charged to the Bureau of Parole since in effect the net result is to relieve proportionately other placement personnel or parole officers of this part of their normal duties.

In view of the fact that the work has been carried on in the past and there has been no material increase to warrant additional stenographic personnel, we cannot concur in the position request.

2 Placement officers, grade 2----- \$6,820 (salary only)

2 Placement officers, grade 1----- 2,948 (salary only)

These positions are requested to afford supervision over the estimated increase in the number of wards under the jurisdiction of the Youth Authority.

Recommendation

Delete the positions. The stated case load as it appears in the Budget on page 123, line 34, is 80 per officer.

However, it is noted that in arriving at this figure the total average case load has been divided by 43 as representing the "Effective Number of Parole Officers (case work)."

The manner of computing the case load determinations for parole officers in the Youth Authority is unsound and impractical.

It provides for fluctuations that nullify any attempt to arrive at sound staffing or budget figures from year to year and thus defeats any attempted evaluation of parole supervision accomplishments from a work load standpoint.

For example, on page 123 of the Budget, lines 27 through 34 inclusive, there is tabulated the average number of parolees under supervision, the cost per parolee, the effective number of parole officers on case work and finally the so-called average case load per parole officer.

In 1948-49, the Budget states that 3,151 was the average number of parolees supervised by 39 officers (the effective number on case work). Based on the above computation, the average parole case load is 81 as shown.

However, if reference is made to page 126 of the Budget, lines 4 through 8 inclusive, there is shown the detail of the parole officer positions.

According to this detail there is authorized 53 placement or parole officer positions, exclusive of the assistant chief of the division. The total estimated active parole population at the end of the 1949-50 Fiscal Year is 3,260. Dividing this by the number of actual placement officer positions authorized gives an actual case load of only 61.5 wards per officer. This, then, is the true average case load per authorized position.

The difference between the Budget presentation of 81 as against the 61.5 figure set forth above lies in the fact that a total 12 positions are not counted when determining case loads. *These positions represent 22.6 of the total placement officer staff.* The specific positions which are not counted in determining case loads are :

4 Placement officers.

These are called institution placement officers. One officer is covering the Bay area, one covers Northern California, one is located at the Nelles School and the fourth is at Preston.

1 Placement Officer.

This position is termed a deportation officer and is located at Sacramento.

5 Supervising placement officers.

2 Trainee officers.

12

All of the above positions are placement officers and are performing functions clearly outlined in the specifications for parole or placement officers and accordingly should be counted in determining the staffing requirement for a parole unit.

The implications of not counting certain "specialist" placement officers in computing staffing are obvious. Merely by increasing the number of "specialist" functions in the parole field of activity, the total staff may increase out of all proportion to actual caseload and no valid standard of comparison may be had from year to year on the same agency. Further, no valid staffing standard may be used between agencies doing the same comparable work, as for example, the parole function in the Adult Authority and the one presently under discussion.

We concede both the advisability and desirability from the standpoint of effective management and efficiency to specialize certain phases of an over-all function where the accumulative amount of work load relieved from several positions amounts to a full time position in the specialization thus created. However, even when this is done the over-all job must still be evaluated from the standpoint of over-all staffing. Under these conditions there may be a wide variance in the caseloads carried by certain placement officers, but in the aggregate they must approach an established average in order to evaluate the effectiveness of the organizational unit accomplishing the function.

Case load figures have continually been revised downward. This factor, together with the creation of the specialist function and the failure to include such in computing the real caseload, has resulted in the present fiction of a case load which as stated appears moderate, but which actually is very light.

In view of the efforts being made by the Youth Authority to effectively study the problem of placement officer activities, we recommend that an over-all figure of 75 be adopted as the average case load for computing total staffing in the parole unit excluding one administrative position.

On this basis, predicated on a total active parole population of 3,560 by the end of 1949-50, a total of 48 placement officers will be required.

We therefore recommend deletion of the presently requested four proposed new positions plus a further deletion of five existing positions to reduce the presently authorized figure of 53 to the requisite number of 48.

This will effect a salary savings of \$9,768 on proposed new positions, plus a further reduction of \$16,080 in presently authorized positions.

In effect this will actually permit a lower ratio than the 75 stated, since the agency will have the benefit of 48 fully occupied positions for the 1949-50 Fiscal Year while the case load is developing. The starting average will actually be 3,285, the active case load estimate for July 1st, divided by 48, giving a net of 68 as the starting case load. The normal practice of staggering the appointment of additional parole officers would therefore not be effective as far as the 1949-50 Fiscal Year is concerned.

The recent time study made by the agency indicates that 40 percent of the time of parole officers is now spent in office work, which is entirely too high a percentage for what is ostensibly a field position. It is therefore apparent that the recommended revision of case loads is easily attainable through corrective steps in administration.

It is further recommended that the Department of Finance, in cooperation with the Youth Authority and the Adult Authority, conduct a thorough analysis of the work load problem for an efficient parole function applicable to both agencies and the Board of Trustees at Tehachapi to the end that:

1. A uniform organizational structure may be developed for the parole function.

2. The same standard of defining "active case load" may be used by all agencies affected.

3. A uniform numerical application may be made to all affected agencies in determining staffing requirements based on active case load.

1 Intermediate stenographer-clerk ----- \$1,900 (salary only)

This position is scheduled to provide stenographic assistance for the additional placement officers requested.

Recommendation

Delete the position. The present ratio of stenographers to placement officers is one stenographer to each 2.4 officers. This ratio is entirely too liberal. A normal pool operations is scheduled at one stenographer to three field positions as a minimum. A ratio of one to four or even five is possible under proper management and with the optimum use of dictating equipment.

A ratio of one stenographer to each 2.4 placement officers, indicates that, on the average, either the amount of time consumed in report writing is excessive and should be reduced or the stenographers are not being used to the maximum degree desirable or practicable.

A review of a recent analysis of a time study conducted by the Youth Authority in connection with reports by a selected group of parole officers indicates that the latter premise is undoubtedly the correct one.

This report indicates that about 40 percent of a parole officer's time is spent in the office, and about 7.5 percent of his time is expended on dictation and reports. It is therefore apparent that a reduction in total stenographic assistance is merited.

We recommend deletion of the requested intermediate stenographer position, plus the further deletion of sufficient stenographic positions to bring about a ratio of one stenographer to each three placement officers. Based on the recommended authorized complement of 48 placement officers, a one to three ratio would provide for 16 stenographic positions. We therefore recommend a reduction of six existing stenographic positions. This will effect a salary saving of \$15,360 and still provide an ample margin of stenographic assistance.

Undoubtedly the agency can further improve this ratio throughout the 1949-50 Fiscal Year. Excessive reports in the file do not aid the parolee to receive maximum personal parole supervision. The parole reports should be streamlined as much as possible to provide essential information, through a maximum use of forms where possible. Supplemented by appropriate use of dictating equipment the agency should endeavor to improve the ratio to approximately one stenographer to 3.5 or 4 placement officers.

The agency is to be commended for undertaking the time study in connection with placement officer activities. Several factors are pointed up that should result in further improvement after proper study and evaluation.

Particular attention is directed to the fact that the study indicates 15.4 percent of the average case load is made up of wards either not available or actually not under supervision. This results in an actual case load susceptible of supervision of only 69 wards, while the Budget figures provide for placement officers on the basis of an average case load of 80 words. This suggests a fertile ground for some further reduction in placement officer staff or an upward revision of case load to compensate for an increased number of wards.

It is worthy of note that the time study indicates the equivalent of 2.8 placement officer positions, out of present staffing, are devoted to attempts to locate escapees and missing parolees.

We question the validity of this activity as being properly within the province of placement officers. If the optimum result is to be obtained in securing the beneficial effects of a parole program, it would seem desirable to devote as close to 100 percent of the available time to that effort.

Time spent hunting escapees or missing parolees is lost as far as improving the chances of a presently available ward to make good. It would seem desirable to let this enforcement activity devolve upon regular enforcement officers to the greatest extent possible.

Speaking of the parole program from a cost standpoint, the agency is to be complimented upon a reduced per capita cost for this item, in

view of the opposite trend in the Adult Authority, despite a higher average parole population and a higher case load average, both of which factors should operate to reduce percapita costs in the latter agency.

- 1 Junior clinical psychologist ----- \$3,060 (salary only)
- 1 Intermediate stenographer clerk ----- \$2,280 (salary only)

The above two positions are requested to provide added psychological services. The agency states that the capacity is not adequate at either Preston or Nelles to provide for the intake at the Paso Robles school. This results in some of the wards being assigned direct to Paso Robles without the benefit of an initial diagnosis.

Recommendation

Delete the positions. The Budget, on page 143, line 13, shows the average population at Paso Robles is scheduled to increase to 135 wards during 1949-50, a net gain of only 25 wards during the year. The population at both the Fred C. Nelles School, and the Diagnostic Clinic at Preston are scheduled to remain at exactly the same figure for 1949-50 as in 1948-49.

It is therefore obvious that the expenditure of an additional \$5,340 in salaries and wages for psychological services is unwarranted in view of the small increment in population scheduled at Paso Robles.

This expenditure appears further unjustifiable in the face of the fact that the Budget provided for a 22 percent increase in psychological services at the Diagnostic Clinic in the 1948-49 Fiscal Year over 1947-48, when at the same time, the average clinic population only increased eight wards or 6.8 percent. This increased standard of service should certainly be sufficient to absorb the small increment in population scheduled at Paso Robles.

Senior stenographer-clerk, reclassification \$200 of intermediate stenographer-clerk.

Recommendation

Approve the reclassification.

Operating Expenses

Operating expenses are scheduled at \$201,645 for 1949-50. This is an increase of \$10,665 or 5.58 percent over the amount of \$190,980 estimated to be expended in the 1948-49 Fiscal Year.

The trend, by function, for operating expenses is indicated below :

<i>Function</i>	<i>Increase in operating expense Amount</i>	<i>Percent</i>
Authority -----	\$65	.84
Administration -----	3,175	5.49
Bureau of Delinquency Prevention -----	1,950	6.45
Bureau of Paroles -----	4,950	5.97
Division of Diagnosis and Classification -----	110	4.23
Division of Training and Treatment -----	415	4.26
 Total -----	 \$10,665	 5.58

The general fluctuation in operating expense items are in line with price changes and some increased activity.

Equipment

Equipment expenditures are scheduled at \$26,291 for 1949-50. This is a decrease of \$39,679 or 60.14 percent under the amount of \$65,970 estimated to be expended in 1948-49.

The trend by function is as follows :

<i>Function</i>	<i>Increase in operating expense</i>	
	<i>Amount</i>	<i>Percent</i>
Authority -----	—\$575	—85.18
Administration -----	—447	—9.71
Bureau of Delinquency Prevention -----	—5,842	—83.70
Bureau of Paroles -----	—27,677	—63.05
Division of Diagnosis and Classification -----	447	11.73
Division of Training and Treatment -----	—5,585	—92.88
Total -----	—\$39,679	—60.14

Out of the total of \$26,291 for equipment, the sum of \$6,271 is for items of replacement and the further sum of \$20,020 is for additional equipment.

A resume of the equipment schedule for this facility shows that the total amount required for *additional* items of equipment to equip all proposed new positions, plus some items due to normal expansion at the existing level of service totals \$16,163. Deducting this latter sum from the total of \$20,020 requested for additional items leaves \$3,857 for equipment additions that represent improvements *above* the existing level of service.

Under the circumstances, it is therefore recommended that a reduction of 50 percent or \$1,928 be made in the amount of additional equipment, representing improvements above the existing level of service.

Further deletions of equipment are contingent upon deletion of proposed new positions.

OTHER CURRENT EXPENSES

For per Diem and Other Current Expenses for the California Youth Committee from the General Fund

Item 65, page 12 of the Budget Bill and page 127 of the Budget. The amount requested is \$6,000 from the General Fund for per diem and other current expenses in connection with consulting services and conferences of the California Youth Committee, pursuant to Section 1520 of the Military and Veterans Code. This is the same amount as is estimated to be expended in the 1948-49 Fiscal Year.

Recommendations

Amount budgeted -----	\$6,000
Legislative Auditor's recommendations -----	-----
Reduction -----	\$6,000

Analysis

This committee is another one of the many agencies studying the youth problem generally. *The committee does not represent a full-time function and while the amount of the appropriation is not unduly large, nevertheless, it is an item in which we feel a direct economy can be effected without impairing research into the general problem of delinquency of minors in California.*

The technical staff of the Youth Authority plus the broad scope of its activities should provide a sufficient basis upon which to predicate any research or analysis pertinent to the general problem over which the Youth Authority has jurisdiction.

We call attention to the fact that within the Departmental Administration of the Youth Authority there is a Division of Field Services under which operates a Bureau of Delinquency Prevention. Total cost of operating this bureau for the 1948-49 Fiscal Year is scheduled at \$107,306 for a staff of 18.2 positions. We feel that this expenditure plus the amount incorporated in the various institutional budgets for psychological and sociological services will provide an ample impetus to the study of the problem of juvenile delinquency. More effort might be properly directed toward evaluating the findings from these services rather than to expend additional funds for functions such as the California Youth Committee.

For Deportation of Nonresidents Committed to the Youth Authority, from the General Fund

Item 66, page 12 of the Budget Bill and pages 127 and 128 of the Budget. The amount requested is \$20,000 from the General Fund for other current expenses for deportation of nonresidents committed to the Youth Authority. This is the same amount as is estimated to be expended in the 1948-49 Fiscal Year.

Recommendations

Amount budgeted	\$20,000
Legislative Auditor's recommendations.....	\$20,000
Reduction	None

Analysis

These funds are used to defray expenses of sending wards, committed to the Youth Authority, back to their home states where practicable.

Since the purpose of the expenditure is limited by the terms of the appropriation, we recommend approval of Item 66 in the amount of \$20,000 as requested.

For Transportation of Persons Committed to the Youth Authority, from the General Fund

Item 67, page 12 of the Budget Bill and page 128 of the Budget. The amount requested is \$70,000 from the General Fund for other current expenses for transportation of persons committed to the Youth Authority, including the return of parole violators. This is the same amount as was estimated to be expended in the 1948-49 Fiscal Year.

Recommendations

Amount budgeted	\$70,000
Legislative Auditor's recommendations.....	\$70,000
Reduction	None

Analysis

Although the amount requested for 1949-50 is the same as is estimated to be expended in the 1948-49 Fiscal Year, the appropriation is nevertheless \$10,000 under a similar appropriation of last year. It is contemplated that there will be an unexpended balance resulting in

estimated savings of \$10,000 during the 1948-49 Fiscal Year. The expenditure is largely for transportation costs, sheriff's fees and traveling expenses.

Further activity at increased costs on the part of departmental administration in the use of its own transportation facilities may effect some further savings, even on the basis of this reduced appropriation.

For Other Current Expenses for Maintenance of Persons Committed to the Youth Authority, from the General Fund

Item 68, page 12 of the Budget Bill and page 128 of the Budget. The amount requested is \$50,000 from the General Fund for maintenance of persons committed to the Youth Authority and paroled to the custody of private foster homes. This is an increase of \$5,000, or 11.1 percent over the amount estimated to be expended in the 1948-49 Fiscal Year.

Recommendation

Amount budgeted -----	\$50,000
Legislative Auditor's recommendation -----	50,000
<hr/>	
Reduction -----	None

Analysis

The maximum payment per ward per month to a foster home is \$45. The actual expenditure during 1948-49 has been slightly under this amount. *The projected increase of \$5,000 in this item is due to an anticipated increase in the number of foster home placements.* Since the proposed expenditure is limited by the terms of the appropriation to the function stated above, we approve the amount of the requested increase.

FORESTRY CAMPS FOR BOYS

For Support of the Forestry Camps, Youth Authority, from the General Fund

Item 69, pages 12 and 13 of the Budget Bill and pages 130 to 134 inclusive of the Budget. The amount requested is a sum not to exceed \$100,000 from the General Fund for support of the Forestry Camps. This is the same basis as the request in a similar appropriation in the 1948-49 Fiscal Year.

Recommendation

Amount budgeted, maximum -----	\$100,000
Legislative Auditor's recommendation, maximum -----	100,000
<hr/>	
Reduction -----	None

Analysis

This item merely constitutes an authorization to the Director of Finance enabling him to transfer to this item, from Item 202, sufficient funds, not to exceed \$100,000, to defray the expenditures of the Forestry Camps under the supervision of the Youth Authority until such time as the Youth Authority shall receive reimbursements for services rendered to the Division of Forestry.

Item 202 referred to above is the Budget Bill item covering the appropriation for funds for the support of the Division of Forestry, Department of Natural Resources. Thus, Item 69 in effect, is merely a

temporary advance and is fully reimbursable since the Forestry Camps are budgeted on a self-sustaining basis to the Youth Authority.

The total cost of operating four forestry camps for boys for 1949-50 is scheduled at \$518,470. Based on a population of 280 boys this results in a per capita cost of \$1,702. The per capita cost has declined \$35 or 2 percent under the 1948-49 figure of \$1,737.

While the per capita cost is high for a camp type operation, its ultimate value must be considered in the light of the type of rehabilitation the outdoor activity affords to the wards, as well as the value of their services to the Division of Forestry.

FRICOT RANCH SCHOOL FOR BOYS

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

Item 70, page 13 of the Budget Bill and page 135 of the Budget. The amount requested is \$215,919, from the General Fund for support of the Fricot Ranch School for Boys. This is an increase of \$10,595 or 5.16 percent over the amount estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages-----	\$4,612	135
Less: Increase in salary savings-----	100	-----
Operating expenses-----	-2,765	135
Equipment-----	-3,612	135
	<hr/>	
Less: Reimbursements-----	-1,775	
	1,850	135
	<hr/>	
	\$3,625	
Budgeted increase for new or expanded service:		
Salaries and wages-----	\$12,060	135
Operating expenses-----	-----	-----
Equipment-----	2,160	135
	<hr/>	
	\$14,220	

Recommendations

Amount budgeted-----	\$215,919
Legislative Auditor's recommendations-----	202,779
	<hr/>
Reduction-----	\$13,140

The recommended reduction of \$13,140 consists of the following items:

Salaries and Wages

Disallow reclassification of chief engineer to business manager-----	\$420
1 Assistant head boys group supervisor-----	3,216
1 Boys group supervisor (if allowed reduce temporary help by \$2,000)-----	2,772
1 Recreation and physical education teacher-----	3,060
Disallow reclassification of one high school teacher to supervisor of academic instruction-----	192
1 Building maintenance man-----	2,400

Operating Expenses

* Contingent upon deletion of proposed new positions-----*

Equipment

Items of additional equipment providing for increased services-----	\$1,080
	<u>\$13,140</u>

Analysis

	Per Capita Costs								
	1947-48		1948-49		1949-50		1949-50		
	Amount	Percent	Amount	Percent	Amount	Percent	Amount	Percent	
Institution population	92	100	8	8.69	100	-	-	-	-
Per capita cost-----	\$1,953	\$2,053	\$100	5.12	\$2,159	\$106	5.2		

The total support budget at this facility is scheduled to increase \$10,595 or 5.16 percent with no change in total population.

The total increase of \$10,595 is occasioned by increases in the three categories of expenditure as follows:

Salaries and wages -----	\$16,572
Operating expenses -----	-2,675
Equipment -----	-1,452
	<u>\$12,445</u>
Less: Reimbursements—Service to employees: Meals-----	1,850
Net increase -----	<u>\$10,595</u>

Per capita costs are already excessive at this facility and any extensions above the present level of service should be delayed until the institution is in a position to expand capacity.

Salaries and Wages

The total increase in salaries and wages amounts to \$16,572 or 14.08 percent.

This increase is attributable to the following:

Normal salary adjustments-----	\$4,612
4 Proposed new positions and	
2 Reclassifications -----	12,060
Less: Increase in salary savings-----	100
	<u>\$16,572</u>

The presently authorized positions total 37.1.

The sum of \$12,060 is required to finance salaries and wages for four proposed new positions and two reclassifications. These added four positions will represent a 10.78 percent increase in staff, as compared to no change in population at this facility. The requested additions may therefore be deemed an improvement above the existing level of service.

The four proposed new positions and two reclassifications are shown by function as follows:

Administration	
Institution business manager, grade 1 (reclassification of one chief engineer, grade 1)-----	\$420
Care and Welfare	
1 Assistant head boy's group supervisor-----	3,216
1 Boy's group supervisor-----	2,772
1 Recreation and physical education teacher-----	3,060
Supervisor of academic instruction (reclassification of one high school teacher)-----	192
Maintenance and Operation of Plant	
1 Building maintenance man-----	2,400
4 Totals -----	<u>\$12,060</u>

The merits and recommendations in connection with the proposed new positions and reclassifications are as follows:

Institution business manager, grade 1 ----- \$420 (salary only)
(Reclassification of chief engineer, grade 1)

The request for this reclassification is due to the claim that there has been added responsibility of the position, incidental to the development of the postwar building program at this facility which is scheduled to commence very soon. It is also stated that the position is necessary in order to take care of an increase in population from 100 to 150 wards anticipated in 1950-51.

Recommendations

Disallow the reclassification. In the first instance, the projected population at the institution for 1949-50 Fiscal Year is scheduled to remain unchanged. The institution is very small in size, having a population of only 100 wards. Even considering the starting of the postwar building program, the relative increase in duties in connection with the program is so small in scope that they should normally be handled by the superintendent of the institution. It is clear from the small population as well as the relative small staff of 37.8 positions that other administrative problems cannot be so great in degree and kind as to necessitate a business manager at the facility at this time.

Some justification for the reclassification may be found *after* the institution has accomplished the postwar building program and increases materially the number of wards over which it will have jurisdiction.

1 Assistant head boys' group supervisor ----- \$3,216 (salary only)

The request for this position is premised upon the desire to provide a supervisor in charge during 16 hours of the active day, as well as to afford some supervision over group supervisors.

Recommendations

Delete the position. *This is the same request that was made last year and which was deleted by the Department of Finance.* The present ratio of custodial personnel at this facility is one employee for each 6.7 wards. The addition of this position together with other custodial positions requested would reduce the ratio to one employee for each 5.9 wards. This position together with another custodial position which is requested would increase the custodial service 13.3 percent with no increase in the number of wards over whom custody should be exercised. Under the circumstances the added cost for the service is wholly unwarranted.

Further, it should be noted that an increase in the supervising class of custodial coverage will distort the operation from an organizational standpoint in relation to other Youth Authority facilities. The requested addition will double the supervision coverage now afforded by providing two positions in the supervising class, or one supervisor to each seven custodial positions. Such a change would compare most unfavorably with other Youth Authority facilities where present ratios run from a low of ten custodial officers to one supervisor at the Nelles School for

Boys, to a high of 17 custodial officers to one supervisor at the Preston School of Industry.

1 Boys' group supervisor-----\$2,772 (salary only)

This position is requested for the purpose of providing coverage and relief on established positions. The agency states that there are insufficient relief positions at this time.

Recommendations

Delete the position. The justification as submitted by the agency does not indicate the dollar value or the amount of time required for relief coverage. In the original justification the agency stated that this position was required in order to provide an offset for present personnel who were working overtime and backlogging vacations. In connection with the matter of backlogging vacations, this, unfortunately, has been a practice that has been allowed to continue at various institutions to the actual detriment to the institutional operation. Vacations should be properly scheduled and taken by the employees at the time they are so scheduled. In computing the schedule for post assignments it has always been the practice of the Department of Finance to provide for positions covering vacation relief. The practice has been followed in the case of the present institution. We cannot, therefore find any justification for the requested position based upon the facts at hand.

In the event the facility can substantiate the request for this position, there should be a corresponding reduction in the amount of temporary help as scheduled under Care and Welfare on Line 75, page 136 of the Budget. The amount provided for temporary help is \$3,500. *In the event the position is allowed, we recommend a reduction of at least \$2,000 in the amount of temporary help.*

1 Recreation and physical education teacher-----\$3,060 (salary only)

The position is requested on the basis of providing for added instruction in sports, crafts and hobbies.

Recommendations

Delete the position. *This is the same position that was requested by the agency in the 1948-49 Budget and was deleted at that time by the Department of Finance.*

There has been no relative change in the position of instructors or the population which it serves. At the original Budget hearing before the Department of Finance it was stated that this position was primarily for Saturdays, Sundays and after hour activities. Obviously such a position is not required, even if justified, on a full time basis. The activity indicated can well be continued on its present basis without further spiraling per capita costs. With a present staff of five teachers and a total ward population of only 100, certainly some adjustment can be made in the academic program to provide a proportionate amount of craft and hobby study if the need is as great as stated.

1 Supervisor of academic instruction (Reclassification
of high school teacher)-----\$192 (salary only)

The request for this position is primarily based upon the expected increased population.

Recommendations

Disallow the reclassification. The projected increase at this facility will not occur until the 1950-51 Fiscal Year, according to the present Budget. We can therefore see no reason for providing for a reclassification based upon alleged increased responsibility when in fact, the responsibility will not accrue until there is an expansion in the educational program at this facility. Since the population is remaining static any expansion in the program at this time can hardly be justified. Consequently, the need for the reclassification does not exist. The institution is small enough so that the normal function of directing the educational activities may be expected to repose in the superintendent of the institution.

1 Building maintenance man-----\$2,400 (salary only)

The justification for this position is premised upon the fact that while the present staffing provides for one maintenance man and two laborers, one laborer devotes full time to driving a truck and the other laborer devotes the greater portion of his time on maintenance of the water ditch. It is stated that a full time truck driver is necessary because of the location of the school and the failure of vendors to make door-to-door deliveries. We suggest a reform in purchase methods.

Recommendations

Delete the position. It should be noted that the institution is located only eleven miles from San Andreas and it would seem that effective management could reduce the amount of time required to operate a truck in order to get appropriate supplies to the institution. The fact that the one laborer spends the greater portion of his time on the maintenance of the water ditch is due to the fact that present ditch inspection service is maintained on a daily basis.

Rather than pay additional salaries and wages, which are in fact due to daily inspection of the ditch, it would appear more economical in the long run to expend some funds in a moderate capital outlay program to improve some of the troublesome spots in the ditch in order to be able to reduce the inspection service to at least a weekly basis. This would then free the major portion of the time of the present laborer to enable more attention to be given to the requirements of the building maintenance program.

Our information indicates that the ditch can be improved substantially by the installation of short runs of concrete pipe at seven or eight places. It is suggested that estimates be obtained from the Division of Architecture for a minimum program along these lines, having the pipe constructed at Preston.

Operating Expenses

Operating expenses are scheduled at \$92,595 for 1949-50. This is a decrease of \$2,675 or 2.8 percent under the amount of \$95,270 estimated to be expended in the 1948-49 Fiscal Year.

The increase, by function, for operating expenses is indicated below:

<i>Function</i>	<i>Increase in operating expense</i>	
	<i>Amount</i>	<i>Percent</i>
Administration -----	—\$2,025	—25.89
Support and subsistence -----	—1,550	—2.66
Care and welfare -----		
Maintenance and operation of plant -----	350	1.67
Farming and processing -----	550	26.82
Total -----	—\$2,675	—2.8

Equipment

Equipment expenditures are scheduled at \$8,679 for 1949-50. This is a decrease of \$1,452 or 14.33 percent under the amount of \$10,131 estimated to be expended in 1948-49.

The increase by function is as follows:

<i>Function</i>	<i>Increase in equipment</i>	
	<i>Amount</i>	<i>Percent</i>
Administration -----	\$2,484	123.76
Support and subsistence -----	—1,572	—60.34
Care and welfare -----	—1,864	—57.90
Maintenance and operation of plant -----	—250	—20.83
Farming and processing -----	—250	—22.72
Total -----	—\$1,452	14.33

Out of the total of \$8,679 for equipment, the sum of \$6,222 is for items of replacement and the further sum of \$2,457 is for additional equipment.

A resume of the equipment schedule for this facility shows that the total amount required for *additional* items of equipment to equip all proposed new positions, plus some items due to normal expansion at the existing level of service totals \$297. Deducting this latter sum from the total of \$2,457 requested for additional items leaves \$2,160 for equipment additions that represent improvements *above* the existing level of service.

It is therefore recommended that a reduction of 50 percent or \$1,080 be made in the amount of additional equipment, representing improvements above the existing level of service.

FRED C. NELLES SCHOOL FOR BOYS
315 Boys, Ages 8 to 15

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

Item 71, page 13 of the Budget Bill and page 139 of the Budget. The amount requested is \$653,113, from the General Fund for support of the Fred C. Nelles School for Boys. This is an increase of \$19,910 or 3.14

percent over the amount estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages-----	\$9,573	139
Less: Increase in salary savings-----	100	---
Operating expenses-----	-7,275	139
Equipment-----	-355	139
	\$1,843	
Budgeted increase for new or expanded service:		
Salaries and wages-----	\$15,313	139
Operating expense-----	---	---
Equipment-----	2,754	139
	\$18,067	

Recommendations

Amount budgeted-----	\$653,113
Legislative Auditor's recommendations-----	636,456
Reduction-----	\$16,657

The recommended reduction of \$16,657 consists of the following:

Salaries and Wages

1 Senior clerk-----	\$2,520
1 Assistant head boys group supervisor-----	3,216
3 Boys group supervisors-----	8,316
4 Temporary help (teachers) operating expense-----	955
* Contingent upon deletion of proposed new positions-----	*

Equipment

Additional items representing increased services-----	1,377
Equipment for proposed new position-----	273
Total recommended reduction-----	\$16,657

Analysis

Per Capita Costs

			<i>Increase</i>		<i>Increase</i>		
	<i>1947-48</i>	<i>1948-49</i>	<i>Amount</i>	<i>Percent</i>	<i>1949-50</i>	<i>Amount</i>	<i>Percent</i>
Institution population	311	315	4	1.28	315	---	---
Per capita cost-----	\$1,939	\$2,010	\$71	3.66	\$2,073	\$63	3.13

The total support budget at this facility is scheduled to increase \$19,910 or 3.14 percent, with total population scheduled to remain unchanged.

The total increase of \$19,910 is occasioned by increases in the three categories of expenditure as follows:

Salaries and wages-----	\$24,786
Operating expenses-----	-7,275
Equipment-----	2,399
Net increase-----	\$19,910

With a per capita cost of almost \$2,100, every effort should be made to effect economies to reduce this excessive figure.

Salaries and Wages

The total increase in salaries and wages amounts to \$24,786 or 5.41 percent.

This increase is attributable to the following changes :

Normal salary adjustments -----	\$9,573
5.1 proposed new positions -----	15,313
Less : Increase in salary savings -----	100
	\$24,786

The presently authorized positions total 136.3.

The sum of \$15,313 is required to finance salaries and wages for 5.1 proposed new positions. These added 5.1 positions will represent a 3.74 percent increase in staff, as compared to no increase in population at this facility.

The added staff may thus be deemed to generally represent an increase over and above the existing level of service.

The 5.1 proposed new positions are shown by function as follows :

Administration :	
1 Senior Clerk -----	\$2,520
Care and welfare :	
1 Assistant head boys' group supervisor -----	3,216
3 Boys' group supervisor -----	8,316
0.1 Motion picture operator (intermittent) -----	306
(0.3) Temporary help (teachers) -----	955
5.1 Total -----	\$15,313

The merits of the proposed new positions and recommendations in connection therewith are as follows :

1 Senior clerk ----- \$2,520 (salary only)

The agency states that this position will handle the duties of a personnel clerk in charge of the personnel files and documents of the employees of the school. It is stated that the work has been handled in the past by the secretary to the superintendent, but that the work has expanded so that it now requires the full time of one person. It is further stated that as a result of the added work load the superintendent has been virtually without secretarial help, having to write many of his reports and letters in longhand.

Recommendation

Delete the position. We desire to point out that the total number of authorized positions since 1946 has only increased by 12. This small increase in the number of personnel hardly justifies an added position due to increase in work load in connection with personnel matters. The present administrative staff includes one senior stenographer-clerk, two intermediate stenographer-clerks and one senior clerk to attend to the secretarial and clerical needs of the superintendent, the assistant superintendent and the business manager.

It may well be that upon occasions the superintendent finds his secretary attending to personnel matters at the time he desires dictation. In this event the problem would indicate that purchase of dictating equipment might be desirable in order to save time on the part of both

the superintendent and the secretarial employees and obviously eliminate the necessity of writing letters and reports in longhand.

1 Assistant head boys' group supervisor----- \$3,216 (salary only)

This position is requested in order to establish a custodial officer in charge 24 hours per day and during relief periods. The agency further states that the coverage at the present time is being handled by boys' group supervisors and also by the head group supervisor.

Recommendation

Delete the position. Present staffing already provides for one head supervisor and three assistant head supervisors. *Last year a similar request was made by this facility and the justification also emphasized the fact that the institution wanted added coverage in order to afford better supervision over the custodial officers, since the classification requested is technically in a supervising group.*

Last year the Legislature granted no additional staff but approved reclassification of one of the existing positions of boys' group supervisor in order to provide adequate compensation for one of the present employees who was to assume some of the supervising functions and still be a working supervisor as far as post duty was concerned.

It now appears that the agency desires to extend such supervising coverage on a full 24-hour basis.

The need for such coverage is extremely doubtful since it would, in fact, provide supervision coverage over custodial officers who were guarding sleeping inmates. The population of the institution has remained unchanged. The total number of custodial officers has remained unchanged. In view of this condition no justification can be found for increasing the staff either at the custodial level or at the supervising level.

3 Boys' group supervisors----- \$8,316 (salary only)

The agency stated that these positions are being requested to assure full coverage on a 24-hour basis in dormitories and on work projects, as well as to furnish relief in accordance with established post assignments. The agency states that this coverage has never been possible with the present personnel since the advent of the 40-hour week, without the accumulation of overtime.

Recommendation

Delete the positions. *We fail to find any justification in the request to provide full coverage on a 24-hour basis in dormitories and much less on work projects. Obviously 24-hour coverage on work projects is not required since we understand there are no work projects operating on a 24-hour basis. In connection with the overtime which the agency states has been accumulating, there have been no facts presented to demonstrate that the amount of such overtime is the equivalent of three full-time positions or any subtraction thereof. Further, an examination of the Budget as presented by the agency fails to indicate at any point where there has been a payment for overtime work.*

We are well aware of the situation that exists generally in institutional operations whereby vacation is allowed to accumulate in excess of one year's allotment, and when the employee takes a prolonged vacation,

it necessitates, in many cases, that the agency engage either temporary help or pay overtime. The elimination of this problem is purely an administrative matter, not to be solved by the granting of additional positions.

For the past two years the agency has operated the institution on the basis of the present personnel complement. We see no reason why the same institution cannot continue to function on the same basis with the same population.

.4 Temporary help (teachers) ----- \$955 (salary only)

These positions are requested in order to permit the agency to hire substitute teachers during the period that regular teachers are on leave to attend summer school and acquire additional educational training.

Recommendation

Delete the positions. The accumulative time represented by the request is so small that the agency can absorb it by a very slight adjustment in teaching schedules. No special budgeting provision is warranted.

1 Motion picture operator (part-time) ----- \$306 (salary only)

The request for this position is based upon the desire of the agency to be able to furnish compensating time off for overtime which is accumulated by the institution electrician, who also happens to be a licensed projectionist who shows pictures in the evenings and on Sundays.

Recommendation

Position approved. The type of recreation afforded to the age group at this institution is desirable and the cost is nominal.

Operating Expenses

Operating expenses are scheduled at \$191,000 for 1949-50. This is a decrease of \$7,275 or 3.66 percent under the amount of \$198,275 estimated to be expended in the 1948-49 Fiscal Year.

The increase, by function, for operating expenses is indicated below:

<i>Function</i>	<i>Increase in operating expense</i>	
	<i>Amount</i>	<i>Percent</i>
Administration -----	\$275	2.50
Support and subsistence -----	—6,900	—5.19
Care and welfare -----	---	---
Maintenance and operation of plant -----	750	2.28
Farming and processing -----	—1,400	—12.17

	—\$7,275	

Equipment

Equipment expenditures are scheduled at \$20,497 for 1949-50. This is an increase of \$2,399 or 13.25 percent over the amount of \$18,098 estimated to be expended in 1948-49.

The increase by function is as follows:

<i>Function</i>	<i>Increase in equipment</i>	
	<i>Amount</i>	<i>Percent</i>
Administration -----	—\$1,427	—46.64
Support and subsistence -----	—383	—4.27
Care and welfare -----	3,429	81.46
Maintenance and operation of plant -----	295	19.34
Farming and processing -----	485	138.57

Total -----	\$2,399	

Out of the total of \$20,497 for equipment, the sum of \$17,470 is for items of replacement and the further sum of \$3,027 is for additional equipment.

A resume of the equipment schedule for this facility shows that the total amount required for additional items of equipment to equip all proposed new positions, plus some items due to normal expansion at the existing level of service, totals \$273. Deducting this latter sum from the total of \$3,027 requested for additional items leaves \$2,754 for equipment additions that represent improvements above the existing level of service.

It is therefore recommended that a reduction of 50 percent or \$1,377 be made in the amount of additional equipment, representing improvements above the existing level of service.

PASO ROBLES SCHOOL FOR BOYS
135 Boys, Ages 14 to 16

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

Item 72, pages 13 and 14 of the Budget Bill and page 143 of the Budget. The amount requested is \$264,719, from the General Fund for support of the Paso Robles School for Boys. This is an increase of \$37,432 or 16.46 percent over the amount estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages -----	\$29,174	143
Operating expenses -----	7,125	143
Equipment -----	1,323	---
	<u>\$37,622</u>	
Less: Reimbursements -----	190	
	<u>\$37,432</u>	
Budgeted increase for new or expanded service:		
None -----		

Recommendations

Amount budgeted -----	\$264,719
Legislative Auditor's recommendations -----	\$256,403
Reduction -----	\$8,316

Analysis

	Per Capita Costs				Increase			
	1947-48	1948-49	Amount	Percent	1949-50	Amount	Percent	
Institution population	46	110	54	117.39	135	25	22.73	
Per capita cost ---	\$2,465	\$2,066	\$399	16.19	\$1,961	-\$105	-5.08	

The total support budget at this facility is scheduled to increase \$37,432 or 16.46 percent, with a total population increase of 25 inmates or 22.73 percent.

The total increase of \$37,432 is occasioned by increase in the three categories of expenditure as follows:

Salaries and wages -----	\$29,174
Operating expenses -----	7,125
Equipment -----	1,323
	<hr/>
Less: Reimbursements -----	\$37,622
	190
	<hr/>
Net increase -----	\$37,432

The Paso Robles School for Boys is a relatively new institution and is still in the process of expanding. *The period of adjustment is indicated by the fact that per capita costs, while high, show some improvement, going from \$2,465 in 1947-48 down to \$2,066 in 1948-49, a decline of 16.19 percent.* The favorable trend continues in the 1949-50 Fiscal Year with a further reduction of 5 percent, bringing the per capita figure to \$1,961 per ward.

Salaries and Wages

The total increase in salaries and wages amounts to \$29,174 or 20.06 percent.

This increase is attributable to the following changes:

Normal salary adjustments -----	\$8,058
8 Proposed new positions -----	21,516
Less: Increase in salary savings -----	400
	<hr/>
	\$29,174

The presently authorized positions total 48.7.

The sum of \$21,516 is required to finance salaries and wages for 8 proposed new positions. These added 8 positions will represent a 16.43 percent increase in staff, as compared to a 22.73 percent increase in population at this facility.

Some of the proposed additions to staff will exceed requirements in relation to actual increases in population. However, this is a normal expectancy in developing an institution, since certain minimum requirements are considered essential, and are not directly controllable on strict ratios or other work load basis until the facility has sufficiently developed.

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

<i>Position-classification</i>	<i>Salary cost</i>
Administration:	
1 Intermediate account clerk -----	\$2,160
1 Bookkeeping machine operator -----	2,280
Care and Welfare:	
5 Boy's group supervisor -----	13,860
Maintenance and Operation of Plant:	
1 Institution carpenter -----	3,216
<hr/>	<hr/>
8 Total -----	\$21,516

The merits and recommendations in connection with each of the proposed new positions are outlined below.

1. Intermediate account clerk ----- \$2,160 (salary only)

This position is requested in order to provide assistance to the book-keeper and the business manager and to do general clerical and account work.

Recommendation

Delete the position. With the small increase of only 25 in population at the institution, additional clerical assistance should not be necessary. The staffing already provides for one intermediate account clerk, a bookkeeper and a storekeeper in addition to two stenographer clerks. Further clerical assistance is not warranted if the present staff is properly functioning. Some purely routine clerical matters now being done by the present clerical staff could well be handled by ward assistance.

1 Bookkeeping machine operation ----- \$2,280 (salary only)

Recommendation

Approve the position. When the Paso Robles School for Boys was first started the accounting function for the school was performed in the office of Departmental Administration of the Youth Authority. The school has now developed sufficiently in size to warrant a basic complement of general office staffing, and accordingly this, in turn, will provide for the transfer of the accounting function back to the school. The requested position is a necessary adjunct to normal growth of the institution.

A comparison of the office staffing at this school indicates that with the proposed new position it is somewhat overweighted when compared with other Youth Authority facilities. However, this is a normal expectation until the institution becomes more fully developed through increase in population. The present staff plus the new positions should therefore provide for adequate functioning of this facility for a considerable period and enable a substantial degree of increase in population before any additional requests for new positions will be in order.

Based on the dollar volume of this Budget, the bookkeeping machine operator will not be fully occupied and should afford considerable help with other office functions.

5 Boys' group supervisors-----\$13,860 (salary only)

Recommendation

Delete three of the positions, effecting a saving of \$8,316. With the forecasted increase in population it is contemplated that an additional dormitory will be opened, making a total of five dormitories in operation. The 24-hour coverage for seven days a week required 4.6 positions based upon the 40-hour week. Therefore, a total of 23 custodial positions are required. The present budget provides for 22 group supervisor positions, including the head boys' group supervisor. Twenty-one of these positions should carry a post assignment. Therefore, two additional positions should suffice.

We approve the two required and recommend deletion of the three not required.

Attention is directed to the fact that the ratio of custodial coverage to inmates at this facility is extremely low. Based on a population of 135 pupils, there will be a total of 28 custodial positions or a ratio of one officer to each 4.8 wards. This ratio is too low and post assignments and

coverage should be adjusted in order to materially improve the ratio during the 1949-50 fiscal period.

1 Institution carpenter ----- \$3,216 (salary only)

This position was authorized during the current year on a temporary basis by the Department of Finance. The request is now being made to continue the position on a permanent basis.

Recommendation

Approve the position. The general nature of the facilities at Paso Robles indicates the need for considerable maintenance work. This position will be also utilized on the basis of a small training program for those wards which are adaptable.

Operating Expenses

Operating expenses are scheduled at \$95,190 for 1949-50. This is an increase of \$7,125 or 8.09 percent over the amount of \$88,065 estimated to be expended in the 1948-49 Fiscal Year.

The trend, by function, for operating expenses is indicated below:

<i>Function</i>	<i>Increase in operating expense</i>	
	<i>Amount</i>	<i>Percent</i>
Administration -----	\$250	3.62
Support and subsistence -----	3,100	5.25
Care and welfare -----	1,825	21.18
Maintenance and operation of plant -----	1,050	9.09
Farming and processing -----	900	45.0
	<hr/>	
	\$7,125	8.09

Equipment

Equipment expenditures are scheduled at \$4,633 for 1949-50. This is an increase of \$1,323 or 39.96 percent over the amount of \$3,310 estimated to be expended in 1948-49.

The increase by function is as follows:

<i>Function</i>	<i>Increase in equipment</i>	
	<i>Amount</i>	<i>Percent</i>
Administration -----	-\$1,725	-88.01
Support and subsistence -----	25	14.28
Care and welfare -----	-217	-45.68
Maintenance and operation of plant -----	2,965	2,965.0
Farming and processing -----	275	45.83
	<hr/>	
Totals -----	\$1,323	39.96

Out of the total of \$4,633 for equipment, the sum of \$4,533 is for items of replacement and the further sum of \$100 is for additional equipment.

No exceptions are taken to equipment items.

PRESTON SCHOOL OF INDUSTRY
650 Boys, Ages 15 to 21

For Support of Preston School of Industry from the General Fund

Item 73, page 14 of the Budget Bill and page 147 of the Budget. The amount requested is \$1,266,845, from the General Fund for support of

the Preston School of Industry. This is a decrease of \$8,495 or .66 percent under the amount estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase or salary adjustment at existing level of service:		
Salaries and wages-----	\$12,704	147
Less: Increase in salary savings-----	100	---
Operating expenses-----	-17,110	---
Equipment-----	-18,152	---

	-\$22,658	---
Less: Reimbursements-----	700	---

	-\$23,358	
Budgeted increase for new or expanded service:		
Salaries and wages-----	\$4,890	147
Operating expense-----	---	---
Equipment-----	9,964	---

	\$14,863	

Recommendations

Amount budgeted-----	\$1,266,845
Legislative Auditor's recommendations-----	1,261,863

Reduction (equipment)-----	\$4,982

Analysis

	<i>Per Capita Costs</i>						
	<i>1947-48</i>	<i>1948-49</i>	<i>Increase</i>		<i>1949-50</i>	<i>Increase</i>	
			<i>Amount</i>	<i>Percent</i>		<i>Amount</i>	<i>Percent</i>
Institution population	527	525	-2	-.38	525	--	--
Diagnostic clinic population	116	125	9	7.76	125	--	--
Total population	643	650	7	1.09	650	--	--
* Per capita cost	\$1,787	\$1,962	\$175	9.79	\$1,949	-\$13	-.66

* Exclusive of the diagnostic clinic costs.

The total support budget at this facility is scheduled to decrease \$8,495 or .66 percent, with no change in the total population.

The total decrease of \$8,495 is occasioned by changes in the three categories of expenditure as follows:

Salaries and wages-----	\$17,503
Operating expenses-----	-17,110
Equipment-----	-8,188

	-\$7,795
Reimbursements:	
Services to employees:	
Meals-----	-\$2,150
Rent of living quarters-----	4,600
Surplus products sales-----	-1,750

Net decrease-----	-\$8,495

Salaries and Wages

The total increase in salaries and wages amounts to \$17,503 or 2.0 percent.

This increase is attributable to the following changes:

Normal salary adjustments.....	\$12,530
2 Proposed new positions and	
2 Reclassifications	5,073
Less: Increase in salary savings.....	100
	\$17,503

The presently authorized positions total 262.5.

The sum of \$5,073 is required to finance salaries and wages for two proposed new positions and two reclassifications. These added two positions will represent a .76 percent increase in staff, as compared to no increase in population at this facility.

The management at this facility is to be commended for an adjustment in the custodial coverage making possible the elimination of four existing correctional officer positions. This results in a present ratio of one officer to each 5.1 inmates. Careful evaluation of the necessity of existing posts may provide for further reductions.

Such instances are too rare to pass without appropriate comment. The savings thus effected materially offset increased costs due to normal salary adjustments as reflected in the 1949-50 Budget.

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

Administration:	
Institution administrative secretary, grade 2 (reclassification of one secretary to institution superintendent, grade 1).....	\$18
Division of medical care:	
1 Graduate nurse	2,739
1 Dental assistant	2,160
Subsistence and housekeeping:	
Assistant supervising institution cook (reclassification of one institution cook)	156
2 Totals	\$5,073

The recommendations and the merits of the proposed new positions are as follows:

Reclassification of one secretary to the institution superintendent, grade 1, to institution administrative secretary, grade 2..... \$18 (salary only)

Recommendation

Reclassification approved.

1 Graduate nurse \$2,739 (salary only)

This position was authorized on a temporary basis by the Department of Finance during the current fiscal year. The agency is now requesting that the position be continued on a permanent basis.

Recommendation

Approve the position. This position will raise the level of the medical care at the Preston School of Industry, but the increase in service will be to a large extent taken up by additional care for wards from Fricot,

Pine Grove and Paso Robles. Certain types of surgical cases which heretofore have been handled on an individual basis with local doctors when available, will now be cared for as a result of this additional service. The cost, therefore, is partially offset by decreases for medical care in the several budgets of the facilities affected by the increased service.

1 Dental assistant ----- \$2,160 (salary only)

Recommendation

Approve the position. The over-all population increase in all of the Youth Authority facilities does not in itself warrant an increase in dental service. However, the agency considers that the amount of service presently being extended for wards is below the actual needs of the wards who are not only stationed at Preston but who also pass through the diagnostic clinic and that this small additional expenditure is warranted. An effective dental assistant will generally enable the dentist to make the most of his potential service and handle substantially increased case load. Such being the case, the present position will result in some decrease in the amount of expenditure necessary upon wards of the Youth Authority after they have left Preston and are in either forestry camps or other schools or on parole. We believe that the more frequent dental checkups will result in a considerable savings by forestalling dental work of a more expensive nature which is normally the case when the matter is neglected.

Reclassification of one institution cook to assistant
supervising institution cook ----- \$156 (salary only)

Recommendation

Approve the reclassification.

Operating Expenses

Operating expenses are scheduled at \$415,230 for 1949-50. This is a decrease of \$17,110 or 3.95 percent under the amount of \$432,340 estimated to be expended in the 1948-49 Fiscal Year.

The trend, by function, for operating expenses is indicated below :

<i>Function</i>	<i>Increase in operating expense</i>	
	<i>Amount</i>	<i>Percent</i>
Administration -----	\$355	1.98
Division of domiciliary care and welfare -----	35	1.17
Division of medical care -----	-----	-----
Division of training and guidance -----	-----	-----
Maintenance and operation of plant -----	2,250	2.35
Subsistence and housekeeping -----	—12,450	—5.05
Farming and processing -----	—7,300	—16.68
	-----	-----
	—\$17,110	—3.95

Equipment

Equipment expenditures are scheduled at \$32,706 for 1949-50. This is a decrease of \$8,188 or 20.02 percent under the amount of \$40,894 estimated to be expended in 1948-49.

The trend by function is as follows :

<i>Function</i>	<i>Increase in equipment</i>	
	<i>Amount</i>	<i>Percent</i>
Administration -----	\$443	36.40
Division of domiciliary care and welfare -----	—10	—3.22
Division of medical care -----	—1,220	—56.69
Division of training and guidance -----	—1,568	—19.05
Maintenance and operation of plant -----	—236	—2.04
Subsistence and housekeeping -----	—7,742	—74.21
Farming and processing -----	2,145	30.53
 Total -----	 —\$8,188	

Out of the total of \$32,706 for equipment, the sum of \$18,740 is for items of replacement and the further *sum of \$13,966 is for additional equipment.*

A resume of the equipment schedule for this facility shows that the total amount required for *additional* items of equipment to provide for all proposed new positions, plus some items due to normal expansion at the existing level of service totals \$4,002. Deducting this latter sum from the total of \$13,966 requested for additional items leaves \$9,964 for *equipment additions that represent improvements above the existing level of service.*

We, therefore, recommend that a reduction of 50 percent or \$4,982 be made in the amount of additional equipment, representing improvements above the existing level of service.

LOS GUILUCOS SCHOOL FOR GIRLS
110 Girls, Ages 8 to 15

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

Item 74, page 14 of the Budget Bill and page 153 of the Budget. The amount requested is \$239,537, from the General Fund for support of the Los Guilucos School for Girls. This is an increase of \$6,041 or 2.58 percent over the amount estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages -----	\$6,172	153
Operating expenses -----	—10	--
Equipment -----	—4,376	--
	<hr/>	
	\$1,786	
Less: Reimbursements -----	1,070	--
	<hr/>	
	\$716	
Budgeted increase for new or expanded service:		
Salaries and wages -----		153
Operating expense -----		--
Equipment -----	\$5,325	--
	<hr/>	
	\$5,325	

Recommendations

Amount budgeted -----	\$239,537
Legislative Auditor's recommendations -----	236,875
	<hr/>
Reduction (equipment) -----	\$2,662

Per Capita Costs

	1947-48	1948-49	Increase		1949-50	Increase	
			Amount	Percent		Amount	Percent
Institution population	104	110	6	5.76	110	--	---
Per capita cost	\$2,092	\$2,123	\$31	1.48	\$2,178	\$55	2.59

The total support budget at this facility is scheduled to increase \$6,041 or 2.58 percent, with no change in total population.

The total increase of \$6,041 is occasioned by increases in the three categories of expenditure as follows:

Salaries and wages	\$6,172
Operating expenses	—10
Equipment	949
	<hr/>
	\$7,111
Less: Reimbursements:	
Services to employees: Meals	\$470
Surplus products sales	600
	<hr/>
Net increase	\$6,041

Salaries and Wages

The total increase in salaries and wages amounts to \$6,172 or 4.0 percent. This increase is attributable to the following changes:

Normal salary adjustments	\$5,798
1 Proposed reclassification	424
Less: Increase in salary savings	50
	<hr/>
	\$6,172

The presently authorized positions total 48.5.

The sum of \$424 is required to finance salaries and wages and one reclassification.

The proposed reclassification is to provide for a business manager in lieu of the present position of chief engineer.

Recommendations

Reclassification approved. The institution is expected to expand to a capacity of 200 inmates under a construction program scheduled to start early in 1949. *An efficient business management program is needed to reduce the high per capita costs at this facility.* Whether or not it can be secured by the reclassification route is the responsibility of the Youth Authority.

Operating Expenses

Operating expenses are scheduled at \$77,785 for 1949-50. This is a decrease of \$10 or 1.0 percent under the amount of \$77,795 estimated to be expended in the 1948-49 Fiscal Year.

The increase, by function, for operating expenses is indicated below:

Function	Increase in operating expense	
	Amount	Percent
Administration	\$85	1.68
Support and subsistence	—1,200	—2.66
Care and welfare	45	.40
Maintenance and operation of plant	360	2.98
Farming and processing	700	15.55

—\$10

Equipment

Equipment expenditures are scheduled at \$12,911 for 1949-50. This is an increase of \$949 or 7.93 percent over the amount of \$11,962 estimated to be expended in 1948-49.

The increase by function is as follows :

Function	Increase in equipment	
	Amount	Percent
Administration -----	—\$3,285	—75.29
Support and subsistence -----	3,476	165.36
Care and welfare -----	119	4.97
Maintenance and operation of plant -----	—906	—69.37
Farming and processing -----	1,545	85.83
Total -----	\$949	

Out of the total of \$12,911 for equipment, the sum of \$7,507 is for items of replacement and the further sum of \$5,404 is for *additional equipment*.

A resume of the equipment schedule for this facility shows that the total amounts required for *additional* items of equipment to equip all proposed new positions, plus some items due to normal expansion at the existing level of service totals \$79. Deducting this latter sum from the total of \$5,404 requested for additional items leaves \$5,325 for equipment additions that represent improvements *above* the existing level of service.

Under the circumstances, it is therefore recommended that a reduction of 50 percent or \$2,662 be made in the amount of additional equipment, representing improvements above the existing level of service.

Farming and Processing

The budgeted figures for the farming and processing function at Los Guilucos indicate the need for further improvement in the operations.

The value of local production consumed, plus the amount of surplus products sales totals \$13,670.

The cost of salaries and wages and operating expense to achieve this production totals \$13,520. In addition, the sum of \$3,345 is scheduled for equipment expenditures, the major portion of which is replacement items. A small portion of the salary and wage cost may be considered as services in assisting in repairs and maintenance of grounds.

The figures speak for themselves and indicate the need for developing a larger measure of surplus products sales or reducing the cost of the operation.

VENTURA SCHOOL FOR GIRLS
185 Girls, Ages 15 to 21

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

Item 75, page 15 of the Budget Bill and page 157 of the Budget. The amount requested is \$467,743, from the General Fund for support of the Ventura School for Girls. This is an increase of \$31,323 or 7.17

percent over the amount estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages -----	\$12,334	157
Less: Increase in salary savings -----	150	---
Operating expenses -----	4,511	157
Equipment -----	—2,833	157
Total -----	<u>\$13,862</u>	
Budgeted increase for new or expanded service:		
Salaries and wages -----	\$13,512	157
Operating expenses -----	---	---
Equipment -----	3,949	157
Total -----	<u>\$17,461</u>	

Recommendations

Amount budgeted -----	\$467,743
Legislative Auditor's recommendations -----	452,601
Reduction -----	<u>\$15,142</u>

The recommended reduction of \$15,142 consists of the following:

Salaries and Wages

0.5 Intermediate typist-clerk (part time) -----	\$1,080
4 Girls' group supervisors -----	11,088
	<u>\$12,168</u>

***Operating Expenses**

Medical care -----	\$1,000
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* Additional reduced amounts are contingent upon deletion of proposed new positions.

Equipment

Additional items representing improvements above the existing level of service -----	\$1,974
	<u>\$15,142</u>

Analysis

Per Capita Costs

			<i>Increase</i>				<i>Increase</i>	
	<i>1947-48</i>	<i>1948-49</i>	<i>Amount</i>	<i>Percent</i>	<i>1949-50</i>	<i>Amount</i>	<i>Percent</i>	
Institution population	164	165	1	.06	185	20	12.12	
Per capita cost ---	\$2,406	\$2,645	\$239	9.93	\$2,528	—\$117	—4.74	

The total support budget at this facility is scheduled to increase \$31,323 or 7.17 percent, with a total population increase of only 20 inmates or 12.12 percent.

The total increase of \$31,323 is occasioned by increases in the three categories of expenditure as follows:

Salaries and wages -----	\$25,696
Operating expenses -----	4,511
Equipment -----	1,116
Total increase -----	<u>\$31,323</u>

Salaries and Wages

The total increase in salaries and wages amounts to \$25,696 or 8.39 percent.

This increase is attributable to the following changes:

Normal salary adjustments -----	\$11,134
5.1 Proposed new positions and 2 reclassifications -----	14,712
Less: Increase in salary savings -----	150
	\$25,696

The presently authorized positions total 94.8.

The sum of \$14,712 is required to finance salaries and wages for 5.1 proposed new positions and 2 reclassifications. These added 5.1 positions will represent a 5.38 percent increase in staff, as compared to a 12.12 percent increase in population at this facility.

The 5.1 proposed new positions are shown by function as follows:

Administration:

0.5 Intermediate typist-clerk (telephone operator, part time) ---- \$1,080

Care and Welfare:

4 Girls' group supervisors ----- 11,088

0.2 Physician, eye, ear, nose, and throat (part time) ----- 1,200

0.2 Chaplain—Catholic (part time) ----- 600

0.2 Chaplain—Protestant (part time) ----- 600

Maintenance and Operation of Plant:

Institution mechanic (reclassification of one building maintenance man) ----- 144

5.1 Totals ----- \$14,712

The recommendations and merits of each of the proposed new positions are as follows:

0.5 Intermediate typist-clerk (telephone operator, part time)
\$1,080 (salary only)

This position is requested in order to afford relief on the information desk and on the telephone exchange after office hours and on Sundays and holidays. The justification also states that the position is to do typing for other sections of the school when required.

Recommendation

Delete this position. *The establishment of this position will represent an improvement of service over and above the existing level and is not warranted by any substantial increase in the population of this institution.*

The phase of the justification which attempts to support the position on the premise that it will do typing for other sections of the school does not merit consideration because this school at present is supposed to be affording some commercial training for the wards including typing. It is therefore clear that such incidental typing that might be done by the requested position can be well performed by the wards at the school.

Attention is also directed to the fact that the sum of \$1,200 is provided on page 158, line 12 of the Budget for temporary help. The original basis for allocating funds of this nature was to cover situations such as

outlined in the justification for this position. The institution has continued without this assistance up to the present time and we see no need to now expand the service.

4 Girl's group supervisors ----- \$11,088 (salary only)

Two of these positions are requested in order to provide night coverage for two "honor" cottages.

The other two positions are requested to provide "necessary relief occasioned by reclassification of two positions to Assistant Head Group Supervisors."

Recommendation

Delete the positions. Two of these positions are requested for night coverage (11 p.m. to 7 a.m.) to honor cottages. The premise upon which the added coverage is desired is stated to be that there have been occasional disturbances during the hours when this coverage was lacking. We understand that the disturbances referred to were caused by several exceptionally difficult wards who were transferred from Los Angeles County to this school and who took advantage of the situation. Obviously, inmates of this type should not be housed in an honor cottage. The infrequency of disturbances of this type does not justify providing additional custodial coverage and the forecast increase in inmate population does not warrant additional custodial positions. We therefore recommend disallowance of the two requested positions.

The additional two custodial positions are stated to be desirable to provide necessary relief occasioned by the reclassification of two positions to Assistant Head Group Supervisors. An analysis of this statement clearly indicates that by virtue of the reclassifications it is proposed that the Assistant Head Group Supervisors will not be covering an active post of custodial duty.

At the time these reclassifications were allowed by the Legislature they were allowed in lieu of increased positions and with the understanding that such supervisors would be assigned active posts in order to not further lower the ratio between inmates and custodial positions. This facility already has the lowest ratio of any correctional facility in this State. In 1948-49 the ratio was at the ridiculous low figure of 2.8 wards to each correctional officer. We recognize that this low ratio is primarily due to the inefficient physical arrangement of the premises. However, this is all the more reason to endeavor to compensate for this defect by raising the ratio of inmates to custodial officers to as high a figure as possible commensurate with minimum security requirements.

This facility likewise has an exceptionally high per capita cost, which while scheduled to decrease for 1949-50, is still abnormally high at \$2,528 based on an average population of 185.

0.4 Chaplains (part-time, 1 Protestant, 1 Catholic) - \$1,200 (salary only)

This request does not effect any increase in the over-all Budget since it merely represents a transfer from a service contract which was formerly an item of operating expenses to a part-time position which is now reflected in salaries and wages.

Recommendation

Approve the position.

0.2 Physician—eye, ear, nose, and throat (part-time) \$1,200 (salary only)

The justification for this position states that it is the result of setting up this position on a part-time basis rather than obtaining the services on a continued contractual basis. The justification states that the resultant change will produce “potential savings in operation and in betterment of medical services.”

Recommendation

Approve the position, conditionally. We fully recognize that it is far more economical to provide for this type of service on an employment basis rather than on a contractual basis. The amount requested is \$1,200 which will be an additional cost under salaries and wages. The agency states that this change should produce some savings by eliminating all similar services on a contractual basis. However, an examination of the Budget on page 159, line 46 under operating expenses, medical care, indicates that the amount provided in the Budget for medical care is \$4,850, an increase of \$500 over the amount estimated in the 1948-49 Budget. *In view of these figures, we fail to find where there has been any offset by virtue of the proposed change.*

We are therefore recommending the position contingent upon a reduction in the amount provided for medical care of \$1,000. Such a reduction will, in fact, amount to only a \$500 reduction under the amount expended for this item in 1948-49.

Reclassification of one building maintenance man

to institution mechanic ----- \$144 (salary only)

The reclassification is predicated upon the fact that greater skills in repairs and installation are required than are provided for under the specification of a building maintenance man.

Recommendation

Approve the reclassification.

Operating Expenses

Operating expenses are scheduled at \$141,780 for 1949-50. This is an increase of \$4,511 or 3.28 percent over the amount of \$137,269 estimated to be expended in the 1948-49 Fiscal Year.

The trend, by function, for operating expenses is indicated below:

<i>Function</i>	<i>Increase in operating expense</i>	
	<i>Amount</i>	<i>Percent</i>
Administration -----	\$310	3.23
Support and subsistence -----	2,875	3.07
Care and welfare -----	—24	—1.9
Maintenance and operation of plant -----	1,550	7.90
Farming and processing -----	—200	—9.75
	<hr/>	
	\$4,511	

Equipment

Equipment expenditures are scheduled at \$21,223 for 1949-50. This is an increase of \$1,116 or 5.55 percent over the amount of \$20,107 estimated to be expended in 1948-49.

The trend by function is as follows :

<i>Function</i>	<i>Increase in equipment</i>	
	<i>Amount</i>	<i>Percent</i>
Administration -----	—\$2,049	—52.86
Support and subsistence -----	—3,321	—32.33
Care and welfare -----	2,856	64.83
Maintenance and operation* of plant -----	2,730	236.36
Farming and processing -----	900	225.0
Total -----	\$1,116	

Out of the total of \$21,223 for equipment, the sum of \$16,371 is for items of replacement and the further sum of \$4,852 is for additional equipment.

A resume of the equipment schedule for this facility shows that the total amount required for *additional* items of equipment to equip all proposed new positions, plus some items due to normal expansion at the existing level of service totals \$903. Deducting this latter sum from the total of \$4,852 requested for additional items, leaves \$3,949 for equipment additions that represent improvements *above* the existing level of service.

Under the circumstances, it is therefore recommended that a reduction of 50 percent or \$1,974 be made in the amount of additional equipment, representing improvements above the existing level of service.

Farming and Processing

Total expenditures for this function amount to \$8,515. The value of local production is scheduled at \$8,450.

The need for additional improvement to bring the operation to at least a self-sustaining basis is self-evident.

We recommend a complete study of this institution with the object of reorganizing it on a more reasonable cost basis or disposing of it and building a more efficient plant.

DEPARTMENT OF EDUCATION—STATE BOARD OF EDUCATION

For Support of the Board of Education from the General Fund

Item 76, page 15 of the Budget Bill and page 161 of the Budget. The amount requested is \$3,200 from the General Fund for support of the Board of Education. This is an increase of \$300 or 10.3 percent over the amount of \$2,900 estimated to be expended in the 1948-49 Fiscal Year.

Recommendations

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
None -----	-----	-----
Budgeted increase for new or expanded service:		
Traveling of members of board -----	\$300	161
Total -----	\$300	