

Poultry Improvement Commission—Continued

<i>Fiscal year</i>	<i>Revenue</i>	<i>Total expenditures</i>	<i>Revenue as percent of expenditures</i>
1948-49 -----	13,501	39,858	33.9%
1949-50 -----	22,658	60,009	37.8
1950-51 -----	34,139	70,987	48.1
1951-52 -----	32,714	71,466	45.8
1952-53 -----	40,071	77,885	51.4
1953-54 -----	38,881	79,966	48.6
1954-55 (est.) -----	37,550	82,889	45.3
1955-56 (est.) -----	39,200	94,308	41.6

We wish to point out again, as we did in our previous analysis, that the commission has authority to charge fees which will support the activity to a greater extent than at the present. Consequently, we recommend that the commission review their fee schedule and consider methods to place their operation on a more nearly self-supporting basis in the future.

We recommend approval of this item as requested.

Poultry Improvement Commission

AUGMENTATION OF THE POULTRY TESTING PROJECT FUND

ITEM 45 of the Budget Bill

Budget page 99

Budget line No. 52

For Support of Augmentation of the Poultry Testing Project Fund From the Fair and Exposition Fund

Amount requested -----	\$29,858
Estimated to be expended in 1954-55 Fiscal Year -----	74,674
Decrease (60.0 percent) -----	\$44,816

RECOMMENDATIONS

Amount budgeted -----	\$29,858
Legislative Auditor's recommendation -----	29,858
Reduction -----	None

ANALYSIS

This item serves to augment the Poultry Project Fund, which supports the activities of the Poultry Improvement Commission as described in the analysis of the previous item. It will be noted that the request for the 1955-56 Fiscal Year is \$44,816 lower than the amount provided for the current year. This is due to an accumulated surplus in the Poultry Testing Project Fund caused by the delay in starting the turkey testing project. We recommend approval of this item as requested.

DEPARTMENT OF CORRECTIONS

State Prisons and Institutions Summary

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

Included in these general activities are the operation of seven primary institutions for male felons, one for female felons, various prison camps, and other related duties.

Comparative Factors—Department of Corrections Facilities

	<i>Medical facility</i>	<i>California Men's Colony</i>	<i>Chino</i>	<i>Folsom</i>	<i>San Quentin</i>	<i>Soledad</i>	<i>Deuel</i>	<i>Corona</i>	<i>Tehachapi</i>
1953-54									
Population -----	1,088	---	1,890	2,500	4,581	1,896	926	459	---
Per capita cost -----	\$1,356	---	\$1,307	\$1,092	\$958	\$1,214	\$1,999	\$1,896	---
Total personnel* -----	206.6	---	324.4	338.2	500.2	297.4	276.8	83.5	---
Level of service † -----	337	---	305	240	194	279	531	323	---
Custodial personnel * -----	144.4	---	232.1	253	335.5	207.2	188.6	46.4	---
Level of custodial service † -----	236	---	218	180	130	194	232	180	---
1954-55									
Population -----	960	400	1,900	2,600	4,513	2,175	1,175	510	150
Per capita cost -----	\$1,729	\$1,669	\$1,403	\$1,085	\$1,000	\$1,196	\$1,877	\$1,477	\$1,959
Total personnel * -----	281	113.5	347.7	351	509.8	339	317	108	93.5
Level of service † -----	520	504	325	240	201	277	479	376	1,107
Custodial personnel * -----	197	82	236	259	335	233	195	62	72
Level of custodial service † -----	364	364	221	177	132	190	295	216	852
1955-56									
Population -----	1,185	900	1,900	2,600	4,450	2,200	1,175	540	500
Per capita cost -----	\$1,963	\$1,429	\$1,452	\$1,124	\$1,077	\$1,280	\$1,971	\$1,537	\$1,403
Total personnel * -----	342.5	179	352.7	367	539.3	356.2	328	119	97.5
Level of service † -----	513	353	330	251	215	288	496	391	346
Custodial personnel * -----	240	127	237	265	345	244	196	69	72
Level of custodial service † -----	360	251	222	181	138	197	296	227	256

* Exclusive of camp personnel and reception guidance centers.

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

State Prisons and Institutions Summary—Continued

Department of Corrections—Consolidated per Capita Costs

<i>Fiscal year</i>	<i>Total expenditures</i>	<i>Total average population</i>	<i>Consolidated per capita cost</i>	<i>Increase over prior year</i>	
				<i>Amount</i>	<i>Percent</i>
1945-46-----	\$3,470,075	6,709	\$517	---	---
1946-47-----	5,060,705	7,950	637	\$120	23.2
1947-48-----	7,338,377	9,136	803	166	26.1
1948-49-----	10,109,073	10,137	997	194	24.2
1949-50-----	10,333,870	11,009	939	—58	—5.8
1950-51-----	11,673,061	11,591	1,007	68	7.2
1951-52-----	13,619,114	12,055	1,130	123	12.2
1952-53-----	15,951,134	13,216	1,207	77	6.8
1953-54-----	18,426,278	14,171	1,300	93	7.7
1954-55-----	21,147,334	15,310	1,381	81	6.2
1955-56-----	23,811,703	16,450	1,448	67	4.9

The foregoing table indicates that the consolidated per capita support cost for the entire agency averaged on a departmental wide basis is scheduled at \$1,448 for 1955-56.

This is an increase of \$67, or 4.9 percent above the 1954-55 figure.

During the 10-year period since 1945-46, this per capita cost will have advanced from \$517 to \$1,381 in 1954-55, an increase of \$864, or 167.1 percent.

During the same period of time the cost of living index rose from 76.9 in 1945 to 115 in 1954, an increase of 38.1 points, or 49.5 percent. It is clear, therefore, that the increases in the per capita costs of the prison program have substantially exceeded the amounts that would normally be attributable to general over-all economic changes.

In order to eliminate consideration of the special effect of the advent of the 40-hour week in 1947-48 on per capita costs, a comparison of such costs in 1947-48 with those in 1953-54 shows that they increased from \$803 in 1947-48 to \$1,381 in 1953-54, an increase of \$578, or 72.0 percent. During the same period of seven years the cost of living index rose from 99 to 115, an increase of 16 points, or 16.2 percent.

Thus it is apparent that for each percentage point of increase in the economic index, the per capita cost percentage of increase advanced 4.4 percentage points, or at a rate of 4.4 times faster.

If we adjust the 1947-48 per capita cost of \$803 to conform to the change in the cost of living index of 16.2 percent we get an adjusted per capita cost figure of \$933 for 1953-54 based on the same level of service.

The difference between this latter figure of \$933 and the 1953-54 budgeted consolidated per capita cost figure of \$1,381 amounts to \$448, or an increase of 48.0 percent.

This, then, may be construed as representative of the cost of increased services incorporated in the penal program during the seven-year stated interval. As observed above, this cost is scheduled to further increase to \$1,448 for 1955-56, an advance of \$67, or 4.9 percent.

These cost factors represent only the support and other current expense costs. To them must be added the extensive capital outlay expenditures, which approximate \$10,000 per inmate based on a 1,500 capacity prison.

State Prisons and Institutions Summary—Continued

The impact upon per capita costs, both from a support and capital outlay standpoint, of careful and intensive planning is well illustrated in the new facility for the Louisiana State Prison at Angola.

Highlights of the program at this facility are indicated by the following factors:

1. Whereas, the usual construction costs for strictly cell block prisons run up to \$15,000 per inmate, and such costs for medium and minimum security barracks range from \$3,000 to \$10,000 per inmate, the institution at Angola will provide for all three security grades at less than \$3,000 per inmate and has the capacity and flexibility to permit the separation of the inmates into many groups for specialized treatment.
2. The use of lift slabs in standard 54-inch width for almost all buildings has provided a major economy, with construction so simple that four of the cloverleaf units are being built by inmates at less than 70 percent of normal contract costs.
3. Layout permits reduction of the present 400-man guard force to 175 trained civil service guards, 50 of whom cover the prison and all outside work details at peak hours.

We must emphasize that a custodial complement of 175 guards for 2,800 inmates will provide a level of service of 111 hours of custodial time per inmate.

This is most economical when compared to the present California range from 138 hours at San Quentin to 360 hours at the Medical Facility. *It thus appears that the new Angola prison will operate at from 27 hours, or 19.6 percent, to 249 hours, or 69.2 percent, below both the minimum and optimum levels now budgeted in California for custodial coverage.*

In fairness to the Department of Corrections it must be stated that the above comparison is predicated upon a 40-hour work week. The information available on Angola did not indicate the extent of the work week at that facility.

However, even if we assume that the staffing there is predicated upon a 48-hour work week, this would necessitate at the most a 16 percent adjustment in their total stated custodial staff. On this revised basis it would still mean that the level of service would be the same although, of course, more officers would be required.

4. Included in the industrial compound are provisions for *book-binding*, furniture, and garment shop, sheet metal plant for auto license plates, *road signs*, and other state needs. It is also contemplated to add *soap* and *paint* factories in addition to the present meat packing plant. (Emphasis added to show activities not fully explored in the present California program.)
5. Revision of the industrial and farming activities contemplate making Angola as much as 75 percent self-supporting. For the moment the maintenance goal is \$2 per inmate day. This would

State Prisons and Institutions Summary—Continued

result in a per capita cost of \$730 as compared to the present range of \$1,077 to \$1,963 for California facilities.

6. Total cost of this plant is 7.5 million dollars for housing 2,800 inmates including the administration building, normal basic facilities, and an initial 41 new houses for guards and their families, and conversion of the best existing old unit to a women's institution.

The proposed support and other current expenses budget for the Department of Corrections for 1955-56 has reached the point where these costs will be approximately \$2,000,000 per month, or \$23,811,703 for the Fiscal Year 1955-56.

We believe that the magnitude and trend of these expenditures, coupled with the financial requirements of capital outlay to house the program, are such that management should devote substantial efforts to explore and develop the possibilities of other methods and policies in modification and potential improvement of its program.

Specifically, we believe there is evidence that will indicate that the average length of institutional incarceration is too long and that such additional length of sentence mitigates the chances of successful readjustment upon release and does nothing to further enhance rehabilitation while in the institution, in many cases. This factor lies largely within the control of the Adult Authority and Board of Trustees.

It appears that too many cases are being referred to state penal institutions through lack of uniform probation practices throughout the various counties. While some improvements have been noted in this regard, there remains much to be done to effect an equitable use of this tool of enforcement procedure.

We believe there exists a possibility of ultimately developing a procedure for dealing with a substantial group of nonaggressive types of violators such as check passers on a basis that will be more effective and less costly than the present program of commitment.

There is some evidence that tends to indicate that too high a percentage of parole violators are returned for technical violations of parole in contradistinction to those that are returned with new commitments. It would seem that it should not be nearly so easy to be returned to prison for technical breaches of parole rules in comparison to returns with new commitments, yet the statistics fail to support what we believe to be a logical assumption.

Some indications are present that suggest the possibility that the average time on parole may be too long. If this average time could be shortened then effective parole officer staff could be made available to provide for supervision of additional case loads without augmentation of staff.

An alternate consideration would be to use such manpower as became available to provide for more effective and concentrated supervision on the remaining case loads during the early stages of parole when such supervision appears to be most needed.

State Prisons and Institutions Summary—Continued

All of the factors mentioned above, as well as others, are in serious need of further concentrated study and appraisal to the end that prison populations be kept at the lowest level possible consistent with the effective rehabilitation of the inmate and the adequate protection of society. That time is of the essence in this problem may be clearly demonstrated from a cost standpoint alone.

If the same rate of increase in per capita costs takes place in the next 10 years as obtained in the past 10 years, namely 167.1 percent, and the prison population forecast of the Department of Corrections is accurate, then the expenditures of the department will reach a rate of approximately \$5,300,000 per month, or a total of \$63,601,059 per year in 1965, exclusive of capital outlay.

The following table reflects an over-all comparison of the total level of service for the entire Department of Corrections.

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Population	Level of service†	Increase over prior year	
				Amount	Percent
1947-48*	1,413.8	9,136	275	---	---
1948-49	1,634.8	10,137	286	\$11	4.0
1949-50	1,713.8	11,009	276	—10	—3.5
1950-51	1,759.3	11,591	270	—6	—2.2
1951-52	2,145.2	12,055	316	46	17.0
1952-53	2,209.0	13,216	297	—19	—6.0
1953-54	2,418.1	14,171	303	6	2.0
1954-55§	2,917.4	15,310	338	35	11.6
1955-56†	3,161.1	16,450	341	3	0.9

* 40-hour week became effective.

† Budget request.

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

§ Estimate as shown in 1955-56 Budget.

Under the proposed budget request for 1955-56 the allowance of all proposed new positions will result in a level of service that will average 341 hours per inmate.

This is three hours, or 0.9 percent above the level now scheduled for 1954-55.

It is 71 hours, or 26.3 percent above the minimum level of service of 270 hours, experienced in 1950-51 during the period of nine fiscal years, reflected in the above table.

At the time the 1954-55 Governor's Budget was presented to the Legislature the allowance of the departmental request would have resulted in an increase of 27 hours, or 8.7 percent, in the total level of service. This was based on a total average daily population forecast of 15,390 inmates for 1954-55. Failure to achieve the population forecast now re-estimated at 15,310 resulted in an increase of the level of service of 35 hours, or 11.6 percent over the 1953-54 Fiscal Year.

State Prisons and Institutions Summary—Continued

Total Proposed New Positions by Facility

	1955-56			
	<i>Authorized positions</i>	<i>New positions</i>	<i>Cost of new positions</i>	<i>Percent increase in staff</i>
Departmental Administration -----	68.0	2.0	\$6,500	2.9
Medical Facility -----	281	61.5	238,488	21.8
Chino:				
Institution -----	347.7	5.0	27,598	1.4
Reception Center -----	30.0	4.0	18,192	13.3
Camp Supervision -----	2.0	---	---	---
Road Camp -----	6.0	---	---	---
State Forestry Camps -----	20.0	---	---	---
Federal Forestry Camps -----	3.8	---	---	---
Tehachapi Camp -----	93.5	4.0	16,626	4.3
California Men's Colony -----	112.5	66.5	263,650	59.1
Folsom:				
Institution -----	349.0	18.0	77,460	5.2
Camp Supervision -----	3.0	---	---	---
State Forestry Camps -----	10.0	---	---	---
Federal Forestry Camps -----	8.8	---	---	---
San Quentin:				
Institution -----	509.3	30.0	137,898	5.9
Reception Center -----	28.0	4.0	18,432	14.3
Camp Supervision -----	6.0	---	---	---
Road Camps -----	10.0	---	---	---
State Forestry Camps -----	10.0	---	---	---
Federal Forestry Camps -----	12.0	---	---	---
Soledad:				
Institution -----	340.0	16.2	70,448	4.8
Forestry Camp Supervision -----	3.8	---	---	---
State Forestry Camps -----	15.0	---	---	---
Federal Forestry Camps -----	7.5	---	---	---
Deuel:				
Institution -----	317.0	11.0	45,606	3.5
Reception Center -----	13.0	---	---	---
Institution for Women -----	108.0	11.0	45,690	10.2
Adult Authority -----	188.0	12.0	29,228	6.4
Board of Trustees -----	12.0	1.0	3,555	8.3
Totals -----	2,914.9	246.2	\$999,371	8.4

As indicated above, the proposed increases in staff vary from a low of one position at the Board of Trustees to a high of 66.5 positions at the California Men's Colony.

From a percentage standpoint the increases in staff vary from a low of 1.4 percent at Chino-Institution, to a high of 59.1 percent at California Men's Colony.

In all, a total of 246.2 additional positions costing \$999,371 are being requested. This represents an increase in total staffing of 8.4 percent as compared to a total average daily inmate population increase of 7.4 percent.

Population at the end of the 1955-56 Fiscal Year is scheduled at 17,000 inmates. This is an increase of 1,080, or 6.8 percent above the preceding fiscal period.

State Prisons and Institutions Summary—Continued

On the basis of over-all population increase new positions are being requested at the rate of one additional position for each 4.6 inmate increase in population during 1955-56.

The budget submitted for 1954-55 proposed one new position for each 2.2 inmates increase in population.

Comparing the budget submitted for the current fiscal period with the proposed budget now being considered, we find that the latter is slightly more conservative in the rate of increase.

If the present rate of proposing new positions in relation to the increase in population were applied to the entire agency, based on the present average daily population forecast, it would require a total staff of 3,576.1 employees instead of the presently budgeted total of 3,161.1 positions to care for the 1955-56 inmate population.

We emphasize these comparisons to point out that these factors should be carefully considered before authorizing any additional positions that increase the existing levels of service, particularly in view of the present financial status of State Government.

Our analysis of the Department of Corrections budget points up a condition which is present in many other agency requests. We believe that too often additional positions are requested for a particular institution or function on the general premise that the proposed staffing will bring the particular institution or function up to the level previously authorized for this function at other similar installations. While this philosophy has some merit from a comparative standpoint, pursuing this method to its logical conclusion leads to continual pyramiding of positions and services which are reflected in ever-increasing costs.

We believe that in many instances, insufficient emphasis is given to the reverse type of comparison. For example, where a given facility or function is performing with fewer personnel, it should be incumbent upon the agency to produce conclusive facts, not general statements, to show the quantity and/or nature of any deficiencies that are substantial and which would warrant a specified number of positions to overcome.

It should also be mandatory upon the agency to show factually why the level of service for a given function cannot be reduced at those points where the total personnel required is above either the minimum or the average required at other comparable points in other installations.

Obviously this latter type of comparison would require the requesting agency to engage in procedural, time, and work load studies to a greater extent than now is the case. However, the proper application of the findings of such studies would result in a more uniform staffing pattern, predicated upon factual information and would tend eventually to streamline and standardize some of the record keeping and paper work functions in particular.

Until management becomes more active in this type of self-analysis process, original requests for a multitude of inadequately justified positions will be received from each of the units in the several state agencies. The total time required to review and pare down these original requests at each organizational level could be spent more profitably

State Prisons and Institutions Summary—Continued

in developing factual standards to properly support more conservative requests in the first instance.

Complement Positions

The proposed budget contemplates augmentations in six general areas which are common to more than one institution. Five of these areas involve 50 proposed new positions. The sixth item is one of operating expense in connection with the clothing ration.

The complement positions are indicated in the following table:

Facility	Vocational Instructors	Behavior Adjustment Instructors	Physical Education Instructors	Classification and Parole Positions	Reception Guidance Center Positions
Medical Facility -----	1	---	---	4	---
Calif. Men's Colony -----	---	---	1	5	---
Tehachapi Camp -----	1	---	---	---	---
Chino -----	3	2	---	---	1
Folsom -----	7	---	---	1	---
San Quentin --	13	2	---	3	2
Soledad -----	---	---	1	1	---
Deuel -----	---	---	1	1	---
Corona -----	---	---	---	---	---
Total Positions	25	4	3	15	3
Total Cost	\$133,788	\$20,928	\$12,888	\$40,800	\$10,956

25 Vocational Instructors (budget page 102, line 49) ----- \$133,788

These positions represent a transfer of vocational instructors from the school district pay rolls to the prison support budgets. It represents the completion of the transfer process started in the 1954-55 Fiscal Year insofar as the vocational instructors are concerned.

During the actual year in which the transfer is effected the State will not save any money as far as total cash outlay is concerned since it must not only pay the instructor salaries as reflected in the respective support budgets of the various penal institutions for 1955-56, but it must also pay the school districts for the ADA equivalents based on \$180, which these districts earned by supplying these instructor services during the preceding fiscal period, namely 1954-55. This occurs because of the fact that the ADA program for payments to school districts is on a reimbursable basis after the ADA equivalents have been earned.

After the initial year of the transfer of the positions, involving what is tantamount to a double payment, it is estimated that there will be annual savings to the State in the amount of \$65,062 on these 25 vocational instructor positions.

The detail of the computation of these savings is shown on budget page 102, lines 51 to 70, inclusive.

The agency also indicates that having direct control over the vocational program will enable it to better coordinate the program with the prison work day and integrate certain aspects of the vocational training with institutional maintenance requirements.

State Prisons and Institutions Summary—Continued

We recommend approval of the requested 25 transfer positions of vocational instructor.

In addition to the ultimate savings that should result from the transfer of these positions, we point out that the vocational training costs will appear in the support budgets of the penal institutions and become a part of the resulting per capita costs at these facilities and a proper charge against the rehabilitation program. Also the general nature and scope of the vocational training can thus be more readily ascertained from a preliminary examination of the budget.

We believe that all educational costs, academic as well as vocational, should ultimately be reflected in the institutional budgets as a proper charge against the penal program.

We believe the budget, on page 102, line 19, is in error where, in discussing some of the objectives of the proposed transfer of the vocational positions, it states “* * * to provide a minimum instructional staff at new facilities such as the Tehachapi branch of Chino and the California Men’s Colony at San Luis Obispo, * * *.” (Emphasis added.)

We can find no contemplated allocation of vocational instructors to the latter facility as evidenced by the table showing proposed distribution of the positions on budget page 102, lines 56 to 70, inclusive.

It appears therefore that either the budget statement or the tabular presentation in the budget, is in error.

It would appear to us that the error lies in the text statement, as we doubt the validity of expending funds for vocational instruction on the elderly chronically infirm inmates who will comprise the major portion of the total inmate group at the California Men’s Colony at San Luis Obispo. The Department of Finance should clarify this point.

The following table reflects the distribution of salary and wage costs for vocational instructors in the various facilities of the department.

Vocational Education Instructor Costs—Department of Corrections—1955-56

<i>Facility</i>	<i>Total vocational instructors</i>	<i>Salary and wage cost</i>
Medical Facility -----	3	\$15,047
California Men’s Colony -----	—	—
Chino -----	17	92,784
Folsom -----	8	43,140
San Quentin -----	14	80,472
Soledad -----	14	76,079
Deuel -----	22	120,241
Corona -----	1	6,360
Totals -----	79	\$434,123

It will be noted that substantial sums are being expended on a departmental-wide basis for vocational instructors.

Generally we are in full accord with a sound program of vocational instruction insofar as it evidences fulfillment of a bona fide need which will permit the recipients thereof to better their employment and readjustment possibilities upon release from the institution.

However, like any other program having definite objectives, there should be provided by the programming agency some continuing measurement of the results of the function in terms of the objectives,

State Prisons and Institutions Summary—Continued

so that the Legislature and the agency itself may appraise the accomplishments.

We believe the agency should be prepared to develop and continue such an analysis of the vocational program. Certain criteria would provide at least indicated trends of its effectiveness.

For example, a presentation developed by appropriate sampling techniques, could provide facts to answer some pertinent questions about how the knowledge and skills obtained by the inmate from vocational instruction received in the prison, is put to use by the inmate after his release.

Such an analysis might well develop answers to the following typical questions on a year to year basis which we believe are relative to an annual measurement of the over-all effectiveness of the program as well as the component parts thereof.

1. How many inmates released completed institutional vocational courses?

2. What is the distribution of such releases by course completed?

3. How many inmates had job experience prior to commitment, in the same field as that covered by the prison vocational instruction completed?

4. How many inmates had prior job experience in fields closely allied to the subject matter of the prison vocational instruction completed?

5. How many inmates, upon release, received job placement in the same field as that covered by the vocational course completed?

6. How many inmates upon release received job placements in fields closely allied to the subject matter of the prison vocational course completed?

7. How many former inmates who are still out of prison, are holding jobs in the same field as that covered by the prison vocational course completed when such former inmates have been out for the following periods of time: (a) 3 months; (b) 6 months; (c) 1 year; (d) 2 years; (e) 3 years.

8. What is the job or trade distribution for the data in each of the answers to questions three through seven, inclusive?

We have not attempted to fully explore by questions all of the facets of the problem of getting some concrete basis for assessing the benefits of the vocational instruction program.

We likewise recognize that there are other collateral benefits to be derived from a good vocational program, some of which inure to the benefit of the institution as well as the inmate.

However, we believe the primary purpose of such a program is to enable the inmate to pursue a given vocation with sufficient skill to permit him upon release to make a living for himself and his dependents. Unless the knowledge and skill gained in completing a vocational course is utilized by the inmate for this purpose in a preponderance of individual instances, then some fundamental re-evaluation of the program may be in order.

We believe the agency should be in a position at all times to outline the indices that demonstrated the relative degree of success of each of its programs.

State Prisons and Institutions Summary—Continued

We recommend that the Department of Corrections give serious consideration to the development of such program of self-analysis with respect to its vocational education activities.

4 Instructors in behavior adjustment (budget page 102, line 33) \$20,928

The above positions are transfer positions from the local school districts' ADA program similar to the 25 vocational instructor positions previously discussed.

These four positions, two for each of the two reception-guidance centers, are requested "to provide an orientation program for new inmates in order to effect a better behavior personality adjustment to prison life through guided class discussion groups."

It is proposed to conduct classes of 25 inmates per class, each class running for three hours per week for 10 weeks, thus providing a total of 30 hours of class instruction.

This is the equivalent of a three-unit college course.

We recommend deletion of the four positions of instructor in behavior adjustment effecting a reduction of \$20,928.

We believe that the specialization of this type of counseling or orientation service at the reception centers, while possibly having some fringe benefits is a type of expenditure not warranting serious consideration at this time.

It would appear that a sufficient "orientation and behavior personality adjustment to prison life" is accomplished at the reception centers during the normal processing of the inmates at that point.

In any event, if necessary, the "orientation" could be accomplished at substantially lower cost by making available to the inmate a set of mimeographed instructions outlining the general policies and program of institutional life, institutional rules governing their expected conduct and attitude, and outlining procedures to follow in the event they desire assistance in connection with any problems that develop during their period of confinement.

Even if it were deemed vital to conduct the equivalent of the three-unit college course on orientation as requested, we do not concur in the validity of the work load factors used ostensibly to justify the necessity for four instructors.

On budget page 102, lines 40 to 47, inclusive, there is presented the data used to compute the "work load" supporting the position requirements.

We direct attention to the fact that the orientation program is designed for new inmates as stated on budget page 102, line 37. We concur with this concept, as it certainly should not be necessary to reorient recidivists to the routines of prison life.

It therefore follows that it is incorrect to use the total annual intake at each of the reception centers upon which to predicate the position requirements as was done on budget page 102, line 41. The figures used there include parole violators as well as those recidivists committed for new offenses after having served terms for prior convictions.

Based upon the most recent experience for a full calendar year, out of 3,892 male commitments only 726, or 18.7 percent, had no prior record of commitment. This small group would be the most logical to

State Prisons and Institutions Summary—Continued

be the recipients of an orientation program and represents less than one-fifth of the work load used to justify four positions.

On this revised basis only four-fifths of a position would be necessary if the function were to be authorized.

For purposes of comparison, if we assume that an orientation program was also desirable for that group of commitments which had prior jail or juvenile experience, this would represent an additional 47.4 percent of total commitments and would raise the total work load factor to about 66 percent of that used in the budget presentation.

Even on this latter basis only two positions would be justified rather than the four positions requested in the budget.

The following table reflects the trend experienced by the Department of Corrections in connection with the prior commitment record of admissions:

Department of Corrections—Prior Commitment Record of Admissions From Court												
	No Prior Commitment		Prior Jail or Juvenile Only		Prior Prison Commitment							
	Male		Female		Male		Female		Male		Female	
Year	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%
1945	588	30.3	59	67.8	651	33.6	18	20.7	700	36.1	10	11.5
1946	655	29.6	73	75.3	782	35.3	19	19.6	778	35.1	5	5.1
1947	731	26.8	56	52.4	997	36.6	37	34.5	999	36.6	14	13.1
1948	626	22.0	76	57.1	1,182	41.5	41	30.8	1,043	36.5	16	12.0
1949	624	22.4	56	55.4	1,099	39.5	33	32.7	1,057	38.0	12	11.9
1950	617	20.7	54	38.9	1,266	42.4	63	45.3	1,100	36.9	22	15.8
1951	542	17.5	75	48.4	1,432	46.2	58	37.4	1,123	36.3	22	14.2
1952	605	17.7	68	37.0	1,600	46.7	94	51.1	1,221	35.6	22	11.9
1953	726	18.7	79	44.1	1,845	47.4	83	46.4	1,321	33.9	17	9.5
1954 *	339	15.6	53	46.5	1,052	48.4	47	41.2	784	36.0	14	12.3

* First half of 1954.

A review of the trends as reflected in the above table, we believe, clearly supports our conclusions with respect to the four orientation instructors under discussion.

Incidentally and aside from its relationship to the instructor positions under discussion, the table portrays some trends that in and of themselves may raise some questions as to the validity of the rehabilitation aspects of the prison program.

It will be noted that in 1945, a total of 36.1 percent of all adult male commitments had prior records of prison incarceration.

Through the intervening years, 1945 to 1954, there have been only minor fluctuations in this percentage with the result that in 1954 the figure is still at the rate of 36 percent.

It is, of course, recognized that with the growth of population in this State during the interval covered by the table, conceivably any expected reduction in this percentage due to the rehabilitative effects of the California penal program could have been offset by increased commitments of recidivists from other states.

We raise the question as to whether or not this is so as another reason why developing measures of effectiveness is necessary to justify continued financial support of the program either at the present level or at any contemplated expanded level.

In attempting to secure more accurate answers as to trends and relationships evidenced in some of the statistics released through both

State Prisons and Institutions Summary—Continued

the Department of Corrections and the Youth Authority we find that such information is not available and apparently cannot be readily processed by the existing staff of the Bureau of Statistics in the Department of Justice which is the central service unit for both of the correctional agencies.

We believe that more emphasis should be placed in breaking down some of the general statistical data in order to seek means of evaluating the degree and extent of the accomplishments of the California program.

For example, it is one thing to know that a given percentage of prison commitments are persons who have had a prior prison record and that this percentage has not evinced any improvement for almost a 10-year period. This information standing alone, however, is not sufficient to guide management in any procedures it might desire to adopt to either explore the reasons for this situation or to improve the trend.

Some facts that would be important to determine in such a situation might include the number of commitments with prior records who have had prior commitments in California penal institutions, the frequency of these California prior experiences, the time served both in the institution and on parole. Also important would be the dates of the California prior commitments and time served, so that they might be related to the scope of the program in effect at that time.

We also fail to find any statistical studies being made to determine the scope of any prior institutional experience in Youth Authority facilities of those who ultimately receive their first adult prison commitments.

It is obviously desirable to correlate these and other trends affecting the two agencies.

We recommend that the Department of Corrections implement their present statistical program through the Bureau of Statistics in order to be able to statistically explore trends and results in the penal program particularly as they apply to an evaluation of the various concepts of the California treatment process.

We note what appears to be an inconsistency in the proposed program of orientation and behavior adjustment in relation to the span of time during which the course will be given.

The budget indicates on page 102, line 80, that it will extend for 10 weeks. However, the program for the reception-guidance centers contemplates processing an inmate through such centers during a period of 60 days, or eight and one half weeks, and the total staffing for these units is geared accordingly. It would, therefore, not appear to be sound fiscal control or budgetary practice to staff for one segment of the total program on a time requirement basis that is in excess of the total time program for the entire process. This would be true even though there is some lag at present in meeting the time schedule set for processing inmates through the reception guidance centers.

Reducing the course content to permit its accomplishment on an eight and one-half weeks' basis would obviously reduce the instructor man-hour requirements by 15 percent, providing a further factor in reducing the total positions requested for this function.

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It appears the budget is in error on page 102, line 35, where it indicates that these positions are "for Reception-Guidance Centers at Chino and Folsom," whereas the work load table headings on line 40 of the same page indicates that work loads are shown for Chino and San Quentin. We have assumed the table headings to be correct and the budget text to be in error, in our analysis of this request.

We believe the habitual offenders at Folsom have received sufficient "orientation" to prison life prior to their incarceration at this facility and are not in need of any refresher courses on the subject.

We have requested the agency to furnish us with a complete outline of the subject matter to be covered in the proposed course and the time factor in relation to each subject covered.

While these courses were formerly taught under the ADA program, we understand there developed overlap and duplication in some respects between the course content and the fields covered by sociologists, psychologists, and allied staff at the reception-guidance centers and at the other penal institutions.

We should also point out that in our opinion 30 hours of classroom attendance out of eight weeks is not a sufficiently lengthy period of time in which to solve any material behavior problems.

If any "behavior adjustment" is indicated in any inmate, the treatment process to correct or change this attitude should be at the ultimate institution of confinement and not at the Reception-Guidance Center. The latter should confine its activities to the classification and diagnosis processes for which it was established.

We recommend deletion of the four requested positions of instructor in behavior adjustment effecting a reduction of \$20,928 in line with our prior discussion of the merits of this request.

3 Correctional sergeants (budget page 103, line 3) ----- \$12,888

These three positions are requested for the purpose of providing relief for the instructor in physical education, one position to be allocated to each of the following institutions: California Men's Colony (San Luis Obispo), Soledad State Prison, and the Deuel Vocational Institution. These positions are proposed to provide relief instruction to cover regular days off, vacation, and sick leave, for the presently authorized single position of athletic coach and instructor in physical education at each of the above-named institutions.

We recommend deletion of the three correctional sergeant positions, effecting a reduction of \$12,888.

We point out that the added time requirements for relief coverage, assuming the necessity of a full seven days a week operation for this activity, is only 0.6 of a man per position, or the equivalent of slightly over a half time position per stated institution. This further assumes the necessity for providing relief for this function, and we are not in accord with this latter premise.

It is therefore obvious that if relief coverage for the function is provided as requested we are raising the existing authorized level of service in two respects by 100 percent.

1. We are providing relief coverage for an activity where none is now authorized.

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2. We would be providing a full-time position for a part-time stated requirement, thus further increasing the level of service.

We suggest that any requested increase in the function specified is one of marginal merit and low priority.

We point out that last year a second position of recreation and physical instructor at a salary cost of \$4,980 was requested at the Deuel Vocational Institution and deleted by the Legislature.

No new factors, aside from a change in title of the position requested, are present to warrant a reconsideration of the matter at this time. However, we do wish to commend the agency for its position title revision as it now appears that it proposes to accomplish with a correctional sergeant, at an annual salary of only \$4,296, what was formerly proposed with a recreation and physical education instructor at an annual salary of \$4,980.

For three successive years prior to the 1954-55 budget request, a similar second physical education position has been requested at Soledad and likewise has been deleted by the Legislature in each instance.

We are unable to reconcile a request for a relief position for the instructor in physical education at the California Men's Colony at San Luis Obispo.

In the first place, no such instructor position was requested in the 1954-55 Governor's Budget as reviewed and approved by the Legislature.

Similarly, no such instructor position is shown as a new position request for 1955-56.

It would appear, therefore, that any physical education instructor position appearing as an established position in the California Men's Colony budget has not been submitted for legislative review.

We cannot, therefore, concur in any proposal to establish relief for an instructor position where such position has not in the first instance received legislative review or approval.

We are still of the opinion that a sufficiently formalized and reasonably optimum physical education program can be developed through the adequate use of inmate group leaders and without the necessity at this time of another professional paid position for this activity to improve the existing level of service.

Proposed inmate clothing ration (budget page 103, line 83)---\$446,743

The 1955-56 budget proposes a change in the method of computing the funds necessary to finance the annual clothing requirements for each of three penal institutions, namely San Quentin, Soledad, and Deuel.

The proposal sets up eight different categories of clothing issue, with a standard complement for each category, plus a variable factor by some institutions in the quantity comprising the individual complements, where experience has shown a greater rate of wear and tear on some items such as at Deuel, for instance.

The eight different issues or categories for which individual clothing rations have been established are:

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1. Institution clothing;
2. Reception-guidance center clothing;
3. Transfer clothing;
4. Culinary clothing;
5. Hospital clothing;
6. Hospital patient clothing;
7. Parole and discharge clothing;
8. Condemned row.

A cost has been established for each of the complements, and an estimate of the number of each of various complements has been made based on the individual institutional past experience.

To the costs thus computed there has been added a 15 percent safety factor for all clothing except that for parole and discharge purposes. For this latter type of clothing the safety factor has been increased to 25 percent of the aggregate ration cost.

For the three institutions to which this ration is sought to be applied the added cost over present methods of budgeting clothing is estimated to be \$72,554. The distribution of this added cost is shown in the following table:

Facility	1955-56 cost based on present method	1955-56 cost based on ration method	Difference	
			Amount	Percent
San Quentin -----	\$194,334	\$259,600	\$65,266	33.6
Soledad -----	100,353	129,766	29,413	29.3
Deuel -----	79,502	57,377	—22,125	—27.8
Totals -----	\$374,189	\$446,743	\$72,554	19.4

The foregoing table exclusive of the percentages reflect the figures shown in the budget on page 103, lines 76 to 83, inclusive.

However, they do not reconcile in their entirety with the detail reflected in the individual support budgets of Soledad and Deuel.

In the 1955-56 column based on the ration cost, the detail under Soledad shown on budget page 157, lines 46 and 47, totals \$129,765 rather than \$129,766 reflected in the table on page 103 of the budget.

Similarly, in the same column the Deuel ration figure is shown as \$57,377 whereas the detail in the Deuel support budget, shown on page 165, lines 46, 47 and 48, totals only \$54,665. There accordingly appears to be an excess of \$2,712 for the ration cost at Deuel as set forth in the table on budget page 103, line 81.

From the table we find that the ration method of computation will cost 33.6 percent more at San Quentin, and 29.3 percent more at Soledad while an offset occurs at Deuel amounting to 27.8 percent, making the over-all average for the three institutions 19.4 percent, or \$72,554.

The agency states that the standardized inmate ration will effect "a more economical and complete clothing distribution * * *." In terms of total dollar cost it does not appear to be more economical.

The agency further states, "In the past, clothing inventories have been seriously depleted in times of population increase."

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Since even the ration method of computation is based on population forecasts and further estimates as to how a given population is distributed within the institution, it is difficult to reconcile a change in the computation method using the same basic population figures as overcoming deficiencies or depletions of inventories in times of population increases as claimed, unless there is included in the method of computation a "cushion" exemplified here by the 15 percent and 25 percent "safety factors" referred to above.

There should be no doubt but that the proposed revised method of computation of the total clothing requirements of a given institution based upon eight different complements, if properly applied, will result in a more equitable and accurate estimate of the funds required, exclusive of the safety factors of 15 and 25 percent.

It represents, we believe, a substantial refinement over the prior method of averaging per capita costs and adjusting for price and population changes, since the new method will have to be geared to an inventory control also to be properly effective.

We disagree however with the philosophy, and the practice from the standpoint of good fiscal control, of substantially refining the units of measurement and after the process is applied then add 15 to 25 percent for "safety factors." You do not increase or decrease the reading on a micrometer to provide for a safety factor in the final measurement.

It is almost self-evident that we could have taken the former method of computation of the clothing budget and provided a safety factor of 20 percent for all per capita clothing costs and arrived at about the same average cost as the current ration figure including two safety factors of 15 percent and 25 percent applied to different issues within the ration.

We direct attention to the fact that clothing requirements, as most other supplies, are purchased generally on a quarterly basis. The average monthly usage of clothing will approximate about 8 percent of the total clothing budget. Thus a 15 percent safety factor provides approximately the equivalent funds for an additional two months' clothing ration while the 25 percent safety factor provides approximately the equivalent of funds for an additional three months' issue of those particular clothing rations. Under the revised formula for determining actual clothing needs, we believe that these safety factor rations are excessive, if the formula is properly applied.

The agency in the budget on page 103, lines 73 to 74, inclusive, states, "*In the past clothing inventories have been seriously depleted in times of population increase.*"

We are in general accord with this statement. For example, the last time that such a situation developed and was the subject of a special item of other current expenses in the budget, was at Chino in 1952-53. At that time the sum of \$23,414 was expended for "Restoration of Depleted Clothing Inventory and Additional Complement."

During the five years preceding this special augmentation for clothing, which was the period of rapid growth of population at this facility, approximately \$300,000 was expended for clothing. Thus the special

State Prisons and Institutions Summary—Continued

augmentation in 1952-53 represented only 7.7 percent of these expenditures. Because of the rising economic index, the actual special quantity of clothing purchased in 1952-53 to restore depletion of the basic complement, was some amount less than the 7 percent dollar value of the clothing.

We have simply used here an example of the facts of the agency's general contention to further support our views that the 15 to 25 percent safety factors are excessive.

In addition to the "cushion" in the 15 and 25 percent safety factors the conversion to the ration system of computation provides for some further substantial "cushion" in and of itself. This is demonstrated by comparing the 1954-55 expenditures for clothing at an institution having little or no population change forecast for 1956, with the 1955-56 expenditures under the ration system, after first taking out the extra funds representing the "safety factors."

For our example we will use Soledad which will only have 25 more inmates in 1955-56 than in 1954-55, which is a negligible factor.

The \$129,766 set up for Soledad under the clothing ration system includes \$20,257 based on the 15 and 25 percent safety factors. Deducting this latter amount leaves \$109,509 as the comparable net ration allowance.

This is \$20,454 or 23.0 percent more than the \$89,055 shown on budget page 157, lines 46 and 47, to be expended in 1954-55 for almost an identical population.

While we endorse the trial of the ration system at this time, we point out that it will be no better than the individual institutional controls placed on the allocation and inventory of clothing.

In view of what we believe to have been demonstrated as an excessive "cushion" or "safety factor" in the clothing allowances as computed in the budget for the three institutions involved, we recommend that the "safety factor" be reduced to 5 percent across the board for all clothing rations instead of the proposed 15 and 25 percent allowances.

This will have the effect of reducing operating expenses in each of the three budgets involved, in approximately the following respective amounts:

	Amount	Budget	
		Page	Lines
San Quentin -----	\$25,900	146	63, 64, 65
Soledad -----	13,500	157	46, 47
Deuel -----	10,300	165	46, 47, 48
Total reduction -----	\$49,700		

Attention is directed to the fact that as a result of the application of the clothing ration proposed there may be some increase in the frequency with which clothes are laundered due in some instances to the increased availability of more clothes where the proposed rations provide a somewhat increased complement than has been heretofore available.

To the extent that this occurs there will be increased laundry operating costs followed possibly in some cases by requests for additional equipment or an increased frequency of requests for replacement equipment.

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Likewise where the laundry capacity is limited, under a present single shift five-day operation, there could result a request for additional paid personnel to extend the operating time of the laundry.

We therefore recommend that the individual institutions utilize any increased complements of clothing that become available under the ration program in such a manner as not to materially increase laundry costs.

Inmate Pay Work Projects

The following table reflects total expenditures for this purpose, by institution:

<i>Facility</i>	<i>1952-53</i>	<i>1953-54</i>	<i>1954-55</i>	<i>1955-56</i>
Medical facility -----	---	\$5,164	\$9,600	\$10,340
California Men's Colony -----	---	---	4,620	9,240
Tehachapi -----	---	---	1,830	6,115
Chino -----	\$49,927	83,434	97,207	99,545
Folsom -----	13,870	50,446	60,319	59,190
San Quentin -----	62,603	63,702	97,188	103,470
Soledad -----	40,921	49,321	58,395	58,395
Deuel -----	---	4,166	8,780	8,820
Corona -----	---	2,031	4,880	4,880
Totals -----	\$167,321	\$258,264	\$342,819	\$359,995

As pointed out in our analysis last year we believe that the expenditure figures for this activity would be much more meaningful if they were supplemented in the budgets of the respective institutions, by data showing

- (a) Total number of inmates employed on a pay status
- (b) Average number of inmates employed on a pay status
- (c) Total number of paid inmate-hours utilized in institutional support operations by function
- (d) Average earnings per month per inmate

The above data plus other factors are pertinent to an evaluation of the effectiveness of contribution to institutional operations made by inmates on a pay status.

It should also be recognized that the extent and scope of the program should ultimately have some effect upon the average per capita discharge allowance given to inmates upon release from the institution.

We again recommend that future budgets incorporate data along the lines suggested in connection with the inmate pay program.

The table on the next page reflects the relative degree of adherence to the initially authorized and legislatively approved expenditure programs for the various agencies in the Department of Corrections:

Comparison of Legislative Appropriations With Proposed (Revised) Expenditures for Support—Department of Corrections

Agency	Total * expenditures support 1954-55 Governor's Budget	Legislative deletions, per Legislative Auditor's recommendations	Percent of legislative deletions	Total net authorized 1954-55 expenditures	Total 1954-55 expenditures support per 1955-56 Governor's Budget	Amount of change	Percent of change
Departmental administration -----	\$441,659	---	---	\$441,659	\$433,769	—\$7,890	—1.8
Medical facility -----	1,721,109	\$20,736	1.2	1,700,373	1,659,783	—40,590	—2.4
Temporary facility -----	740,677	47,385	6.4	693,292	667,781	—25,511	—3.7
Institution for Men, Chino -----	3,448,748	15,825	0.5	3,432,923	3,260,476	—172,447	—5.0
Folsom -----	2,867,702	26,605	0.9	2,841,097	2,880,499	+39,402	+1.4
San Quentin -----	4,728,815	11,756	0.2	4,717,059	4,783,703	+66,644	+1.4
Soledad -----	2,738,230	28,870	1.1	2,709,360	2,713,879	+4,519	+1.6
Deuel -----	2,323,133	13,202	0.6	2,309,931	2,276,150	—33,781	—1.5
Institution for Women -----	746,572	7,704	1.0	738,868	753,492	+14,624	+2.0
Adult Authority -----	1,195,247	---	---	1,195,247	1,184,464	—10,783	—0.9
Board of Trustees -----	106,683	---	---	106,683	100,243	—6,440	—6.0
Amount of change in expenditures below authorized level						—\$297,442	
Amount of change in expenditures above authorized level						+125,189	
Net departmental difference -----						—\$172,253	

7 agency budgets did not achieve initially authorized expenditures by \$297,442

4 agency budgets exceeded initially authorized expenditures by 125,189

Total potential savings if all agency budgets were not to exceed
 expenditure program and all savings sequestered \$422,631

* Totals have been adjusted to reflect amounts added by the Department of Finance in amendments adopted by the Legislature.

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While it is true that the total departmental support budget for corrections, when averaged through all of the agencies, reflects a savings for revised 1954-55 figures as compared to the original legislatively approved totals for the same budgets when initially presented in the 1954-55 Governor's Budget, we point out that a strengthening of fiscal policy could possibly have resulted in eliminating the necessity of exceeding expenditures provided initial forecasts were accurate.

We also desire to make the point that the above figures have allowed the agencies to internally adjust their budgets by function and by category of expenditure.

As a result, in most cases a strict line item control could have resulted in greater savings than indicated by the composite figures above indicated.

We believe that the fiscal policy of strict line item control should be strengthened to achieve the potential results indicated.

Supervision and Savings in Food Preparation

For the past few years, the Department of Corrections has consistently and with varying degrees of success sought to establish substantially augmented complements of food service positions in the various penal facilities under its jurisdiction.

These attempts have been both on a piecemeal basis and on a departmental-wide staffing pattern basis.

Various contentions have been made by the agency and the Department of Finance in support of these various position requests.

Aside from the justifications supporting minimum staffs to supervise the kitchen during its effective operating hours, to which we have never objected, the general theme for additional augmentations of food service staff and preparation staff has been that the added supervision services would produce savings in food dollars to more than offset the costs of the added salaries and wages for such supervision.

Such savings have variously and repeatedly been stated to be possible in several areas. Some of these areas are that added civil service personnel in the feeding function would produce savings by:

1. Reducing spoilage through proper care, preparation, and storage of food.
2. Reduce losses through pilferage.
3. Reduce wastage in preparation of food.
4. Increase the nutritional value of the actual portion served on the plate.
5. Reduce plate waste through preparation of food in a more attractive and palatable manner.
6. Actually accomplish a reduction in the required dollar expenditures for food necessary to be purchased in order to get required rations on the plate.

While all of the above and other potential sources of savings in food costs are certainly susceptible of accomplishment to the degree that corresponding excessive wastage factors are present in the preparatory and serving processes, they are nevertheless general allegations until proven by specific facts and figures in each institutional application. We have repeatedly pressed the agency to make or produce such a

State Prisons and Institutions Summary—Continued

factual demonstration but so far we have not been furnished with any actual studies, analyses, or controls that show any food savings directly related to the added cooking staffs that have already been authorized in the various correctional facilities.

We have consistently maintained the position that until the agency could sustain its general allegations with evidence of tangible savings, we could not concur in the request for additional positions in the feeding function.

Reference has been made from time to time in support of feeding positions to the Howe Report prepared some years back for the Department of Finance. We have not concurred in the validity of all of the findings of that report, particularly with reference to the Department of Corrections. In fact, in our opinion the report in part is based on a fallacious premise in that it attempts to compare institutional staffing patterns with large commercial feeding operations.

We have therefore attempted to secure some facts to establish what has actually happened in regard to food costs during the past several years at two of the institutions operated by the department.

We selected Folsom and San Quentin prisons as the best examples for several reasons including the following:

1. Each of these institutions on the average has not had too sizable a variation in daily population for the purposes of an equitable analysis.

2. Each of these institutions are well established and are not subject to the "growing pains" afflicting a new institution even though the latter may be operating at a stable population level.

3. Each of these institutions represent sizeable differences in the respective amount of increase in the supervision afforded which has resulted from the augmentation of staffing for the feeding function.

We have taken the position that if any material amount of savings has resulted from the added personnel incorporated into the budgets of these facilities over the past several years for the feeding function, that such savings should be reflected in reduced amounts expended for the purchase of food on a per capita basis.

Unless such savings are apparent and have been realized in the budget in amounts in excess of the annual cost of the positions added, we can attach no actual financial validity to the allegations to the contrary which were made in support of these position requests.

We have started with 1947-48 and using the actual average per capita food expenditure for that year as a base, we have adjusted the per capita costs for food for each subsequent year by the amount indicated by the change in the wholesale food index.

For each of the years in the table 1947-48 through and including 1953-54 we have also shown the total number of positions budgeted for the feeding function and the salary and wage cost, exclusive of retirement contributions by the State, for those positions.

We have also shown the number of cooks within the total feeding complement and the cost of salaries and wages for these positions.

The above factors are incorporated in the following table with reference to Folsom State Prison, which has had a smaller increase than San Quentin in augmenting the feeding function positions.

Department of Corrections—Comparative Adjusted per Capita Food Costs—Folsom State Prison

<i>Fiscal year</i>	<i>Average daily population</i>	<i>Adjusted per capita food cost</i>	<i>Actual per capita food cost</i>	<i>Number of positions in feeding function</i>	<i>Salary and wages, feeding</i>	<i>No. of cooks exclusive of baker-butcher</i>	<i>Salary and wages, cooks only</i>
1947-48-----	2,360	* (\$230.97)	\$230.97	6.6	\$22,355	3.6	\$11,621
1948-49-----	2,535	228.94	229.00	7.8	27,588	4.8	16,272
1949-50-----	2,750	215.61	211.37	8.0	29,136	5.0	17,478
1950-51-----	2,738	236.84	251.01	7.9	31,389	4.9	18,875
1951-52-----	2,415	248.80	291.93	8.0	33,531	5.0	20,208
1952-53-----	2,212	237.97	254.64	8.0	35,861	5.0	21,228
1953-54-----	2,500	235.27	244.87	7.9	35,374	4.9	20,816

* Actual.

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From the preceding table we note the following developments:

1. The per capita food cost was \$230.97 in 1947-48.
2. The adjusted per capita food cost was \$235.27 in 1953-54.
3. The actual per capita cost was \$244.87, an increase of \$9.60, or 4.1 percent.
4. Based on the average population of 2,500 inmates in Folsom in 1953-54 food expenditures were \$23,500 in excess of what they should have been had the base per capita cost in 1947-48 adjusted for wholesale price changes, been utilized to govern expenditures.
5. In 1947-48, a total of 6.6 positions were utilized in the feeding function, at a salary cost of \$22,355.
6. In 1953-54, a total of 7.9 positions were utilized in the feeding function at a salary cost of \$35,874.
7. This is an increase of 1.3 positions, or 19.7 percent, in staff and an increase of \$13,519, or 60.5 percent in salary and wage costs.
8. We, therefore, find that in spite of 19.7 percent more staff for supervision at an added cost of \$13,519, we not only failed to save the added salary and wage costs involved but actually expended \$23,500 more for food out of a total food expenditure of \$612,178 for 1953-54.
9. If we relate the problem to comparing the increase in cooking positions only, we find that an increase in the number of cooks totaling 36 percent at an increased salary and wage cost totaling \$9,195 or 71 percent produced the same result, namely, what appears to be a \$23,500 excess expenditure.

We recognize the fact that salary and wage costs have advanced since 1947-48 and the costs for this item in the above table have not been adjusted for this factor as have the food costs.

However, our primary point has been and still is that additional food service positions are not warranted in the penal institutions on the basis that the added supervision will produce savings in food costs unless such savings are shown budgetarily.

Even if we examine the above table on a year to year basis we fail to find any material trend that will support a conclusion to the contrary of the preceding statement.

The table on page 97 presents similar data for San Quentin Prison.

A review of this table for San Quentin shows a repetition of the trend evinced in the similar tabulation on Folsom State Prison.

However, here the increases in staff and costs for salaries and wages are even more accelerated.

For example in 1953-54 the adjusted per capita food cost is \$231.11 while the actual cost was \$235.76, an increase of \$4.65, or 2 percent.

Based on the 1953-54 population of 4,581, the excess expenditures for food amounted to \$21,301.65 on the comparable basis as stated for Folsom Prison.

However, here we find that the increase in the feeding complement has been 7.8 positions, or 96.3 percent and the added salary and wage cost has been \$42,410, or 149.8 percent.

Compared to the positions of cook only, the increase in the latter positions, has been 7.8, or 153.4 percent, while the salary and wage cost increase has been \$37,469, or 213.2 percent.

Department of Corrections—Comparative Adjusted per Capita Food Costs—San Quentin State Prison

<i>Fiscal year</i>	<i>Average daily population</i>	<i>Adjusted per capita food cost</i>	<i>Actual per capita food cost</i>	<i>Number of positions in feeding function</i>	<i>Salary and wages, feeding</i>	<i>No. of cooks exclusive of baker-butcher</i>	<i>Salary and wages, cooks only</i>
1947-48-----	4,377	\$ (226.89) *	\$226.89	8.1	\$28,373	5.1	\$17,571
1948-49-----	4,638	224.89	229.36	12.0	43,752	9.0	32,094
1949-50-----	4,702	211.80	201.09	12.8	46,464	9.8	34,806
1950-51-----	4,518	232.65	246.05	14.9	59,063	11.9	46,175
1951-52-----	4,359	244.41	270.09	16.0	66,522	13.0	52,788
1952-53-----	4,488	233.76	246.22	15.7	69,289	12.7	54,217
1953-54-----	4,581	231.11	235.26	15.9	70,783	12.9	55,040

* Actual.

State Prisons and Institutions Summary—Continued

In spite of the above increases in both manpower for supervision and the attendant increases in expenditures for salaries and wages food costs were higher and no savings are visible.

Actually the wholesale food index dropped in both 1948-49 and 1949-50, the latter year being 6.65 percent below the 1947-48 base used in the foregoing two tables.

It is significant to note that it took the sizable drop indicated above in 1949-50 to produce the only year in both tables where the actual per capita food costs were lower than the adjusted per capita figure.

In each of the other five years reflected in the tables the actual per capita food cost exceeded the adjusted per capita food cost by margins that produced sizable excessive costs on the average, without regard to the added supervision feeding function positions that had been allowed.

Until the agency can produce some results to controvert the conclusions emanating from a review of the trend indicated in the above tables we cannot concur in requests to augment feeding and cooking staffs.

On the contrary, perhaps the foregoing data may well form the basis for a justifiable review of existing culinary staffing with a view to effecting reductions in existing staff complements for this function.

Department of Corrections
DEPARTMENTAL ADMINISTRATION

ITEM 46 of the Budget Bill

Budget page 104
Budget line No. 7

For Support of the Departmental Administration From the General Fund

Amount requested	\$425,084
Estimated to be expended in 1954-55 Fiscal Year	406,159
Increase (4.7 percent)	\$18,925

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$18,422	\$18,422	---	106	73
Operating expense	990	990	---	106	74
Equipment	—487	—487	---	106	75
Total increase	\$18,925	\$18,925	---	106	77

RECOMMENDATIONS

Amount budgeted	\$425,084
Legislative Auditor's recommendation	424,034
Reduction	\$1,050

ANALYSIS

The recommended reduction of \$1,050 equipment consists of one replacement automobile in the amount of \$1,050.

Departmental Administration of the Department of Corrections is charged with the central office responsibility for both policy and program in connection with the following general functions: business management, including accounting and budgeting; personnel, including in-

Departmental Administration—Continued

service training; planning of new construction, including maintenance and upkeep of additional as well as existing plants; supervision of food rations and preparation; over-all classification, custody and security; supervision of medical, dental, and psychiatric care, educational and vocational training, compilation, study, and dissemination of correctional and crime statistics affecting the correctional program.

Per Capita Costs for Administration

Fiscal year	Total population administration all facilities	Total administration costs	Per capita cost	Increase over preceding year	
				Amount	Percent
1946-47	7,950	\$97,545	\$12.27	--	--
1947-48	9,136	161,398	17.68	\$5.40	44.0
1948-49	10,137	191,925	18.93	1.26	7.1
1949-50	11,009	216,278	19.65	.72	3.8
1950-51	11,591	236,230	20.38	.73	3.7
1951-52	12,055	271,599	22.53	2.15	10.5
1952-53	13,216	*372,645	28.20	5.67	25.2
1953-54	14,171	*408,521	28.83	.63	2.2
1954-55	15,310	*433,769	28.33	—0.50	—1.7
1955-56	16,450	*454,134	27.61	—0.72	—2.5

* Includes contributions to State Employees' Retirement Fund.

The total support budget for this function is scheduled to increase \$18,925, or 4.7 percent.

Population at all institutions and facilities for 1955-56 is anticipated to average 16,450 inmates, an increase of 1,140 inmates, or 7.4 percent.

This results in the per capita cost for departmental administration services going from \$28.33 to \$27.61, a decrease of \$0.72, or 2.5 percent.

At the time the 1954-55 Governor's Budget was presented it contemplated expenditures of \$441,659 for an average total population of 15,390 inmates which would have resulted in a per capita cost for administration of \$28.70.

Based upon current 1954-55 figures incorporated in the 1955-56 Governor's Budget, the per capita costs for departmental administration in 1954-55 are now expected to be \$28.33 based upon 15,310 inmates. This is a decline of \$0.37, or 1.3 percent below the original Governor's Budget estimate, a commendable trend.

Another measure of the relative proportions of administrative costs may be seen from a comparison of the percentage of such cost to the total support expenditure program. This is shown in the following table:

Comparative Administrative Costs—Department of Corrections

Fiscal year	Total support budget*	Total administrative cost	Percentage administrative cost
1949-50	\$9,957,400	\$216,278	2.2
1950-51	11,356,371	236,230	2.1
1951-52	13,236,309	271,599	2.1
1952-53	15,594,142	372,645	2.4
1953-54	18,090,602	382,504	2.1
1954-55	20,714,239	406,154	2.0
1955-56	23,466,703	425,084	1.8

* Exclusive of other current expenses.

Departmental Administration—Continued

The above table indicates that the percentage of total administrative costs to the total support budget in 1955-56 is projected at 1.8 percent. This represents a slight decrease under the percentage figure of 2.0 which is scheduled to prevail in 1954-55.

As a general rule, the percentage of administrative costs to the total expenditure program should show continuity of decline as total expenditures increase. The above table indicates that this has not been universally true with this agency in past fiscal periods.

The trend as between 1955-56 and 1954-55 indicates some improvement.

The following table reflects a comparative measure of the total level of service extended from departmental administration.

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Population	Level of service ‡	Increase over prior year	
				Amount	Percent
1946-47	19.8	7,950	5.4	---	---
1947-48*	33.3	9,136	6.4	1	18.5
1948-49	39.6	10,137	6.8	0.4	6.3
1949-50	42.1	11,009	6.7	-0.1	-1.5
1950-51	46.8	11,591	7.1	0.4	6
1951-52	51	12,055	7.5	0.4	5.6
1952-53	59	13,216	7.9	0.4	5.3
1953-54	64	14,171	8.0	0.1	1.3
1954-55§	68	15,310	7.9	-0.1	-1.3
1955-56†	70	16,450	7.6	-0.3	-3.8

* 40-hour week became effective.

§ Estimate as shown in 1955-56 Budget.

† Budget request.

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

Under the proposed budget request for 1955-56 the level of service will average 7.6 hours per inmate.

This is 0.3 hours, or 3.8 percent below the level now scheduled for 1954-55.

It is 2.2 hours, or 40.7 percent above the minimum level of service of 5.4 hours, experienced in 1946-47 during the period of 10 fiscal years, reflected in the above table.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$372,422. This represents an increase of \$18,422 or 5.2 percent over the total of \$354,000 scheduled for expenditure in this category during 1954-55.

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

Merit salary increases on 68 established positions	\$13,872
A total of two proposed new positions costing	6,300
A change in estimated salary savings of	-1,950
Total increase in salaries and wages	\$18,222

A total of 68 positions are presently authorized. The agency is requesting an additional two proposed new positions. This represents an increase of 2.9 percent in staff, as compared to a 7.4 percent increase in total inmate population at all facilities.

Departmental Administration—Continued

The two proposed new positions for Departmental Administration are shown by function as follows:

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget Page Line</i>	
Administration			
Business office:			
1 Senior account clerk (budget section) -----	\$3,456	106	15
Records office:			
1 Intermediate clerk -----	2,844	106	17
<u>2</u>	<u>Totals -----</u>		
	\$6,300		

Work load increases presented by the agency plus the desirability of reassignment of some personnel back to their original specified duties indicate the requested two positions to be justified at this time.

We recommend approval of the two positions requested.

We desire to point out what appears to be an error in the budget on page 106, line 70, where it is indicated that the salaries and wages for these two positions total \$6,500.

We believe the correct figure should be \$6,300. If the latter figure is correct, adjustments in the totals on lines 73 and 77 of the same budget page will also be in order.

Operating Expenses

Operating expenses are scheduled at \$45,160 for 1955-56. This is an increase of \$990, or 2.2 percent over the amount of \$44,170 estimated to be expended in the 1954-55 Fiscal Year.

The increase is nominal and appears to be in line as budgeted.

Equipment

Equipment expenditures are scheduled at \$7,502 for 1955-56. This is a decrease of \$487, or 6.1 percent under the amount of \$7,989 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$7,502 requested for equipment, the sum of \$3,330 is for replacement of items deemed obsolete or no longer serviceable.

The further sum of \$4,172 is requested for additional items of equipment.

The budget as originally submitted by this facility requested \$10,087 for equipment.

Joint conferences were held with the agency and Department of Finance staff members, and a careful review of equipment requests was made. This review may be supplemented where necessary by personal inspection and appraisal in the field.

As a result, equipment requests were modified to the extent that equipment was reduced from \$10,087 to \$7,502, a saving of \$2,585, or 25.6 percent.

Included in the request for equipment is the sum of \$1,050 for the acquisition of one replacement automobile.

We recommend deletion of this amount.

In line with a policy recommendation by this office, affecting all automotive units, both additional and replacement, it is recommended that:

1. Funds for these items be deleted from the agency support budgets.

Departmental Administration—Continued

2. The Department of Finance request an augmentation of their budget to enable them to procure sufficient vehicles and to provide the agency with necessary transportation services through a fleet management program in the automotive management section.

3. The Department of Finance make necessary revisions in the support budgets of the agencies to delete direct related automotive operating expenses and provide an offset item for automobile mileage to permit the agency to reimburse the Department of Finance on a mileage basis for the fleet service.

**Department of Corrections
TRANSPORTATION OF PRISONERS**

ITEM 47 of the Budget Bill

Budget page 107
Budget line No. 6

For Transportation of Prisoners From the General Fund

Amount requested	\$79,400
Estimated to be expended in 1954-55 Fiscal Year	72,200
Increase (10 percent)	\$7,200

RECOMMENDATIONS

Amount budgeted	\$79,400
Legislative Auditor's recommendation	79,400
Reduction	None

ANALYSIS

Expenditures for the transportation of prisoners, including the return of parole violators to prison, are estimated at \$79,400. This represents a 10 percent increase over the amount now estimated for the current year.

The expenditure is limited by the terms of the appropriation.

We recommend approval of the request.

Department of Corrections

RETURNING FUGITIVES FROM JUSTICE FROM OUTSIDE THE STATE

ITEM 48 of the Budget Bill

Budget page 107
Budget line No. 13

For Returning Fugitives From Justice From Outside the State From the General Fund

Amount requested	\$201,600
Estimated to be expended in 1954-55 Fiscal Year	198,000
Increase (1.8 percent)	\$3,600

RECOMMENDATIONS

Amount budgeted	\$201,600
Legislative Auditor's recommendation	201,600
Reduction	None

ANALYSIS

Expenditures are limited by the terms of the appropriation.

We recommend approval of the amount requested.

Department of Corrections

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

ITEM 49 of the Budget Bill

Budget page 107

Budget line No. 23

*For Trials of Inmates Charged With Commission of a Crime While Confined in
a State Institution From the General Fund*

Amount requested	\$25,000
Estimated to be expended in 1954-55 Fiscal Year	25,000
Increase	None

RECOMMENDATIONS

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

ANALYSIS

Prior to 1954-55, \$10,000 was the usual amount appropriated for this purpose. During 1953-54, the actual amount expended was \$21,629. It is now estimated that the full \$25,000 appropriated will be required during 1954-55 and a similar amount is requested for 1955-56.

The expenditure is limited by the terms of the appropriation.

We recommend approval of the amount requested.

Department of Corrections

MEDICAL FACILITY

ITEM 50 of the Budget Bill

Budget page 108

Budget line No. 7

For Support of the Medical Facility From the General Fund

Amount requested	\$2,175,318
Estimated to be expended in 1954-55 Fiscal Year	1,577,083
Increase (37.9 percent)	\$598,235

Summary of Increase

	Total increase	Work load or salary adjustments	New services	Budget page	Line No.
Salaries and wages	\$415,593	\$311,585	\$104,008	115	9
Operating expense	180,660	180,660	---	115	10
Equipment	292	292	---	115	11
Inmate pay	740	740	---	115	12
Plus:					
Decreased reimburse- ments	950	950	---	115	16
Total increase	\$598,235	\$494,227	\$104,008	115	22

RECOMMENDATIONS

Amount budgeted	\$2,175,318
Legislative Auditor's recommendation	2,073,329
Reduction	\$101,989

ANALYSIS

The medical facility was originally temporarily established on federal property at Terminal Island and is scheduled to be moved into a newly constructed specially designed state institutional plant at Vacaville, California.

Medical Facility—Continued

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

The recommended reduction of \$101,614 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
1 Institution food administrator I-----	\$4,296	108	58
1 Supervising cook I-----	3,810	108	62
1 Butcher-meat cutter II-----	3,810	109	5
1 Correctional officer—control office-----	3,810	109	13
1 Correctional officer, kitchen and mess hall-----	3,810	109	20
Reclassify correctional sergeant to correction officer-----	576	109	25
1 Correctional officer—first floor corridor-----	3,810	109	38
3 Correctional officers, Units L, M, and Q-----	11,430	109	57
3 Correctional officers—Units N, P, and K (effective 10-1-55)-----	8,548	110	15
1 Correctional officer—maintenance shop area-----	3,810	110	37
1 Correctional officer—mail censor-----	956	110	47
5.6 Correctional officer—relief positions-----	17,922	110	56
Associate warden, classification and treatment, change effective 4-1-56-----	6,084	110	57
Physician and surgeon II (change effective date to 4-1-56)	6,670	110	65
1 Physician and surgeon II-----	8,940	110	65
Supervising nurse I (change effective date to 4-1-56)-----	5,715	110	72
2 Supervising nurse I-----	7,992	110	72

22.6 positions, reducing salaries and wages by----- \$101,989

It should be noted that even with the recommended deletion of the above 22.6 positions the agency will still receive the benefit of a total of 38.9 new positions involving an increase of \$136,499 in salaries and wages.

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Per Capita Costs</i>	
			<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1950-51-----	540	1,370	---	---
1951-52-----	932	1,228	142	—10.9
1952-53-----	1,004	1,315	87	7.1
1953-54-----	1,088	1,356	41	3.1
1954-55-----	960	1,729	373	27.5
1955-56-----	1,185	1,963	234	13.5

The total support budget of \$2,175,318 at this facility for 1955-56 is an increase of \$598,235 or 37.9 percent above the prior fiscal year expenditure of \$1,577,083.

Population at the institution is anticipated to average 1,185 inmates, an increase of 225, or 23.4 percent.

This results in the per capita cost going from \$1,729 to \$1,963, an increase of \$234, or 13.5 percent.

At the time the 1954-55 Governor's Support Budget for this facility was presented, it contemplated an estimated per capita cost of \$1,467 for the 1954-55 Fiscal Year.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from \$1,467 to \$1,729, an increase of \$262, or 17.9 percent.

Medical Facility—Continued

To the extent that any such upward revisions take place in this per capita figure, without corresponding and offsetting declines in institutional population, it may indicate in general the extent of either inability to accurately forecast financing required or inability to operate within the limits of financing provided.

The substantial increase of 17.9 percent in per capita costs for 1954-55 over those contemplated at the time the 1954-55 Governor's Budget was printed is attributable in part to an advancement in the original contemplated date of occupancy at the new facility at Vacaville.

As a result amendments were introduced to the budget bill whereby a net of \$60,435 was added to the budget for additional positions, revised effective dates for positions already incorporated in the printed budget, and some items of operating expense.

The 1954-55 proposed expenditure in the 1954-55 Governor's Budget, totaled \$1,562,366 for support, exclusive of retirement and the \$60,435 augmentation by amendment. The revised 1954-55 estimate as shown in the 1955-56 Governor's Budget is \$1,577,083 or only \$14,717 more than originally estimated.

The difference of \$45,718 between the \$60,435 augmentation and the \$14,717 excess expenditure above the original proposal is accounted for by a transfer of \$34,275 to other institutions plus an unexpended balance resulting in estimated savings of \$11,443.

A further factor contributing to the excessive increase in per capita cost is the failure of the institution to maintain the average daily population of 1,100 upon which the 1954-55 Budget was predicated.

A new estimate of this population for 1954-55 as shown in the 1955-56 Budget schedules the figure at only 960. This is 140, or 12.7 percent less than the original forecast thus automatically resulting in a substantial increase in the per capita cost.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$1,548,820. This represents an increase of \$415,593 or 36.7 percent over the total of \$1,133,227 scheduled for expenditure in this category during 1954-55.

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

Merit salary increases on 281 established positions	\$185,805
A total of 61.5 proposed new positions costing	238,488
A change in estimated salary savings of	—8,700

<i>Total increase in salaries and wages</i>	\$415,593
---	------------------

A total of 281 positions are presently authorized. The agency is requesting an additional 61.5 proposed new positions. This represents an increase of 21.9 percent in staff, as compared to a 23.4 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 3.7 additional inmate increase in institutional population.

When compared to the present level of staffing which is one position for each 3.4 inmates it would appear that the present ratio of re-

Medical Facility—Continued

requested new positions to change in institutional population represents a slight leveling off in the ratio of staff commensurate with an increase in institutional population.

However, the appearance is not in full accord with the real situation when consideration is given to the fact that in the 1954-55 Governor's Budget, staffing was ostensibly provided to service an average inmate population of 1,100.

Therefore, based upon the budgeted increase in population between the original 1954-55 figure of 1,100 and the revised estimate of 1,185 reflected in the 1955-56 budget, the work load increase is an advance of only 85 or 7.7 percent in the inmate population if we accept the validity of each of the two fiscal budgets as presented.

Thus in terms of the ratio of new positions to population increase as just noted we find one new position being requested for each 1.4 additional inmates.

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

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1950-51-----	143.5	254,856	540	472	--	--
1951-52-----	190	337,440	932	362	\$110	-23.3
1952-53-----	200	355,200	1,004	354	-8	-2.2
1953-54-----	206.6	366,922	1,088	337	-17	-4.8
1954-55*-----	281	499,056	960	520	183	54.3
1955-56†-----	342.5	608,280	1,185	513	-7	-1.3

* Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service will average 513 hours per inmate.

This is seven hours, or 1.3 percent below the level now scheduled for 1954-55.

It is 176 hours, or 52.2 percent above the minimum level of service of 337 hours, experienced in 1953-54 during the period of six fiscal years, reflected in the above table.

Again, because of the fact the agency failed to achieve its average inmate population as originally budgeted in 1954-55, a distortion occurs when trying to assess the real improvement in the total level of service that is taking place pursuant to the removal of the operation from the Terminal Island plant and re-establishing it at Vacaville.

A more graphic comparison based on 1953-54 and 1955-56 may be obtained from the foregoing table.

In 1953-54 206.6 employees were utilized to service the requirements of 1,088 inmates at Terminal Island, while in 1955-56 it is now scheduled to require 342.5 employees for the same general kinds of service for 1,185 inmates at Vacaville. The net result is 135.9 added employees for 97 additional inmates, an exceptionally rich ratio.

We direct attention to the statement of the agency shown in the budget on page 108 line 44, *"The present staffing was mainly based on information obtained from blueprints. Now that the actual structures are virtually completed, it appears necessary to make substantial changes in the staffing pattern."*

Medical Facility—Continued

We here find further confirmation to support our often-voiced contention that every capital outlay project involving staffing patterns related to the functional aspects of buildings, particularly institutions such as hospitals and prisons, should have a mandatory requirement necessitating the submission, along with preliminary and final plans for construction, of a detailed staffing pattern required to properly man and operate the proposed facility.

A scale model of the proposed completed plant and lay-out should likewise be constructed so that the final staffing pattern could be accurately geared to the proposed plan of operation of the facility thus affording the opportunity to change construction features and/or plans of operation to achieve an efficient, economical, and practical institution.

The 61.5 proposed new positions are shown by function as follows:

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget Page</i>	<i>Line</i>
Support and Subsistence			
Feeding:			
*1 Institution food administrator I (dietician) ----	\$4,296	112	36
*1 Supervising cook I -----	3,810	112	37
*1 Butcher and meat cutter II -----	3,810	112	38
Care and Welfare			
Custodial and Personal Care:			
4 Medical technical assistant -----	15,240	113	57
38 Correctional officer (14 effective 10-1-55; 1 effective 4-1-56) (*16.6) -----	128,589	113	61
Classification and Treatment:			
1 Associate prison warden -----	8,112	113	63
Medical and Dental Care:			
1 Psychiatrist II (effective 10-1-55) -----	6,390	113	66
1 Senior clinical psychologist (effective 10-1-55) ---	4,329	113	68
2 Physician and surgeon II (*1) -----	17,880	113	69
0.5 Senior dentist -----	4,056	113	70
4 Supervising nurse I (*2) -----	15,984	113	71
1 Intermediate stenographer-clerk -----	2,988	113	72
Education and Religion:			
1 Instructor in sheet metal work -----	5,232	113	74
Classification and Parole:			
1 Parole officer I -----	4,512	113	76
3 Intermediate stenographer-clerk -----	8,964	113	77
Maintenance and Operation of Plant			
1 Correctional sergeant (fire chief and sanitarian) _	4,296	114	52
61.5	Totals	\$238,488	

* Recommended for deletion.

1 Institution food administrator I (Budget page 112, line 36)	\$4,296
1 Supervising cook I (Budget page 112, line 37) -----	3,810
1 Butcher and meat cutter II (Budget page 112, line 38) -----	3,810

Total ----- \$11,916

The above three positions are all related to the feeding function at this institution and in some respects may well be considered together.

Medical Facility—Continued

The first position, that of institution food administrator I, is requested on the basis that one position is required to organize and supervise the special diet program at the institution.

It is stated that the 240 special diets are expected to increase to 448 at Vacaville.

The second position, that of supervising cook I, is requested to furnish some relief for the first position of food administrator and complete the relief for the present staff in the feeding function.

The third position of butcher and meat cutter II is requested on the basis of providing full time meat cutting service and supervision.

We recommend deletion of all three positions, reducing salaries and wages \$11,916.

The position of institution food administrator represents the introduction of a new classification and title not heretofore utilized in the institutional programs of the Department of Corrections and as such provides for the inception of a new and increased level of service in staffing pattern.

Form 613, of the State Personnel Board, which outlines the duties of the proposed position, shows a breakdown of those duties and the percentage of time allocated to each in the following manner:

Percentage time	Duties
35	Plans and supervises feeding operations in wards occupied by tuberculous, physically ill, mentally ill, or segregated patients.
27	In cooperation with clinical director and food manager, supervises preparation of special diets and maintains records of such diets.
20	Supervises nine dining rooms in ward buildings in regard to sanitation, housekeeping, care of equipment and supplies for one watch daily.
10	Plans and conducts training programs for employees and inmate workers in food handling, preparation and control, and in dietary theories and practices.
8	Relieves food manager, supervising cook II, helps prepare supply requisitions, makes reports on aptitudes and behavior of inmate workers, reports, correspondence.

From the foregoing it is obvious that the supervision of the special diet program alluded to in the budget on page 108, lines 59 to 61, only requires the time equivalent of 27 percent, or slightly over one-quarter, of a full position.

As a matter of fact, the scope of all of the duties recited for this position are currently being performed in the aggregate by the nine presently authorized positions under the feeding function as shown in the budget on page 112, lines 18 to 23. These positions are:

- 1 Food manager
- 1 Supervising cook II
- 6 Supervising cook I
- 1 Instructor in baking

Total: 9 positions

The net result of the present position request is to withdraw certain elements of work load from existing positions in the feeding function

Medical Facility—Continued

and consolidate these elements to provide the basis for requiring the full time of an additional position.

Normally a sound premise for such a reallocation of duties within a given function exists only when there is a substantial increase in work load.

We point out that there is no substantial change in this factor. For example the medical facility operated at the Terminal Island location in 1952-53 with only four positions in the feeding function. These were:

- 1 Food manager
- 2 Supervising cook II
- 1 Instructor in baking

Total: 4 positions

These positions serviced an average 1952-53 population of 1,004 inmates. The average population for 1955-56 at Vacaville is budgeted at 1,185, an increase of only 181 over 1952-53.

In 1953-54 an additional position of supervising cook II was allowed to provide for added supervision coverage and relief, bringing the total complement to five food service positions. These *five* positions covered the supervision of inmates working in the feeding function for an average population of 1,088 or only 97 *fewer* inmates than are scheduled for 1955-56, when the budget *already provides for a total of nine existing food service positions.*

It should be pointed out that the actual work of food preparation is performed by inmate cooks and helpers and the civil service positions are primarily for supervision of the working inmates.

In order to provide a more equitable basis of evaluating the need not only for this position but for two other positions also being requested in the feeding function at this facility we submit the following comparative staffing patterns at certain other correctional institutions.

Comparative Feeding Staffing—1955-56

	<i>Chino</i>	<i>Deuel</i>	<i>Folsom</i>	<i>San Quentin</i>	<i>Medical Facility</i>
Average 1955-56 population.....	1,900	1,175	2,600	4,450	1,185
<i>Position title</i>					
Food manager	1	1	1	1	1
Supervising cook II	1	1	1	3	1
Supervising cook I	5	5	4	10	6
Instructor, baking	1	1	1	1	1
Butcher-meat cutter	1	1	1	1	1
Total	9	9	8	16	9
<i>Proposed new positions:</i>					
Institution food					
Administrator I	—	—	—	—	1
Supervising cook	—	—	—	—	1
Butcher-meat cutter	—	—	—	—	1
Total positions	9	9	8	16	12
Level of service	8	14	5	6	18

Medical Facility—Continued

An examination of the above table demonstrates that the allowance of any of the requested new positions would provide for a distortion of the respective staffing patterns, and provide the Medical Facility with a substantially improved level of service for the function.

We point out that Deuel with a comparable population, Chino and Folsom with substantially higher populations, are operating in the current year 1954-55 with the feeding staffs as shown and with almost the identical populations forecast for 1955-56.

Folsom, with over twice the population, is operating with one less supervising feeding position than the Medical Facility.

San Quentin, with almost four times the population of the Medical Facility is operating with less than twice the current number of supervisory feeding positions.

The table also shows the level of service in terms of annual employee hours per inmate that would be available in the feeding function for 1955-56 if the three position requests were granted.

This would place the level of service for feeding at the Medical Facility at 28.6 percent above Deuel, the next highest institution.

We note that the existing staffing pattern does not provide for a position of butcher-meat cutter. This deficiency in available skills can be corrected if necessary by a reclassification of one of the existing supervising cook I positions, reducing the latter group to five positions and thus further equalizing the staffing pattern commensurate with the other facilities shown in the table.

We direct attention to the fact that the Medical Facility operated in far less pretentious quarters at Terminal Island and provided supervisory services in food and diet preparation for a comparable population with a smaller staff than is now already authorized.

We therefore recommend deletion of the three new positions of Institution food administrator I, Supervising cook I, and Butcher-meat cutter II, requested under the feeding function effecting a reduction in salaries and wages of \$11,916.

38 Correctional officers (14 effective 10-1-55; 1 effective 4-1-56) (Budget page 113, line 61)----- \$128,589

The above 38 positions consist of 25 additional positions requested to improve the level of authorized custodial coverage at this new facility, plus 13 relief positions.

The 25 additional positions may be divided into two general classes of increases requested.

These two classes are:

- A. 13 positions plus relief for new posts not originally approved in the 1954-55 budget.
- B. 12 positions plus relief for improved levels of coverage on existing posts in areas originally contemplating some custodial control.

Medical Facility—Continued

The 13 positions for new posts are as follows:

<i>Number of positions (plus relief)</i>	<i>Name of post or assignment</i>
1	Service corridor and rear sally port
9 (Effective October 1, 1955)	New housing units, N and P
1	Maintenance, Vocational shop area
1 (Effective April 1, 1956)	Mail censor
1 (5 days per week)	Ambulance driver

13

The 12 positions for *improved* levels of coverage are as follows:

<i>Number of positions (plus relief)</i>	<i>Name of post or assignment</i>
1	Control office
1	Kitchen and mess hall
1	Visiting room
2	First floor corridor
5	Buildings L, M, and Q
2	Wing K—Homosexual unit

12

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

Custodial Level of Service—Employee Hours Available per Inmate

<i>Fiscal year</i>	<i>Total custodial employees</i>	<i>Total annual man-hours</i>	<i>Average population</i>	<i>Custodial level of service</i>	<i>Increase over prior year</i>	
					<i>Amount</i>	<i>Percent</i>
1950-51	92	163,392	540	303	—	—
1951-52	132	234,432	932	252	—51	—16.8
1952-53	140.8	250,061	1,004	249	—3	—1.2
1953-54	144.4	256,454	1,088	236	—13	—5.2
1954-55*	197	349,872	960	364	128	54.2
1955-56†	240	426,240	1,185	360	—4	—1.1

* Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service for custody will average 360 hours per inmate.

This is four hours, or 1.1 percent below the level now scheduled for 1954-55.

It is 124 hours, or 52.5 percent above the minimum level of service of 236 hours, experienced in 1953-54 during the period of six fiscal years, reflected in the above table.

The slight apparent decline in the level of custodial service in 1955-56 when compared to 1954-55 results from the failure of the institution to achieve its original 1954-55 budgeted average population of 1,100 inmates. The drop to 960 average population without any corresponding offset in reduced custodial staff resulted in an artificially high level of service for the 1954-55 Fiscal Year. Consequently the comparison between the current year and the proposed, on this basis, does not portray the full impact of the added custody requirements deemed necessary

Medical Facility—Continued

as a result of the proposed occupancy of the new institution at Vacaville.

A more realistic comparison is gained in the contrast between the custodial levels of custodial service in 1953-54 and 1955-56 as noted above.

It should be acknowledged that the comparison using these latter two fiscal periods involves the fact that 1953-54 reflects the operation at the former naval disciplinary barracks at Terminal Island, while the 1955-56 projection is based upon the proposed operation at the newly constructed plant at Vacaville. However, this comparison rather dramatically points up the situation experienced in the opening of other new correctional facilities in recent years. Without exception, the result has been that the occupancy of a new facility supposedly designed for more efficient and economical operation, has resulted instead in augmented budgets, increased levels of service, and higher per capita costs. The new Medical Facility is running true to form.

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

Comparative Levels of Service for Custody—1955-56

<i>Chino</i> -----	222	<i>California Men's Colony</i> -----	251
<i>Corona</i> -----	227	<i>San Quentin</i> -----	138
<i>Deuel</i> -----	296	<i>Soledad</i> -----	197
<i>Folsom</i> -----	181	<i>Medical Facility</i> -----	360

From the above it can be seen that under the proposed budget, the Medical Facility would have a level of service factor for custody of 360 employee-hours per inmate. This would be 126 hours or 53.8 percent above the average of 234 hours for all eight facilities shown. It would provide 64 hours per inmate or 21.6 percent more than at the next highest unit, which is Deuel, with 296 hours of custodial time per inmate with a comparable population.

We must emphasize that the present budget request constitutes the second major revision of the budget for this institution, before it is even occupied on an operating basis.

The wide disparity between the currently requested levels of service and the demonstrated abilities to operate at other locations with a minimum of difficulties and at lower staffing levels, impels us to suggest that the agency develop experience factors at the new location before attempting to justify and achieve optimum staffing.

We shall discuss the requested increases in custodial staffing in the order in which they appear in the budget in the general analysis section starting on page 109 of the Budget.

1 Correctional officer—Control Office (Budget page 113, line 61) \$3,810

Present staffing provides for 1 Correctional sergeant to be on duty on each of the three shifts. In addition there is also already provided one correctional officer in addition to the sergeant during the major activity hours which occur on the second shift, 8 a.m. to 4 p.m.

The agency now seeks also to establish a correctional officer position to assist the sergeant for the third shift from 4 p.m. to 12 midnight.

Medical Facility—Continued

This would provide a staffing pattern of one correctional sergeant from 12 midnight to 8 a.m., one correctional sergeant and one officer, 8 a.m. to 4 p.m., and one sergeant and one officer (the new position proposed) from 4 p.m. to 12 midnight.

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

The frequency of activity requiring attention by personnel assigned to the control room substantially diminishes after 8 p.m. The activity in the period from 8 p.m. to midnight, the last half of the third shift, does not require the services of both a sergeant and an officer any more than the period from 12 midnight to 8 a.m. on the first shift which is handled by one sergeant alone.

We point out that the control room duties for the Medical Facility when it was at the Terminal Island were performed by the same staffing pattern as is already provided, without the new position now being requested. Our recommendation would continue it at the same level. As a matter of fact, there are no work load factors furnished either by the agency or the Department of Finance to support the staffing request for this type of operation in any of the penal institutions. To be sure, since there is a control room function used in the operation of our penal institutions, the mere fact that it exists and is deemed necessary to operate on a 24-hour basis, in and of itself, supports the requirement for one position to man it on each of the three shifts. However, beyond that point, the coverage required in addition to the one basic position on each shift should be justified by work load criteria geared to the activity of the function on an hourly basis. Any additional staffing should likewise be geared to the hourly activity periods and not just automatically requested on a full shift basis as the present request does.

We recommend that work load data and standards be developed by the agency and the Department of Finance to provide the basis for proper and adequate staffing for this function in all institutions of the agency.

Our examination of the post assignment schedule for San Quentin with a population four times that of the Medical Facility discloses that there is only one sergeant assigned to this function on each shift.

If the agency is following in actual practice the post assignment schedule terminology in this regard then we have further substantiation to support both recommendations previously made to:

1. *Delete the position request at the Medical Facility.*
2. *Survey the function requirements to support staffing with adequate work load criteria.*

1 Correctional officer (kitchen and mess hall) (Budget page 113, line 61) ----- \$3,810

The present coverage providing for a 3-hour overlap for this post is as shown below:

	Shifts	
	6 a.m.-2 p.m.	11 a.m.-7 p.m.
Sergeant -----	1	1
Correctional officer -----	1	1
		1 (new position)

Medical Facility—Continued

The present proposal is to downgrade one of the existing sergeant positions to that of correctional officer and to add a new position of correctional officer. The plan is then to have two correctional officers on each shift, with the remaining sergeant overlapping both shifts for over-all supervision of the four correctional officers. The revised coverage might then appear as follows:

	Shifts		
	6 a.m.-2 p.m.	8.30 a.m.-4.30 p.m.	11 a.m.-7 p.m.
Correctional sergeant -----	—	1	—
Correctional officer -----	2	—	2

We recommend deletion of the additional correctional officer position for kitchen and mess hall coverage effecting a reduction of \$3,810.

An examination of the post assignment schedule for the Medical Facility while at Terminal Island indicates that only one position, that of a correctional sergeant, was specifically designated for custody supervision in the culinary function. Any supervision over and above this must have been on a secondary assignment basis if the post assignment schedule was followed.

The present budget for the Vacaville operation already provides for four positions, two sergeants and two officers, as shown above. No impelling justification has been submitted to increase again the coverage on this function.

We also note that from an organizational standpoint two sergeants to two correctional officers is an excessively rich ratio of supervision.

We therefore recommend that one of the sergeant positions be downgraded as proposed, without reference to the question of the additional officer position also proposed, effecting a further savings of \$576.

It should be pointed out that any custodial positions assigned to cover a function like the kitchen and mess hall are in addition to the regular civil service staff who are engaged in the feeding function, such as the nine positions shown in the Budget on page 112, lines 18 to 23, inclusive.

These latter positions are in direct control of and supervision over the inmate crew used to prepare, and cook, the food and do the necessary kitchen and mess hall clean-up chores.

We have then superimposed upon the civil service cooking positions the custodial positions for additional supervision from a custody standpoint.

This latter element of coverage should be kept to a minimum since proper classification and selection of inmates for the duties here involved should result in a negligible risk factor.

1 Correctional officer (Visiting room) (Budget page 113, line 61) \$3,810

We recommend approval of the position.

We point out, however, that the necessity for the added position apparently arises from "the design of the visiting area in the new institution" according to the statement of justification shown in the Budget on page 109, lines 33 to 36, inclusive.

We emphasize the point in further support of our previously mentioned recommendations concerning the advisability of requiring the submission of detailed staffing requirements simultaneously with the submission of plans for capital outlay projects.

Medical Facility—Continued

Such a procedure would in most instances provide the opportunity to revise capital outlay plans to obtain the advantages of reduced staffing complements for given activities wherever possible.

2 Correctional officers (First floor corridor control) (Budget page 113, line 61)----- \$7,620

Two additional correctional officers are requested to augment four positions already established for supervision over inmate traffic in the first floor corridor.

At present, the existing coverage would provide for one officer on the 12 midnight to 8 a.m. shift, one officer on the 8 a.m.-4 p.m. shift, and two officers on the 4 p.m.-12 midnight shift.

The two additional officers are requested for the 8 a.m.-4 p.m. shift, improving the coverage 200 percent on this shift.

The present position and the requested additional positions would result in coverage as follows:

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
First floor corridor control-----	1	1	2
New positions -----	--	2	--
Totals -----	1	3	2

We recommend deletion of one of the requested positions and the allowance of the other, reducing salaries and wages \$3,810 and providing a 100 percent increase in existing coverage at this point on the second shift, 8 a.m.-4 p.m.

Even this allowance will provide a complement and coverage for main corridor control somewhat in excess of that which already prevails at existing institutions, such as Soledad and Deuel which have analogous problems in this particular area. However, because of the nature of some of the patients at the Medical Facility, perhaps some improved level of coverage is warranted for this particular purpose.

5 Correctional officers (housing units L, M and Q) (Budget page 113, line 61)----- \$19,050

Due to a proposed change in the application and sequence of the coverage already provided it will require an additional five officers, plus relief, if the agency request is allowed.

We recommend deletion of three of the requested five positions, and the allowance of two positions, reducing salaries and wages by \$11,430.

We point out that the agency is requesting an augmentation of the existing custodial coverage before it has even had the opportunity to apply and experience the workability of the coverage previously thought ample and authorized, since they have not as yet undertaken full operations of the units under consideration at the time this budget request was submitted.

Medical Facility—Continued

The present coverage now authorized is as follows:

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
Building L, all floors-----	1	1	1
Building M, all floors-----	1	1	1
Building Q, all floors-----	1	1	1
Presently authorized 9 positions, plus relief -----	3	3	3

Under the above staffing pattern as originally conceived and approved for these three buildings, one officer on each shift would work up and down in each wing or building covering the three floors, each floor having a capacity of 40 inmates. This provides a ratio of one officer per 120 cells.

On the basis of the revised proposal for 1955-56 it is requested to have the officers work across the corridor between two wings rather than up and down the stairs covering three floors in any one wing as far as Buildings L and M are concerned. This would automatically require three more officers or a total of nine officers to cover Buildings L and M only, as shown below:

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
Buildings L and M, 1st floor-----	1	1	1
Buildings L and M, 2d floor-----	1	1	1
Buildings L and M, 3d floor-----	1	1	1
Total: nine positions (including three new), plus relief-----	3	3	3

This would provide for a ratio of one officer per 80 cells as compared to the present coverage of one officer per 120 cells as now authorized for these two buildings.

Building Q, is proposed to be covered during the first shift by one officer working up and down stairs covering all three floors, giving a ratio of one officer to 120 cells.

During the second and third shifts, Building Q would have two officers, working up and down the stairs, giving a ratio of one officer to each 60 cells.

Wing Q is scheduled to be a close custody wing, thus ostensibly requiring the additional coverage, which may be represented by the following schedule:

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
Building Q, 1st floor }-----	1	2	2
Building Q, 2d floor }			
Building Q, 3d floor }			
Total: five positions, plus relief			

We concur with the agency that working across corridors and thus keeping the officers on the same floor insofar as practicable is more advantageous than working up and down stairs in a given wing or building.

We also are inclined to concur with the agency that Wing Q for its intended purposes is probably entitled to some heavier density of coverage than is provided for Buildings L and M.

Medical Facility—Continued

We do not concur with the agency that additional coverage over and above that presently provided for Buildings L and M is necessary or has been justified on the basis of operating the Vacaville plant.

We do not concur with the agency that Building Q needs an augmentation of coverage to the extent contemplated in the present request, namely going from present coverage of one officer per 120 cells on each of the three shifts to one officer per 60 cells on the second and third shifts, while leaving the first shift status quo.

Under our recommendation, only two additional officer positions, plus relief, would be allowed primarily to strengthen the coverage on Building Q during the second and third shifts as requested.

We recommend that the nine existing positions, plus the two additional officers be allocated to a post schedule which will permit coverage as follows:

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
Buildings L, M, Q, 1st floor-----	1	1	1
Buildings L, M, Q, 2d floor-----	1	1	1
Buildings L, M, Q, 3d floor-----	1	1	1
Building Q, all floors-----	-	1	1
Total: 11 positions, plus relief----	3	4	4

The foregoing schedule will permit the agency to work officers on all shifts, across the corridors between wings as they desire, and will provide for an increased level of coverage on Wing Q, the close custody section.

The ratio on Buildings L and M will remain as now provided in the current year, one officer per 120 cells rather than the 1-80, requested. The ratio on Building Q on two shifts will be enriched above the current year level of one officer per 120 cells, to one officer per 60 cells, as requested.

It will also provide one other factor of added advantage not found in either of the two agency proposals in that coverage on Building Q will be available from officers covering the building vertically, i.e., working up and down stairs, as well as laterally, i.e., working across corridors on each floor.

This crosshatch pattern is susceptible of so staggering contacts with the potentially more troublesome Q cells that it can be more easily geared to either a regular or irregular frequency of contact.

It has the further advantage that in case of trouble on any one floor of the Q wing and the subsequent concentration of both the vertical officer and lateral officer at that point, the other two floors of Q wing will still receive the benefit of the intermittent inspection of the lateral officers operating across corridors on those other two floors.

9 Correctional officers (new housing units N and P) (effective

October 1, 1955) (Budget page 113, line 61)----- \$25,718

The request here contemplates nine proposed new positions to provide the same level of coverage for these two housing units of 120 cells each as is requested on the augmented basis for housing units L and M, discussed above. The requested coverage would be utilized as follows:

Medical Facility—Continued

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
Buildings N and P, 1st floor-----	1	1	1
Buildings N and P, 2d floor-----	1	1	1
Buildings N and P, 3d floor-----	1	1	1
Total: nine positions, plus relief----	3	3	3

2 Correctional officers, Building K (homosexual unit) (Budget page 113, line 61)----- \$7,620

At present coverage is already budgeted on the basis of one officer to cover 126 cells on three separate floors of this unit for each shift. This request seeks to augment the existing coverage by providing another officer on the second and third shifts, respectively, based on the fact of desirable closer supervision for homosexuals.

The distribution of the proposed coverage and the existing coverage would be as follows:

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
Building K, all floors, existing positions	1	1	1
Two proposed new positions (plus relief) -----	-	1	1
	1	2	2

Present ratio: 1: 126

Proposed ratio: 1: 126—1st shift

1: 63 —2d shift

We recommend the consolidation of coverage between units N, P, and K to provide a similar level and sequence of coverage as was recommended above for Units L, M, and Q, thus providing the following staffing pattern:

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
Buildings N, P, K, 1st floor-----	1	1	1
Buildings N, P, K, 2d floor-----	1	1	1
Buildings N, P, K, 3d floor-----	1	1	1
Building K, all floors-----		1	1

Ratio:

1st shift, all buildings: 1:120

2d shift, Buildings N and P: 1:120; Building K: 1:63

3d shift, Buildings N and P: 1:120; Building K, 1:63

We recommend deletion of three correctional officer positions (effective October 1, 1955) out of the requested 11 additional positions for Units N, P, and K, effecting a reduction in salaries and wages of \$8,548.

This deletion will leave approval to eight new positions, which, together with the three existing positions already authorized for Building K, will provide the complement necessary to extend the recommended custodial coverage for the units in question.

1 Correctional officer (maintenance shop area) (Budget page 113, line 61)----- \$3,810

One officer on a five-day week, one-shift basis, is requested for the maintenance shop area for the purposes of over-all supervision and making inspections and shakedown of inmates to prevent weapons and

Medical Facility—Continued

contraband from being made or getting out of the shop area into the main institution.

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

We point out that general supervision over the working inmates in the maintenance and vocational shop area is already available from the following 10 authorized positions already existing in the current budget, and shown as follows:

Position title	Budget	
	Page	Line
Chief of institution maintenance II	114	32
Electrician foreman	114	34
Carpenter foreman	114	35
Plumber foreman	114	36
Painter foreman	114	37
Locksmith	114	38
Instructor in machine shop practices	114	40
Automotive maintenance foreman	114	40
Instructor in mill and cabinet work	113	42
Instructor in sheet metal	113	74

We submit that the question of inspection and necessary shakedown of inmates entering and leaving the maintenance and vocational shops areas can and should be properly handled by the new correctional officer position requested for 1955-56 which we have approved for covering Post 118.

This post is detailed for control of the service corridor and rear sally port. The agency in its justification points out that control of this corridor is necessary as it "serves the service entrance to the kitchen, commissary, laundry, clothing, the chapels, maintenance and vocational shops and rear sally port" (emphasis added).

The agency further states that "this officer will control the entrance and exit from these several areas, the control of all inmate movement to and from these areas, and the supervision of the rear sally port five days per week" (emphasis added).

The addition of 10 percent more coverage by virtue of one more position to a staff of 10 positions already charged with the responsibility of supervising the work of inmates in the vocational and maintenance shop area cannot be deemed to materially reduce the possibility that some contraband may be produced in this area. However, a proper and thorough inspection and shakedown of the inmates by the officer provided, as outlined above, for entrance and exit control to the area should minimize to a substantial degree, the calculated risk always inherent in the operation of a penal institution.

1 Correctional officer (mail censor) (effective April 1, 1956)
(Budget page 113, line 61) \$953

The agency is requesting a 50 percent increase in custodial personnel for the purpose of censoring mail. Present staffing provides for one sergeant and one officer for the function. One additional officer position is requested.

The agency bases its justification on an "anticipated increase in correspondence of 400 younger inmates replacing the 400 older men

Coming in again!
check post every month

Medical Facility—Continued

not occur until the last quarter of 1955-56, and then it will amount to only 250 additional inmates, or 225, whichever the agency finally decides is correct.

It is therefore clear that the work load as measured by average daily population of 1,185, forecast for 1955-56, will not be much different than the work load based on the actual average daily population of 1,088 which prevailed during 1953-54. Therefore, even if it could be shown that the requirements for this position were directly related to work load contingent on major population increases it would seem that at best the position should not be scheduled before an effective date of April 1, 1956 at which time the major population increase starts.

Scheduling this position on a deferred basis will require only \$2,028 to finance the position for the last quarter of 1955-56, which coincides with the agency forecast and is exactly the basis on which it has budgeted one of the correctional officer positions related to increased population. This revised basis will permit a savings of \$6,084 in salaries and wages for 1955-56.

1 *Psychiatrist II (effective 10-1-55) (Budget page 113, line 66)* \$6,390
 1 *Senior clinical psychologist (effective 10-1-55) (Budget page 113, line 68)* \$4,329

The above two positions are proposed to continue an existing established level of individual and group psychotherapy to be extended to that proportion of the added population at this facility needing such treatment.

We recommend approval of these two positions.

Such approval is on a qualified basis, however. We point out that an adequate analytical control and reporting program should be geared to the application of this type of treatment process in order to provide some bench marks as to its absolute or relative effectiveness in the rehabilitation process. While the agency is thoroughly optimistic as to its value and potential accomplishments, there has been no clear recorded presentation of its achievements to date that will permit a comparative evaluation of the merits and results of this phase of the treatment process. Unless the agency adjusts its program to produce the information necessary to prove the soundness of its position in this regard, it may find it difficult to justify continued legislative support for funds not only to finance the activity at any expanded level, but also to retain its current status.

2 *Physician surgeon II (Budget page 113, line 69)* \$17,880

These two positions are proposed by the agency on the basis of increased patient population and work load. These two new positions plus the three existing positions are proposed to be assigned in accordance with the following scheduled duties.

1. Chief surgeon, post operative care.
2. Clinic lines and related specialties.
3. Tuberculosis wings, 200 or more patients.
4. All other non-psychotic and nontubercular patients.
5. Relief for medical officer of the day, vacations, sick leave and holidays.

Medical Facility—Continued

The case load based on 1,350 inmates (final year-end population) would be 270 per physician and surgeon.

We recommend deletion of one of the requested positions of physician and surgeon II effecting a reduction of \$8,940 in salaries and wages, and deferment of the effective date of the remaining position until April 1, 1956, effecting a further reduction in salaries and wages of \$6,670, for a total reduction of \$15,610.

We must again emphasize that the population build-up at this facility is not scheduled to occur until the last quarter of the 1955-56 Fiscal Year and positions related to work load that is contingent on more population should not normally be scheduled until the advent of the increase. The agency followed this concept in budgeting for an additional correctional officer for mail censor but he failed to apply the same analogy to other positions related to the development of population and corresponding work load. It therefore is entirely appropriate that the one position of physician and surgeon which we recommend not be filled until April 1, 1956.

With reference to the second position of physician and surgeon, which is recommended for deletion, we point out that the allowance of this second position will result in a substantial enrichment in the level of medical service available in 1955-56 in comparison to prior periods.

We direct attention to the previous high actual average daily population of 1,008, which prevailed during 1953-54 with a staff of three doctors. This budget was staffed on the basis of a population forecast of 1,100 inmates or an average of one doctor to each 367 inmates.

This facility contemplates an average daily population of 1,185 for 1955-56 and 1,350 as a final 1955-56 population. *Based on the latter figure the allowance of the one additional physician and surgeon, and the deletion of the other will result in a ratio of 1 doctor to 338 inmates which is a 7.9 percent improvement over the level budgeted for 1953-54.*

We believe this to be an ample margin of advancement in the level of medical services at this time.

4 Supervising nurses I (Budget page 113, line 71)----- \$15,984

There appears to be an error in the budget with reference to the amount budgeted for the above positions. On page 110, line 72, these positions are shown to cost \$15,240, an increase of \$744 in three pages.

We were not aware that the cost of state government was increasing at this rapid rate.

The Department of Finance should determine the correct amount for budget purposes. We of course are inclined to approve the lower figure.

The above four proposed new positions, plus the two existing positions would provide a total of six positions which would cover the following duty assignments:

1. Day shift, surgery and nursing care.
2. Day shift, clinic, psychiatric, tuberculosis, and all other wards.
3. 4 p.m. to 12 m., same ward coverage as No. 2.
4. 12 m. to 8 a.m., same ward coverage as No. 2.
5. Relief for other positions.
6. Relief for other positions.

Medical Facility—Continued

We recommend deletion of two of the nursing positions, reducing salaries and wages in the amount of \$7,992, and deferment of the effective date of the other two approved positions until April 1, 1956, effecting a further reduction in salaries and wages of \$5,715, for a total reduction of \$13,707.

With the minor change in average daily population from previously budgeted levels we can find no basis for increasing the existing level of supervisory nursing coverage, of two positions, to the extent of four additional positions, an increase of 200.0 percent.

The agency is already well staffed with 47 existing, plus four new medical technical assistant positions to fulfill the actual work load requirements for hospital services on the wards and related activities.

Any augmentation of the supervising nursing services should be deferred until the third quarter of 1955-56, in line with our prior recommendations outlining that development of added population is not contemplated in any sizeable amount until March or April of 1956.

Operating Expenses

Operating expenses are scheduled at \$669,815 for 1955-56. This is an increase of \$180,660 or 36.9 percent over the amount of \$489,155 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration	\$21,050	\$16,095	—\$4,955	—23.5
Support and subsistence.....	294,310	375,960	81,650	27.7
Care and welfare.....	86,825	102,210	15,385	17.7
Maintenance and operation of plant	86,970	175,550	88,580	101.9
Totals	\$489,155	\$669,815	\$180,660	36.9

Total operating expenses reflect a 36.9 percent advance as compared to a 23.4 percentage increase in population.

Support and subsistence operating expense increase of 27.7 percent closely parallels the percentage increase in population.

The care and welfare function reflects only a 17.7 percent advance, being substantially below the population trend.

The largest factor contributing to the total operating expense increase is in the maintenance and operation of plant function. The total increase here is \$88,580, or 101.9 percent. The bulk of this increase is occasioned by two items, a \$14,000 increase in water, plumbing, and sewage, and a \$62,380 increase in heat, light, and power, the latter being approximately 100 percent above the experience factor at Terminal Island. While this latter increase at first appears out of proportion, a comparison with other modern facilities such as Deuel Vocational Institution indicate the totals to be substantially in line.

We are inclined to believe that some savings may possibly result in this item.

Equipment

Equipment expenditures are scheduled at \$10,063 for 1955-56. This is an increase of \$292 or 3.0 percent over the amount of \$9,771 estimated to be expended in the 1954-55 Fiscal Year.

Medical Facility—Continued

Out of the total of \$10,063 requested for equipment, the sum of \$700 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 0.8 percent of an equipment investment of \$91,615 on June 30, 1954.

The total equipment investment on a per capita basis as of June 30, 1954 is \$82.09 per inmate.

The request by function for replacement equipment is as follows:

Function	Replacement equipment		Increase	
	1954-55	1955-56	Amount	Percent
Administration	---	---	---	---
Support and subsistence	\$4,200	---	—\$4,200	—100.0
Care and welfare	874	\$300	—574	—65.7
Maintenance and operation of plant	---	400	400	---
Totals	\$5,074	\$700	—\$4,374	86.2

The further sum of \$9,363 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	Additional equipment		Increase	
	1954-55	1955-56	Amount	Percent
Administration	\$200	\$400	\$200	100.0
Support and subsistence	980	732	—248	—25.3
Care and welfare	3,070	7,159	4,089	133.2
Maintenance and operation of plant	447	1,072	625	139.8
Totals	\$4,697	\$9,363	\$4,666	99.3

It is to be noted that where items of additional equipment are not directly related to population increases or other work load changes, the acquisition of such items represents an improvement in the level of service. Such items also tend to build up subsequent requirements for replacement items.

The budget as originally submitted by this facility requested \$11,062 for equipment.

Joint conferences were held with the agency and Department of Finance staff members, and a careful review of equipment requests was made. This review may be supplemented where necessary by personal inspection and appraisal in the field.

As a result, equipment requests were modified to the extent that they were reduced from \$11,062 to \$10,063, a saving of \$999, or 9.0 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted, except as to items contingent upon deletion of proposed new positions.

**Department of Corrections
MEDICAL FACILITY**

ITEM 51 of the Budget Bill

Budget page 108
Budget line No. 26

**For Additional Inventory and Supplies Required by Move From
Terminal Island to Vacaville From the General Fund**

Amount requested	\$15,000
Estimated to be expended in 1954-55 Fiscal Year	---
Increase	\$15,000

Medical Facility—Continued

RECOMMENDATIONS

Amount budgeted	\$15,000
Legislative Auditor's recommendation	15,000
Reduction	None

ANALYSIS

This request is to provide the increased complement of clothing and supplies necessary to operate this facility at an estimated year end population of 1,350. The money will be expended for operating expense items made necessary by the move to the new location at Vacaville coupled with the expansion of population.

The expenditure is limited by the terms of the appropriation.

We recommend approval of the amount requested.

Department of Corrections

TEMPORARY FACILITY—CALIFORNIA MEN'S COLONY

ITEM 52 of the Budget Bill

Budget page 116

Budget line No. 6

*For Support of the Temporary Facility, California Men's Colony
From the General Fund*

Amount requested	\$1,233,147
Estimated to be expended in 1954-55 Fiscal Year	639,195
Increase (92.9 percent)	\$593,952

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$346,897	\$307,099	\$39,798	121	59
Operating expense	237,972	237,972	---	121	60
Equipment	10,863	10,863	---	121	61
Inmate pay	4,620	4,620	---	121	62
Less:					
Increased reimbursements	—6,400	—6,400	---	121	67
Total increase	\$593,952	\$554,154	\$39,798	121	69

RECOMMENDATIONS

Amount budgeted	\$1,233,147
Legislative Auditor's recommendation	1,209,981
Reduction	\$23,166

ANALYSIS

The California Men's Colony is a temporary facility utilizing the hospital barracks portion of a military installation at Camp San Luis Obispo. This unit received its first inmate population in October, 1954, and was initially budgeted for the 1954-55 Fiscal Year on the basis of an average population of 450 with a fiscal year-end population of 600.

Initial inmate transfers to this institution were the approximately 400 older and chronically infirm inmates housed in the barracks area of the Medical Facility at its former temporary location on Terminal Island.

Temporary Facility—California Men's Colony—Continued

In addition to specializing in the housing of the older, chronically infirm segment of the inmate population of the Department of Corrections, a sufficient crew of the more active type of inmate is also assigned to carry out necessary aspects of institutional operations.

ANALYSIS

The recommended reduction of \$23,166 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
1 Supervising cook	\$3,810	119	47
1 Correctional lieutenant	4,980	120	33
1 Correctional sergeant (complement position)	4,296	120	34
1 Correctional officer	3,810	120	35
1 Athletic coach and instructor in physical education	5,452	120	20
Reduce:			
Librarian III to Senior librarian	410	120	47
1 Institution fire fighter	408	121	26
Six positions, plus one reclassification, reducing salaries and wages by	\$23,166		

It should be noted that even with the recommended deletion of the above six positions the agency will still receive the benefit of a total of 60.5 new positions involving an increase of \$240,484 in salaries and wages.

The total support budget of this facility is scheduled to increase \$593,952 or 92.9 percent.

Population at the institution is anticipated to average 900 inmates, an increase of 500, or 125 percent.

This results in the per capita cost going from \$1,669 to \$1,429, a decrease of \$240 or 14.4 percent.

At the time the 1954-55 Governor's Support Budget for this facility was presented, it contemplated an estimated per capita cost of \$1,646 for the 1954-55 Fiscal Year.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from \$1,646 to \$1,669, an increase of \$23, or 1.4 percent.

To the extent that any such upward revisions take place in this per capita figure, without corresponding and offsetting declines in institutional population, it may indicate in general the extent of either inability to accurately forecast financing required or inability to operate within the limits of financing provided.

After adjusting the 1954-55 Governor's Budget pursuant to Legislative deletions amounting to \$47,385, the net appropriation available, if fully expended, would have resulted in a per capita cost of \$1,541, which may be considered the level of expenditure on a per capita basis, authorized by the Legislature.

However, due to the failure of the agency to achieve the average daily population of 450 inmates, upon which its 1954-55 budget was predicated, the lower average daily population figure of 400 inmates resulted in the higher per capita cost figure of \$1,669. This is an excess of \$128, or 8.3 percent above the amount contemplated on the basis of the appropriation.

Temporary Facility—California Men's Colony—Continued

The example here illustrated emphasizes the necessity for greater management effort on the part of the agency to achieve economies during the course of the operations where either because of over-budgeting or for other reasons not entirely within their control it will be unable to at least meet its population forecast.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$755,265. This represents an increase of \$346,897 or 84.9 percent over the total of \$408,368 scheduled for expenditure in this category during 1954-55.

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

Merit salary increases on 112.5 established positions-----	\$82,147
A total of 66.5 proposed new positions costing-----	263,650
A change in estimated salary savings of-----	1,100

Total increase in salaries and wages----- \$346,897

A total of 112.5 positions are presently authorized. The agency is requesting an additional 66.5 proposed new positions. This represents an increase of 59.1 percent in staff, as compared to a 125.0 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 7.5 additional inmate increase in institutional population.

When compared to the present level of staffing which is one position for each 3.6 inmates it is apparent that the ratio of requested new positions to change in institutional population represents a slight leveling off in the ratio of staff commensurate with an increase in institutional population.

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

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Population	Level of service	Increase over prior year	
				Amount	Percent
1954-55*	113.5	400	504	--	--
1955-56†	179	900	353	-151	-30

* Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service will average 353 hours per inmate.

This is 151 hours, or 30 percent below the level now scheduled for 1954-55. This decline is the expected trend as total inmate population increases and certain central administrative, maintenance and other services not directly related to inmate population are spread over the increased utilization of capacity.

It should be noted, however, that the decline in the over-all level of service as represented above is an exaggerated figure, due to the inability of the agency to meet the original population forecast for 1954-55 by more than 11 percent.

Temporary Facility—California Men's Colony—Continued

On the basis of the original 1954-55 budget, as revised by the Legislature, the level of service thus authorized was 448 hours and not the 504 hours actually utilized. From this standpoint then the trend reflects a decline of only 95 hours, or 21.2 percent.

On the basis of the 1955-56 budget, the allowance of all of the requested new positions will provide this facility with the fourth highest level of service among all nine units, including Tehachapi, operated by the Department of Corrections.

The only units exceeding the California Men's Colony in total level of service would be the women's institution at Corona, having only one-half the population; Deuel Vocational Institution with approximately the same population but employing a substantial number of vocational positions; and the Medical Facility, a hospital-type operation, reasonably expected to have a somewhat better level of service necessary to its purposes.

When it is recognized that the California Men's Colony is primarily utilized to "house older and chronically infirm inmates," it would appear reasonable to expect certain economies in staffing that would pull it more in line from a fiscal viewpoint when compared with other operating units within the department.

The 66.5 proposed new positions are shown by function as follows:

<i>Functions and positions</i>		<i>Budget</i>	
	<i>Amount</i>	<i>Page</i>	<i>Line</i>
Administration			
Business and accounting office:			
1 Commissary manager I	\$4,740	118	69
1 Senior account clerk	3,456	118	70
1 Senior typist clerk	3,456	118	71
Support and subsistence			
Feeding:			
1 Food manager	5,232	119	46
* 1 Supervising cook I	3,810	119	47
1 Baker II	3,810	119	48
1 Butcher-meat cutter	4,194	119	49
Laundry and clothing:			
1 Storekeeper II	4,194	119	51
Care and welfare			
Custodial and personal care:			
* 2 Correctional lieutenant (Delete 1)	9,960	120	33
* 1 Correctional sergeant	4,296	120	34
* 39 Correctional officer (5 effective 9-1-55, and 5 effective 10-1-55) (Delete 1)	140,840	120	35
Medical care			
1 Chief psychiatrist	11,400	120	39
0.5 Senior dentist	3,380	120	40
3 Medical technical assistant	11,430	120	41
1 Senior stenographer-clerk	3,456	120	42
1 Senior sociologist	6,060	120	43
Education and religion:			
0.5 Chaplain, Protestant	\$2,616	120	45
0.5 Chaplain, Catholic	2,616	120	46
* 1 Librarian III (Reduce grade to Senior Librarian)	4,512	120	47
1 Occupational therapist II	4,296	120	48
Classification and parole:			
1 Parole officer I	4,512	120	50
4 Intermediate typist-clerk	11,952	120	51

Temporary Facility—California Men's Colony—Continued

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Maintenance and operation of plant			
Maintenance of structures:			
1 Painter foreman -----	\$4,512	121	22
Light, heat, and power:			
1 Electrician foreman -----	4,512	121	24
Fire protection:			
*(1) Institution fire fighter -----	408	121	26
66.5			
Totals -----	\$263,650		

* Recommended for deletion or reduction.

1 *Supervising cook I (Budget page 119 line 47)* ----- \$3,810

This position is requested to provide seven-day coverage in the kitchen, according to the agency. It is further stated that the kitchen is in operation from 4 a.m. to 7 p.m. daily, requiring two shifts. At the present time the staffing for this operation includes one supervising cook II and two supervising cooks I. The agency also states that with the increase in population it necessitates operating another mess hall, thereby increasing the work load and responsibilities of the mess personnel.

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

We are unable to reconcile the agency's statement that the position is requested to provide seven-day coverage in the kitchen. Does the agency imply that it will not operate the kitchen seven days per week on the basis of the present staffing provided for 1954-55? If this be so, we direct attention to the fact that in our analysis of this budget last year we pointed out certain comparabilities in staffing, including cooking positions, with the original barracks operation at Soledad, which operated a kitchen seven days per week for just 30 inmates less than the final population at the California Men's Colony at San Luis Obispo. The present staffing of three positions matches the original Soledad complement. It is therefore evident that the existing staffing pattern of three positions provides sufficient staff to supervise the operation of a kitchen seven days per week.

The calculations are as follows: On the basis of a five-day, 40-hour week, allowing nonworking time as 52 week ends, or 104 days plus 15 vacation days, 12 holidays and an average of six days sick leave, each employee will average 228 net working days, or 1,824 hours per year. The agency states the kitchen is in operation from 4 a.m. to 7 p.m. daily, or 15 hours, which on an annual basis is 5,475 hours. This latter figure divided by 1,816 working hours per employee results in 3.01 or three positions being required for the function.

In connection with the agency's statement in the budget on page 116, line 63, as to the necessity for operating the kitchen from 4 a.m. to 7 p.m. daily, a total of 15 hours, this appears to be an unnecessarily long period of operation to serve three properly scheduled meals. In the 1954-55 Governor's Budget for this same institution on page 115, line 48, a statement is made indicating that supervision of inmate cooks is required only 14 hours per day.

Temporary Facility—California Men's Colony—Continued

Attention is also directed to the statement in the 1952-53 Governor's Budget on page 98, lines 45 and 46, to the effect that the kitchen at the medical facility operates 12 hours per day. We point out that the classification of inmates to be confined at the San Luis Obispo installation was formerly at the medical facility and apparently received meals on the basis of a 12-hour kitchen shift.

In any event, it is clear that a 15-hour shift requires 7.1 percent more personnel than a 14-hour shift and 25 percent more personnel than a 12-hour shift. We suggest that in the interests of a demonstrated efficiency, as set forth in prior budgets, and a necessary economy in future budgets that the agency consider an adjustment in the hours of operating the kitchen rather than requesting additional personnel.

Because of the older age and chronically infirm condition of the inmates to be housed at this facility, there is not the need for emphasis on formalized academic or vocational training as is found in most of the other penal institutions. Consequently there is no urgency to time the daily program on the same standards as would otherwise be necessary to provide adequate opportunity for formal educational or vocational activities.

With this flexibility the agency has further opportunity to adjust feeding schedules to conform to budgetary requirements. We have concurred in the request for three new positions in the feeding function. These are a food manager, a baker, and a butcher, all of whom will strengthen the staffing of the feeding operation by relieving existing positions of the duty aspects of the functions performed by these new positions. To this extent then the existing supervising cooks have available that much more time to supervise the cooking and serving of the food.

Recognition of any of the foregoing facts precludes recommending the request for the additional supervising cook.

Storekeeper II (Clothing) (Budget page 119, line 51)----- \$4,194

The justification states that the position is to be in charge of the clothing room of the institution in which all bedding and items of inmate wearing apparel will be handled, and the issuing and distributing of wearing apparel throughout the facility.

We recommend approval of the position.

In reviewing the staffing pattern utilized to allow positions for the clothing function in the various institutions, we find the following distribution of classifications and salary ranges.

Analysis of Positions for Clothing Function—Department of Corrections

Facility	Position classification	1955-56	
		Salary range	Budgeted cost
Corona-----	Supervisor-counselor I	\$310-\$376	\$3,810
California Men's Colony-----	Storekeeper II	341- 415	4,194
Deuel-----	Storekeeper II (housekeeping)	341- 436	4,960
	Correctional officer (distribution)	310- 376	4,512
Medical Facility----	Storekeeper I	295- 358	3,705
Chino-----	Storekeeper II	341- 415	4,980

Temporary Facility—California Men's Colony—Continued

<i>Facility</i>	<i>Position classification</i>	<i>Salary range</i>	<i>1955-56 Budgeted cost</i>
Soledad-----	Storekeeper II	\$341-\$436	\$4,404
	Storekeeper I	310- 376	3,996
Folsom-----	Correctional sergeant (distribution)	358- 436	5,232
	Correctional officer	310- 376	4,512
San Quentin-----	Storekeeper II	341- 436	4,980
	Correctional sergeant (distribution)	358- 436	5,232

The above table shows that complete uniformity does not prevail in the use of classifications or salary ranges for the accomplishment of the clothing function at all institutions.

Under the clothing function at California Men's Colony, Deuel, Chino, Soledad, and San Quentin, we find a storekeeper grade II utilized.

We find no such positions under the function at Corona, Medical Facility, or Folsom.

We note storekeeper grade II positions at California Men's Colony, and Chino show a salary range of \$341-\$415 while the same class of positions at Deuel, Soledad, and San Quentin show a different salary range of \$341-\$436.

At Deuel the storekeeper grade II is shown under the subfunction "housekeeping," while at the other facilities it is shown under "clothing."

At both Folsom and San Quentin, a correctional sergeant is utilized as a distribution officer under the clothing function, while a correctional officer position performs the same services at Deuel.

Neither the Medical Facility nor Chino list any type of position under the clothing function for this purpose. We assume from the budget presentation that in one case these services are absorbed and performed by the storekeeper grade I, while in the other case apparently a storekeeper grade II is used for distribution.

We also note that a storekeeper grade I at the Medical Facility has a salary range of \$295-\$358, while the identical classification at Soledad is budgeted with a stated range of \$310-\$376.

Variations in staffing patterns for identical types of services simply add to the difficulty of establishing work load factors and making determinations as to justifications for positions stated to be required.

One of the main purposes of different classes of positions and pay scales under civil service is to establish appropriate duties and responsibilities and commensurate pay for the performance thereof.

We recommend that the Department of Finance make appropriate budgetary revisions where necessary to bring similar institutional operations into comparability to staffing patterns and salary costs.

2 Correctional lieutenants ----- \$9,960

Present staffing provides for six correctional lieutenant positions.

Two additional positions of lieutenant are requested. The agency states in the budget on page 117, lines 5 to 7, inclusive, that "one position is proposed to provide an inmate assignment officer post. One position is proposed to provide relief for the correctional captain and other lieutenant posts."

Temporary Facility—California Men's Colony—Continued

We recommend deletion of the correctional lieutenant position requested for inmate assignment officer, reducing salaries and wages by \$4,980.

Reference to the post assignment schedule approved for 1954-55 indicates that Post No. 5 in this schedule already provides for a lieutenant as assignment officer. We see no need to duplicate the coverage for this function.

We recommend approval of the other lieutenant position for relief purposes for existing lieutenant positions.

The agency states, in its written justification included in the agency budget on page 9, that "One additional lieutenant is needed to provide relief for the captain for holidays, sick leave, and vacations, as well as any other relief needed for the assignment lieutenant. This will give us a total of seven lieutenants."

The foregoing provides confirmation of the existing post of assignment officer, as well as the agency's request for only one additional lieutenant to cover relief, making a total of seven lieutenants, which is exactly what our recommendation will provide, rather than the total of eight which is provided in the Governor's Budget request.

39 *Correctional officers (5 effective September 1, 1955, 5 effective October 1, 1955) (Budget page 120, line 35)----- \$140,840*

While we are not recommending any deletion of correctional officers for specific post coverage at this time, we suggest that some rearrangement of custodial coverage might be considered to effect some savings. For example, under the present staffing pattern the same amount of custodial coverage is provided on all three shifts on all of the dormitories. Considering the fact that generally a somewhat lower level of coverage is justified during the 12 midnight to 8 a.m. shift than during activity periods, and that the older type of chronically infirm inmate is to be housed in these units, some thinning of night dormitory custodial coverage by two or three positions could possibly be achieved. Three positions plus relief would result in five fewer custodial officers required.

We also note that shift coverage from 12 m. to 8 a.m. and from 8 a.m. to 4 p.m. is proposed for Mess Hall No. 2 and we fail to see the necessity of opening the mess hall on the first shift as indicated, namely 12 midnight to 8 a.m. and continuing through from 8 a.m. to 4 p.m.

We believe that most inmates will be asleep by 12 midnight or shortly thereafter and see no reason to schedule the starting operation of a mess hall at that hour.

Likewise we doubt that the second shift closing at 4 p.m. will permit the evening meal to have been served in its entirety since the scheduled hours of operation of the kitchen are indicated in the budget to be 4 a.m. to 7 p.m.

In any event, providing for 16 hours of continuous supervision over a mess hall to serve three scheduled meals for a less active type population as is contemplated here appears to be a somewhat excessive level of custodial coverage.

We point out these areas at this time for management consideration to effectuate some savings in custodial coverage.

Temporary Facility—California Men's Colony—Continued

We note that the budget, on page 117, lines 59 to 60, inclusive, requests 15 correctional officers to provide relief coverage for 24 new posts, the total of these two comprising the 39 officers requested.

Based on the allowance of 24 posts the relief requirements computed on the basis of 0.6 of a position for relief would only require 14.4 positions for relief.

We therefore recommend deletion of one correctional officer as being in excess of the relief requirements for the stated post coverage, reducing salaries and wages by \$3,810.

1 Senior sociologist (extend to June 30, 1956) (Budget page 120, line 43)----- \$6,060

The above position was originally authorized July 1, 1953, at the Medical Facility at its Terminal Island location. The position was limited to a one year trial period to enable the agency to demonstrate its value in attempting to rehabilitate some of the older inmates in the barracks area at that point and make possible their parole or discharge.

A report was to be prepared to justify the continuance of the authorization of the position on a permanent basis, contingent upon demonstrated results. We are still awaiting the report although we recognize the delay may be due in part to the change in moving the institution from the Terminal Island location.

We have no objection to a continuation of the position for an additional one-year period, contingent upon receipt of a report on the effectiveness of the utilization of the position, in sufficient time to permit an adequate review of the report prior to consideration of the next fiscal year budget.

1 Chief psychiatrist (Budget page 120, line 39)----- \$11,400

This position is requested "to act as chief medical officer and to meet a present need for services of this nature."

While we are not recommending disapproval of the position of chief medical officer at this facility, we point out to the Legislature certain situations that have developed in the handling of this budget after it had received legislative approval.

Original recommendations to the legislative committees which held hearings on this budget were to provide for an associate warden to head this operation for 1954-55 at a salary of \$8,112, instead of an institution superintendent at \$12,000. Provision was also made for the deletion of a position of chief prison medical officer at \$12,000, leaving a physician and surgeon I in the medical care function at \$7,728.

Both of these changes were to provide comparability with similar services as provided in the budget for the Tehachapi Camp.

Subsequent to the legislative committee hearings the Department of Corrections represented that it desired to have a chief prison medical officer head up the San Luis Obispo Camp operation and would like to have this office reconsider our original recommendations and recommend the allowance of a chief prison medical officer in trade for the associate warden position, since the program here needed emphasis on the medical more than the custodial aspects.

Temporary Facility—California Men's Colony—Continued

We concurred in this change and so advised the interested legislative committees. The budget as finally adopted was on that basis. We now find on the basis of the 1955-56 Governor's Budget that the position classification of chief prison medical officer which had been so urgently requested and allowed has not been filled. However, apparently the \$12,000 in funds appropriated for this position have been utilized to finance a position of warden at a salary of \$13,200. As a result, the agency is now requesting for 1955-56, as a new position, a chief medical officer under the title of chief psychiatrist at a salary of \$11,400.

One of the points involved here is that the Legislature approved a chief medical officer position in lieu of an associate warden initially to head up this operation during 1954-55 in order to provide the agency with the opportunity to continue the medical impact on the program.

Inability to fill the position at that level should have resulted in continuing the associate warden position to head up the operation as originally intended by the Legislature. However, the agency with the concurrence of the Department of Finance apparently decided to forego the opportunity to effect the savings in 1954-55 that would have resulted from this natural step and instead diverted the potential savings into the establishment of a position of warden at an even higher salary level than was provided for the chief medical officer.

Even after establishing the position of warden, with a salary range of \$1,000-\$1,100 per month, we question the necessity of budgeting the position to provide for immediately paying the maximum salary at the top of the pay range during the first year of operation.

With respect to the merits of the current request for a chief psychiatrist, we recommend approval of the position. Inability to fill this position should result in some actual salary savings.

There are further examples in connection with this budget, wherein apparently legislative intent has not been followed.

0.5 Senior dentist (Budget page 120, line 40)----- \$3,380

The agency is requesting an increase in the present half-time dental position to a full-time basis. We believe that here, too, the Legislature should be advised by the agency and by the Department of Finance as to how this position was handled.

The 1953-54 budget request was for a full-time senior dentist, salary \$676-\$821, at an annual cost of \$8,112. The Legislature reduced this position to a half-time basis at a lower grade classification of dentist, salary \$530-\$644, annual salary \$6,360, which on a half-time basis would be \$3,180.

We note that the 1955-56 Budget, on page 120, line 14, shows this position on a half-time basis as authorized, but no change in grade has been effected, the position still being shown at the higher salary cost of a senior dentist.

We raise the question as to why this position was not reduced in grade level as were seven other positions, including those of business manager, accounting officer, storekeeper, accounting technician, book-keeping machine operator, and food manager, which were the subject of exactly the same legislative action.

We recommend approval of the additional half-time dental position.

Temporary Facility—California Men's Colony—Continued

We direct attention to the existing position of physician and surgeon II shown in the Budget on page 120, line 13, at a salary cost of \$7,487 for the current year and \$8,870 for 1955-56 with a salary range of \$710-\$862.

This position was requested last year as a physician and surgeon II, at a cost of \$8,990, with a salary range of \$745-\$905.

This request was specifically down-graded by the Legislature to provide for a physician and surgeon I with a range of \$644-\$710, making the annual starting salary \$7,728.

We suggest that the Department of Finance and the agency also furnish an explanation of this further instance where Legislative adjustments in the Budget Bill have not been reconciled with position classification and funds being expended either in the current fiscal year or scheduled for expenditure in 1955-56.

0.5 Chaplain, Protestant (Budget page 120, line 45)-----	\$2,616
0.5 Chaplain, Catholic (Budget page 120, line 46)-----	\$2,616

The budget, on page 118, lines 20 to 24, inclusive, recites that "The chaplains approved in 1954-55 were reduced to half time to finance a necessary recreational instructor position. With the increase in population from 600 to 1,000, it is proposed to increase to full time chaplains to assist in the classifications, provide counseling and religious training for inmates.

We recommend approval of the chaplain positions.

With reference to the above agency statement that the chaplain positions were reduced to half time to finance a necessary recreational instructor position, we note that the budget, on page 120, line 20, provides for and shows as an established position, one athletic coach and instructor in physical education at \$4,598 salary in the current year, and \$5,452 for 1955-56. We assume this to be the position referred to in the justification for the increase in chaplain services.

We fail to understand how this position can be presumed to be an accepted and established position for 1955-56 under the conditions and circumstances by which it got into the budget. We point out that the agency requested no such position in the 1954-55 Governor's Budget.

Assuming that such a position became a desirable addition to the staffing pattern at this facility, after the 1954-55 Budget was passed by the Legislature, and that acceptable means of financing the position were found for the 1954-55 Fiscal Period, we must raise the question as to why the continuation of this position for 1955-56 was not submitted as a new proposal for legislative consideration, particularly when past legislative actions on this position classification have indicated a policy trend to limit the extent to which it became a part of correctional institution staffing patterns.

Following acceptable budget procedure, the position of athletic coach and instructor in physical education should be considered at this time as a proposed new position.

We recommend deletion of the position of athletic coach and instructor in physical education, reducing salaries and wages by \$5,452.

Temporary Facility—California Men's Colony—Continued

In the first place, the age group and physical condition of the type of inmate to be housed at this facility, namely the older and chronically infirm, is such that a formalized athletic and physical education program requiring the services of a professional position in this field, would not appear to be warranted.

We recognize the desirability and necessity of the total program being such as to provide over-all activity for these inmates. However, if the inmates housed here are of the type indicated, their personal physical activity will limit the scope of any real physical education program.

The budget already provided for a 100 percent increase to full time chaplain services, a librarian, and occupational therapist, and a sociologist, all of whom are functionally assigned to program aspects that will take up considerable time of the inmates. In addition, time is spent under direct medical, dental, or psychiatric treatment.

A cadre of more able-bodied inmates is assigned to this facility to carry out the bulk of the daily institutional housekeeping and maintenance operations. From such a cadre, under the part-time direction of custodial staff, the use of an inmate interested in recreational activities, coupled with a sufficient supply of games such as checkers, chess, cribbage, horseshoes, and other less strenuous types of activity should provide the necessary recreational program. The average age of the inmates is in excess of 50 years.

We recall being impressed with infirmities of this type of inmate when they were housed at the medical facility at Terminal Island. At this latter institution a separate mess hall was eventually provided, together with modest semi-kitchen serving facilities on the agency contention that because of the general physical condition of the inmates they were unable to make the daily trek from their barracks to the regular institutional mess hall for meals.

1 Librarian III (Budget page 120, line 47) ----- \$4,512

This position is requested to be in charge of the institution library and will have the responsibility for ordering, cataloging and lending of library publications to the inmates.

We cannot account for this position being in the budget as a new position request for 1955-56.

A senior librarian at \$4,092 was requested last year in the budget for this agency, and was allowed. However, this position does not appear as an established position in the 1955-56 budget at this time. The agency and the Department of Finance should explain the disposition of the funds appropriated for the position, since apparently it was not utilized.

We recommend approval of the position request for a librarian on the basis of the salary range of \$341-\$415 for the former approved senior librarian rather than the librarian III at \$376-\$458. The savings in annual salary cost for the budget year will be \$410. We find no justification for up-grading the position at this time.

Temporary Facility—California Men's Colony—Continued

Institution fire fighter (Budget page 121, line 26)----- \$408

The agency states on Budget page 118, lines 33 to 35, inclusive:

"One additional position is proposed to provide relief for the existing seven positions presently established" (emphasis added).

Examination of the 1954-55 Governor's Budget, on page 118, lines 33 and 34, discloses that only six such positions were authorized.

The Department of Finance and the agency should explain how seven positions appear as authorized positions in the 1955-56 Governor's Budget on page 121, lines 15 and 16.

The agency received approval of its request for six positions in 1954-55, which ostensibly was to cover its requirements.

Under the circumstances of the discrepancy between the two budgets and no change of need being shown we recommend deletion of the request, reducing salaries and wages by \$408.

Operating Expenses

Operating expenses are scheduled at \$479,379 for 1955-56. This is an increase of \$237,972 or 98.6 percent over the amount of \$241,407 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

Operating Expenses—California Men's Colony

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration -----	\$12,840	\$17,150	\$4,310	33.6
Support and subsistence -----	148,750	306,349	157,599	105.9
Care and welfare -----	24,327	37,380	13,053	53.7
Maintenance and operation of plant --	55,490	118,500	63,010	113.6
Totals -----	\$241,407	\$479,379	\$237,972	98.6

Increased operating expense costs are based upon a full fiscal year operation, plus the increase in average daily population of 500 inmates, or 125 percent.

Equipment

Equipment expenditures are scheduled at \$11,163 for 1955-56. This is an increase of \$10,863 over the amount of \$300 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$11,163 requested for equipment, the sum of \$700 is for replacement of items deemed obsolete or no longer serviceable.

The request by function for replacement equipment is as follows:

Replacement equipment

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration -----	\$50	\$100	\$50	100.0
Support and subsistence -----	---	200	200	---
Care and welfare -----	50	200	150	300.0
Maintenance and operation of plant	100	200	100	100.0
Totals -----	\$200	\$700	\$500	250.0

Temporary Facility—California Men's Colony—Continued

The further sum of \$10,463 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	Additional equipment		Increase	
	1954-55	1955-56	Amount	Percent
Administration -----	---	\$1,994	\$1,994	--
Support and subsistence -----	\$100	410	310	310.0
Care and welfare -----	---	7,649	7,649	--
Maintenance and operation of plant -----	---	410	410	--
Totals -----	\$100	\$10,463	\$10,363	--

The budget as originally submitted by this facility requested \$17,027 for equipment.

Joint conferences were held with the agency and Department of Finance staff members, and a careful review of equipment requests was made. This review may be supplemented where necessary by personal inspection and appraisal in the field.

As a result, equipment requests were modified to the extent that they were reduced from \$17,027 to \$11,163, a saving of \$5,864, or 34.4 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted.

Department of Corrections

TEMPORARY FACILITY—CALIFORNIA MEN'S COLONY

ITEM 53 of the Budget Bill

Budget page 121

Budget line No. 81

For Initial Inventory, Supplies, and Employees Moving Expenses, From the General Fund

Amount requested -----	\$24,000
Estimated to be expended in 1954-55 Fiscal Year -----	36,495
Decrease (34.2 percent) -----	\$12,495

RECOMMENDATIONS

Amount budgeted -----	\$24,000
Legislative Auditor's recommendation -----	24,000
Reduction -----	None

ANALYSIS

The amount of \$36,495 was authorized for this purpose last year, with an estimated year-end population of 600. For the current year, this estimate remains the same, and the year-end population for the budget year has been estimated at 1,000. The \$24,000 asked for the budget year is the proportionate increase required for the total population to be achieved in the two-year period.

This is a one-time expenditure limited by the terms of the appropriation.

We recommend approval of the amount requested.

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

ITEM 54 of the Budget Bill

Budget page 122

Budget line No. 30

For Support of the Institution for Men at Chino From the General Fund

Amount requested	\$3,592,252
Estimated to be expended in 1954-55 Fiscal Year	3,099,976
Increase (15.9 percent)	\$492,276

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$321,012	\$303,864	\$17,148	133	9
Operating expense	174,880	174,880	---	133	10
Equipment	12,016	1,144	10,872	133	11
Inmate pay work projects	6,623	6,623	---	133	12
Less:					
Increased					
reimbursements	—22,255	—22,255	---	133	16
Total increase	\$492,276	\$464,256	\$28,020	133	24

RECOMMENDATIONS

Amount budgeted	\$3,592,252
Legislative Auditor's recommendation	3,570,660
Reduction	\$21,592

The Institution for Men, Chino, is a minimum custody institution with a population of 1,500 adult offenders. As a part of the total operations at this facility there is also a reception-guidance center with a population of 400 inmates, through which are processed all commitments from the Southern California area.

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

Highway road, federal forestry, and state forestry camps are also integrated into the total operational program.

ANALYSIS

The recommended reduction of \$21,592 consists of the following amounts in the categories indicated:

	Amount	Budget	
		Page	Line
<i>Salaries and wages</i>			
1 Water and sewage plant supervisor	\$4,296	127	54
2 Instructors in behavior adjustment	10,464	128	58
1 Supervising cook I	3,810	129	51
4 Positions, reducing salaries and wages by	\$18,570		

It should be noted that even with the recommended deletion of the above four positions the agency will still receive the benefit of a total of nine new positions involving an increase of \$43,846 in salaries and wages.

Institution for Men, Chino—Continued

<i>Equipment</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
2 automobiles (replacement) -----	\$3,022	128	13
Reduction in equipment -----	3,022		
Total recommended reduction -----	\$21,592		

Per Capita Costs—Institution for Men, Chino

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1946-47 -----	518	\$1,250	---	---
1947-48 -----	790	1,302	52	4.2
1948-49 -----	1,010	1,361	59	4.5
1949-50 -----	1,344	1,131	-230	-16.9
1950-51 -----	1,474	1,118	-13	-1.1
1951-52 -----	1,634	1,238	120	10.7
1952-53 -----	1,871	1,250	12	1.1
1953-54 -----	1,890	1,307	57	4.6
1954-55 -----	1,900	1,403	96	7.3
1955-56 -----	1,900	1,452	49	3.5

The total expenditures for support in 1955-56 for all Chino operations are scheduled at \$3,776,852. This is an increase of \$516,376, or 15.8 percent above the amount estimated for 1954-55.

The 1955-56 support expenditures exclusive of retirement contributions for the institution and guidance center activities only are scheduled at \$2,815,458, an increase of \$110,312, or 4.1 percent above the 1954-55 expenditure of \$2,705,146.

Population in 1955-56 at the institution and guidance center is anticipated to average 1,900 inmates, which is the same as forecast for 1954-55.

This results in the per capita cost going from \$1,403 to \$1,452, an increase of \$49, or 3.5 percent.

The substantial increase in total expenditures is occasioned primarily by the added support costs for operating the Tehachapi Branch Camp, plus requests for new positions.

At the time the 1954-55 Governor's Support Budget for Chino and the guidance center was presented, it contemplated an estimated per capita cost of \$1,394 for the 1954-55 Fiscal Year.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that this per capita figure for 1954-55 has been revised from \$1,394 to \$1,403, an increase of \$9, or 0.6 percent.

It thus appears that these two main functions of the Chino operation have adhered closely to initial budget estimates.

Per Capita Costs—Tehachapi Branch

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1954-55 -----	150	\$1,959	---	---
1955-56 -----	500	1,403	-\$556	-28.4

The total support budget of this branch camp facility is scheduled to increase \$373,441 or 133.8 percent.

Population at the institution is anticipated to average 500 inmates, an increase of 350, or 233.3 percent.

Institution for Men, Chino—Continued

This results in the per capita cost going from \$1,959 to \$1,403, a decrease of \$556, or 28.4 percent.

The trend is in line with the normal anticipated reductions in per capita costs where average daily population increases are substantial.

At the time the 1954-55 Governor's Support Budget for the Tehachapi Camp facility was presented, it contemplated an estimated per capita cost of \$1,998 for the 1954-55 Fiscal Year, based on an average daily population of 245 inmates.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from \$1,998 to \$1,959, a decrease of \$39, or 2.0 percent. This latter figure is based upon an average daily population of only 150 inmates.

It thus appears that operations at Tehachapi Branch Camp failed to achieve the population forecast by 95 inmates, or 38.8 percent, and at the same time effected some reduction in budgeted per capita costs.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$2,461,482. This represents an increase of \$321,012 or 15.0 percent over the total of \$2,140,470 scheduled for expenditure in this category during 1954-55.

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

Merit salary increases on 503 established positions-----	\$257,596
A total of 13 proposed new positions costing-----	62,416
A change in estimated salary savings of-----	1,000
Total increase in salaries and wages-----	\$321,012

A total of 503 positions are presently authorized. The agency is requesting an additional 13 proposed new positions. This represents an increase of 2.6 percent in staff, as compared to a 17.1 percent increase in population at this facility, excluding camps, but including the Tehachapi Branch operation.

On the basis of the proposed budget, the agency is requesting one additional position for each 26.9 additional inmate increase in institutional and Tehachapi Branch Camp population.

When compared to the present level of staffing which is one position for each 4.1 inmates it is apparent that the ratio of requested new positions to change in institutional and Tehachapi Branch population appears to represent a leveling off in the ratio of staff commensurate with an increase in institutional population.

This appearance of improvement, however, is qualified materially to the extent that the agency failed to achieve average population levels which it forecast at the Tehachapi installation, coupled with the further fact that the 1954-55 staffing level was predicated largely on the fact that the Tehachapi Branch Camp was scheduled to have a year end population of 500 inmates.

Although no additional custodial positions are currently being requested for either the main institution or the Reception Guidance Center, we present the following table for evaluation in the light of requests for additional custody positions at other facilities.

Institution for Men, Chino—Continued

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

Custodial Level of Service—Employee Hours Available per Inmate						
<i>Fiscal year</i>	<i>Total custodial employees</i>	<i>Total annual man-hours</i>	<i>Average population</i>	<i>Custodial level of service</i>	<i>Increase over prior year</i>	
					<i>Amount</i>	<i>Percent</i>
1945-46-----	58	127,136	448	284	--	--
1946-47-----	74.6	163,523	518	316	32	11.3
1947-48*-----	138.6	246,154	790	312	-4	-1.3
1948-49-----	166	294,816	1,010	292	-20	-6.4
1949-50-----	186.5	331,224	1,344	246	-46	-15.8
1950-51-----	184	326,784	1,474	222	-24	-9.8
1951-52-----	227	404,573	1,634	248	26	11.8
1952-53-----	232.6	413,098	1,871	221	-27	-10.9
1953-54-----	232.1	412,210	1,890	218	-3	-1.4
1954-55†-----	236	419,136	1,900	221	3	1.4
1955-56‡-----	237	420,912	1,900	222	1	0.5

* 40-Hour Week became effective.

† Estimate as shown in 1955-56 Budget.

‡ Budget request.

Under the proposed budget request for 1955-56 the level of service will average 222 hours per inmate.

This is one hour, or 0.5 percent above the level now scheduled for 1954-55.

It is four hours, or 1.8 percent above the minimum level of service of 218 hours, experienced in 1953-54 during the period of 11 fiscal years, reflected in the above table.

The 13 proposed new positions are shown by function as follows:

<i>Functions and positions</i>	<i>Budget</i>		
	<i>Amount</i>	<i>Page</i>	<i>Line</i>
Care and welfare			
Medical:			
1 Senior dentist-----	\$8,112	126	58
1 Medical technical assistant-----	3,810	126	59
Education and religion:			
1 Instructor in radio repair-----	4,740	126	61
1 Instructor in office machine repair-----	4,740	126	62
Maintenance and operation of plant			
*1 Water and sewage plant supervisor-----	4,296	127	54
Reception and Guidance Center			
*2 Instructor in behavior adjustment-----	10,464	128	58
1 Instructor in general shop-----	4,740	129	59
1 Intermediate typist-clerk-----	2,988	129	60
Tehachapi Branch Camp			
Business and accounting:			
1 Intermediate account clerk-----	2,844	129	49
Culinary:			
*1 Supervising cook I-----	3,810	129	51
Custody:			
(0.4) Overtime (lieutenant in-service training)---	1,900	129	53
Education and religion:			
1 Instructor in general shop-----	4,740	129	56
0.5 Chaplain, Protestant-----	2,616	129	57
0.5 Chaplain, Catholic-----	2,616	129	58
13 Totals-----	\$62,416		

* Recommended for deletion.

Institution for Men, Chino—Continued

Out of the total of 13 proposed new positions, five are requested for the main institution operations, four are for the Reception-Guidance Center, and four are scheduled for the Tehachapi Branch Camp.

The proposed new positions are discussed in the order indicated above, starting with the five position requests for the main institution. However, before analyzing the merits of the individual position requests some comment is in order with respect to the existing population and level of service and how any augmentation of staff will affect that level of service.

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

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees ^a	Total annual man-hours	Population ^a	Level of service ^a	Increase over prior year	
					Amount	Percent
1945-46-----	100	219,200	448	489	---	---
1946-47-----	117.2	256,902	518	496	7	1.4
1947-48*-----	193.7	344,011	790	435	-61	-12.3
1948-49-----	241.4	428,726	1,010	424	-11	-2.5
1949-50-----	264.4	469,574	1,344	349	-75	-17.7
1950-51-----	266.2	472,771	1,474	321	-28	-8.0
1951-52-----	320.1	568,498	1,634	348	27	8.4
1952-53-----	323.9	575,246	1,871	307	-41	-11.8
1953-54-----	324.4	576,134	1,890	305	-2	-0.7
1954-55†-----	347.7	617,515	1,900	325	20	6.6
1955-56†-----	352.7	626,395	1,900	330	5	1.5

^a Chino Institution and Guidance Center only.

* 40-Hour Week became effective.

† Estimate as shown in 1955-56 Budget.

‡ Budget request.

Under the proposed budget request for 1955-56 the level of service for the main institution and guidance center will average 330 hours per inmate.

This is five hours, or 1.5 percent above the level now scheduled for 1954-55.

It is 25 hours, or 8.2 percent above the minimum level of service of 305 hours, experienced in 1953-54 during the period of 11 fiscal years, reflected in the above table.

First, it should be noted that the 1955-56 average daily population is forecast at 1,500 for the main institution and 400 at the Reception-Guidance Center, making a combined total of 1,900 inmates to be provided for in these two units.

Reference to the preceding level of service table shows that the population totals for these two units averaged 1,871 inmates in 1952-53, 1,890 inmates in 1953-54, and 1,900 again being the figure for which program and services are to be provided in 1955-56.

From a practical operating standpoint it thus appears that for a four-year period the element of total work load will have remained constant.

Reference to the same table indicates that the agency will have progressed from the point in 1952-53 where it utilized 323.9 positions to where it will utilize 352.7 positions for a practically identical work load.

Institution for Men, Chino—Continued

This represents an augmentation in staff of 28.8 additional positions, an increase of 8.9 percent to service practically the same population.

It similarly appears that the allowance of any of the five requested new positions for 1955-56 will generally provide an element of increased services when compared to the current fiscal period, 1954-55.

An exception to the foregoing is found in the case of additional vocational instructors where such positions are transfer positions formerly providing the same services to the institution, but carried on the pay rolls of the local school district, and now shown as "new" requests in the institutional support budget.

Exceptions may also be found in situations where added staffing has not kept pace with accepted work load factors. This latter situation may be deemed to apply in the case of the senior dentist position being requested and to some extent in the case of the proposed new position of medical technical assistant.

1 Water and sewage plant supervisor (Budget page 127, line 54) \$4,296

The agency requests this position to provide full time civil service supervision over the water and sewage plant facilities at this institution.

The agency indicates in its justification the health aspect of proper operation of these facilities.

We recommend deletion of the position, reducing salaries and wages by \$4,296.

This position was requested last year and deleted by the Legislature. No additional factors have been presented to change the merits of the request.

We point out that this is another specialized position classification, whose duties would be normally encompassed within the responsibilities, knowledge and experience of a qualified chief engineer, of which there are two already provided in the budget for this institution.

There are no substantial changes in the requirements of the sewage and water plants necessitating added supervisory duties that cannot be handled by the present maintenance staff as they have in the past and we believe this position to be of low priority at this time.

It should also be noted that there has recently been added to the various institutional budgets a position of correctional sergeant who performs the functions of fire chief and sanitarian. The pay scale for this position is identical with that of the proposed new position.

There appears no reason why the institutional sanitarian aspects of this correctional sergeant position cannot be utilized to supplement the technical services of the two chief engineer positions and between these three provide a reasonable amount of supervision over the operation of the sewage and water treatment facilities.

2 Instructors in behavior adjustment (Budget page 128, line 58) \$10,464

We recommend deletion of these two positions for the Reception-Guidance Center in line with the discussion on complement positions covered in the State Prisons and Institutions Summary Section at the start of the analysis on the Department of Corrections.

Institution for Men, Chino—Continued

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

Total Level of Service—Employee Hours Available per Inmate						
<i>Fiscal year</i>	<i>Total employees</i>	<i>Total annual man-hours</i>	<i>Population</i>	<i>Level of service</i>	<i>Prior year Amount</i>	<i>Percent</i>
1954-55*-----	93.5	166,056	150	1,107	---	---
1955-56†-----	97.5	173,160	500	346	—761	—68.7

* Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service will average 346 hours per inmate.

This is 761 hours, or 68.7 percent below the level now scheduled for 1954-55.

As will be noted from the above table, there appears to be a substantial decline in the total level of service. This is an expected trend when considered in the light of a substantial increase in average daily population.

However, it must be emphasized that when staffing was provided for this facility for the 1954-55 Fiscal Year it was predicated largely upon the fact that the year-end population was scheduled at 500 inmates. To this extent there appears a distortion when comparing the two fiscal periods in the above table.

On the basis that most classes of staffing already provided were geared to service a year-end population of 500 inmates, little justification can be found to sustain any augmentations of staff at this time since the average daily population for 1955-56 is the same as the year-end population figure in 1954-55, namely 500.

An exception appears in the case of the intermediate account clerk being requested again this year, which was deleted by the Legislature from the 1954-55 budget primarily on the basis of similar accomplished work load by a facility with a somewhat larger average daily population.

It should be noted that this branch operation failed to achieve its original 1954-55 forecast of 245 average daily population. The revised estimate is now only 150 for 1954-55, a difference of 95 inmates, or 38.8 percent. In other words, this branch camp operation realized only 61.2 percent of the average daily population forecast upon which its 1954-55 budget was predicated.

1 *Supervising cook I (Budget page 129, line 51)-----* \$3,810

The agency is again requesting this position which was deleted by the Legislature when it considered the 1954-55 budget for this facility.

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

This kitchen is scheduled for operation 14 hours per day. On this basis staffing requirements would have to provide 5,110 hours of coverage per year on a seven-day per week schedule.

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

Institution for Men, Chino—Continued

and above minimum requirements utilizing the presently established positions.

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

We must again make the point that the actual manual work load of preparing and cooking the food is done by inmate crews under the supervision of the civil service staff. Because of this fact there is no necessary direct correlation between the number of civil service personnel required to supervise a culinary operation and the size of the population to be served. *Therefore we do not recommend the request.*

Although no additional positions are requested for custodial officers, aside from an allowance of \$1,900 for in-service training, we submit the data in the table below for purposes of comparison with other correctional facilities:

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

Custodial Level of Service—Employee Hours Available per Inmate						
<i>Fiscal year</i>	<i>Total custodial employees</i>	<i>Total annual man-hours</i>	<i>Average population</i>	<i>Custodial level of service</i>	<i>Increase over prior year</i>	
					<i>Amount</i>	<i>Percent</i>
1954-55*-----	72	127,872	150	852	---	---
1955-56†-----	72	127,872	500	256	-596	-70.0

* Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service for custody will average 256 hours per inmate.

This is 596 hours, or 70.0 percent below the level now scheduled for 1954-55.

Operating Expenses

Operating expenses are scheduled at \$1,409,070 for 1955-56. This is an increase of \$174,880 or 14.2 percent under the amount of \$1,234,190 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

<i>Function</i>	<i>1954-55</i>	<i>1955-56</i>	<i>Increase</i>	
			<i>Amount</i>	<i>Percent</i>
Administration -----	\$23,210	\$24,005	\$795	3.4
Support and subsistence -----	616,480	618,665	2,185	0.4
Care and welfare -----	118,710	122,940	4,230	3.6
Maintenance and operation of plant -----	179,250	193,400	14,150	7.9
Reception-guidance center -----	9,395	9,765	370	3.9
Tehachapi Farm Branch -----	88,260	233,875	145,615	165.0
Emergency forest fire suppression--	810	---	-810	-100.0
Highway road camp -----	61,480	61,480	---	---
Federal forestry camp -----	10,745	10,745	---	---
State forestry camp -----	125,850	134,195	8,345	6.6
Totals -----	\$1,234,190	\$1,409,070	\$174,880	14.2

Institution for Men, Chino—Continued

Equipment

Equipment expenditures are scheduled at \$52,098 for 1955-56. This is an increase of \$12,016 or 30.0 percent over the amount of \$40,082 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$52,098 requested for equipment, the sum of \$41,226 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 4.6 percent of an equipment investment of \$895,084 on June 30, 1954.

The total equipment investment on a per capita basis as of June 30, 1954, is \$398.35 per inmate.

The request by function for replacement equipment is as follows:

Function	Replacement equipment			
	1954-55	1955-56	Amount	Percent
Administration	\$244	\$753	\$509	208.6
Support and subsistence	6,650	15,075	8,425	126.7
Care and welfare	4,672	5,519	847	18.1
Maintenance and operation of plant	5,619	10,134	4,515	80.4
Tehachapi farm branch	—	750	750	—
Highway road camps	2,072	3,387	1,315	63.5
Federal forestry camp	390	165	—225	—57.7
State forestry camp	5,938	5,443	—495	—8.3
Totals	\$25,585	\$41,226	\$15,641	61.1

The further sum of \$10,872 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	Additional equipment			
	1954-55	1955-56	Amount	Percent
Administration	\$4,419	\$398	—\$4,021	—91.0
Support and subsistence	300	448	148	49.3
Care and welfare	4,092	3,997	—95	—2.3
Maintenance and operation of plant	2,186	1,505	—681	—31.2
Reception-guidance center	1,572	1,035	—537	—34.2
Tehachapi farm branch	500	1,678	1,178	235.6
Highway road camp	925	270	—655	—70.8
Federal forestry camp	35	60	25	71.4
State forestry camp	468	1,481	1,013	216.5
Totals	\$14,497	\$10,872	—\$3,625	—25.0

It is to be noted that where items of additional equipment are not directly related to population increases or other work load changes, the acquisition of such items represents an improvement in the level of service. Such items also tend to build up subsequent requirements for replacement items.

The budget as originally submitted by this facility requested \$97,988 for equipment.

Joint conferences were held with the agency and Department of Finance staff members, and a careful review of equipment requests was made. This review may be supplemented where necessary by personal inspection and appraisal in the field.

Institution for Men, Chino—Continued

As a result, equipment requests were modified to the extent that equipment requests were reduced from \$97,988 to \$52,098, a saving of \$45,890, or 46.8 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted, with the exception of requests for replacement of two automobiles.

Included in the request for equipment is the sum of \$3,022 for the acquisition of two replacement automobiles.

We recommend deletion of this amount, in line with the policy recommendation by this office, for fleet management operation of vehicles as discussed under the item for departmental administration.

**Department of Corrections
STATE PRISON AT FOLSOM**

ITEM 55 of the Budget Bill

Budget page 134
Budget line No. 28

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

Amount requested	\$2,851,592
Estimated to be expended in 1954-55 Fiscal Year	2,750,999
Increase (3.7 percent)	\$100,593

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$87,796	\$56,932	\$30,864	141	57
Operating expense	—2,039	—2,039	—	141	58
Equipment	—5,906	—17,511	11,605	141	59
Inmate Pay	—1,129	—1,129	—	141	60
Plus:					
Decreased reimburse- ments	21,871	21,871	—	141	63
Total increase ---	\$100,593	\$58,124	\$42,469	141	74

RECOMMENDATIONS

Amount budgeted	\$2,851,592
Legislative Auditor's recommendation	2,829,008
Reduction	\$22,584

Folsom State Prison is a maximum security institution housing 2,600 inmates. Generally the population consists of those classifications who are considered dangerous escape risks, recidivists, habitual criminals or those who are serving long sentences. State and federal forestry camps are also operated under the jurisdiction of this institution.

ANALYSIS

The recommended reduction of \$22,584 consists of the following amounts in the category of salaries and wages:

1 Storekeeper II	\$4,194
4 Correctional officers	15,240
5 positions, reducing salaries and wages by	\$19,434

State Prison at Folsom—Continued

It should be noted that even with the recommended deletion of the above five positions the agency will still receive the benefit of a total of 13 new positions involving an increase of \$58,026 in salaries and wages.

Reduction in equipment:

Automobiles, 3 (replacement)-----	\$3,150
Total recommended reduction-----	\$22,584

Per Capita Costs

Fiscal year	Institution population	Per capita cost	Increase over prior year	
			Amount	Percent
1946-47-----	2,185	\$601	---	---
1947-48-----	2,360	764	\$163	27.1
1948-49-----	2,535	792	28	3.7
1949-50-----	2,750	738	—54	—6.8
1950-51-----	2,738	814	76	10.3
1951-52-----	2,415	957	143	17.6
1952-53-----	2,212	1,113	156	16.3
1953-54-----	2,500	1,092	—21	—1.9
1954-55-----	2,600	1,085	—7	—0.6
1955-56-----	2,600	1,124	39	3.6

The total support budget of this facility including retirement contributions is scheduled to increase \$107,093 or 3.7 percent.

Population at the institution is anticipated to average 2,600 inmates, the same as the current year average.

This results in the per capita cost going from \$1,085 to \$1,124, an increase of \$39 or 3.6 percent.

At the time the 1954-55 Governor's Support Budget for this facility was presented, it contemplated an estimated per capita cost of \$1,075 for the 1954-55 Fiscal Year.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from \$1,075 to \$1,085, an increase of \$10, or 0.9 percent.

To the extent that any such upward revisions take place in this per capita figure, without corresponding and offsetting declines in institutional population, it may indicate in general the extent of either inability to accurately forecast financing required or inability to operate within the limits of financing provided.

The 1954-55 Governor's Budget for this facility proposed a total expenditure for support of \$2,867,702. The Legislature effected reductions totaling \$26,605, or 0.9 percent of the original request. This left an expenditure program authorized by the Legislature in the amount of \$2,841,097. It now appears that on the basis of the revised 1954-55 expenditures as reflected in the Governor's Budget, the agency proposes to spend \$2,880,499. This is \$39,402, or 1.4 percent in excess of the expenditures authorized by the Legislature.

These excess expenditures of \$39,402 not only completely offset the legislative deletions of \$26,605, but provided a further sum of \$12,797 for support over and above the amount of expenditures contemplated in the original 1954-55 Governor's Budget.

State Prison at Folsom—Continued

While some flexibility in the matter of transferring funds may be a desirable management device, we believe that generally the expenditure programs of well established facilities should be held within the limits of legislatively approved amounts, less any savings effected through reduced costs.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$1,837,452. This represents an increase of \$87,796 or 5.0 percent over the total of \$1,749,656 scheduled for expenditure in this category during 1954-55.

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

Merit salary increases on 370.8 established positions	\$2,036
A total of 18 proposed new positions costing	77,460
A change in estimated salary savings of	8,300
Total increase in salaries and wages	\$87,796

A total of 370.8 positions are presently authorized. The agency is requesting an additional 18 proposed new positions. This represents an increase of 4.9 percent in staff, as compared to no increase in population at this facility.

It is therefore apparent that the requested new positions will permit an improvement in the level of service.

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

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1945-46	234	512,928	1,886	272	---	---
1946-47	224.4	491,885	2,185	225	-47	-17.3
1947-48*	273.7	486,091	2,360	206	-19	-8.4
1948-49	304	539,904	2,535	213	7	3.4
1949-50	332.4	590,342	2,750	215	2	0.9
1950-51	331.7	539,099	2,738	215	---	---
1951-52	323.8	575,069	2,415	238	23	10.8
1952-53	330.3	586,613	2,212	265	27	11.3
1953-54	338.2	600,643	2,500	240	-25	-9.4
1954-55†	351	623,376	2,600	240	---	---
1955-56‡	367	651,792	2,600	251	11	4.6

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

‡ Budget request.

Under the proposed budget request for 1955-56 the level of service will average 251 hours per inmate.

This is 11 hours, or 4.6 percent above the level now scheduled for 1954-55.

It is 45 hours, or 21.8 percent above the minimum level of service of 206 hours, experienced in 1947-48 during the period of 11 fiscal years, reflected in the above table.

State Prison at Folsom—Continued

crew from both the standpoint of work performance and custodial security, particularly where the nature of the work performance does not require highly technical knowledge.

The promulgation of the philosophy of "dual supervision" over inmates assigned to assist in carrying out institutional functions has contributed its share to steadily mounting costs, and in many cases, unnecessarily, we believe.

In view of the inadequacy of the justification we recommend deletion of the position of storekeeper II.

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

Fiscal year	Total custodial employees	Total annual man-hours	Average population	Custodial level of service	Increase over prior year	
					Amount	Percent
1945-46-----	175	383,600	1,886	203	---	---
1946-47-----	173.8	380,970	2,185	174	-29	-14.3
1947-48*-----	214.2	380,419	2,360	161	-13	-7.5
1948-49-----	233	413,808	2,535	163	2	1.2
1949-50-----	248.1	440,626	2,750	160	-3	-1.8
1950-51-----	247.9	440,270	2,738	161	1	.6
1951-52-----	236.9	420,734	2,415	174	13	8.1
1952-53-----	242.4	430,502	2,212	195	21	12.1
1953-54-----	253	449,328	2,500	180	-15	-7.7
1954-55†-----	259	459,984	2,600	177	-3	-1.7
1955-56‡-----	265	470,640	2,600	181	4	2.3

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

‡ Budget request.

Under the proposed budget request for 1955-56 the level of service will average 181 hours per inmate.

This is 4 hours, or 2.3 percent above the level now scheduled for 1954-55.

It is 21 hours, or 13.1 percent above the minimum level of service of 160 hours, experienced in 1949-50 during the period of 11 fiscal years, reflected in the above table.

With reference to the general level of improved custody coverage that has developed at this facility, we direct attention to the fact that in 1948-49, when the population at Folsom State Prison was 2,535 or just 65 fewer inmates than the 2,600 figure which is scheduled to prevail in both the current and budget years, the custodial problems were covered by 233 correctional officer positions.

The 1954-55 budget provides 26, or 11.2 percent, more such positions for a comparable population.

With the total additional custody staff requested, 32 or 13.7 percent more positions would be provided to handle the same basic security problem.

In the interval sizeable sums have been spent to provide an in-service training program to make the custody function more effective and the individual officers more efficient. These developments, if achieved, can rightfully be expected to contribute something toward reducing the necessity of continuing to seek annual augmentations of staff for security purposes over a numerically stabilized population.

State Prison at Folsom—Continued

9 Correctional officers (*Budget page 138, line 16*)

(3 expire 6-30-56) ----- \$34,290

The above request for nine additional officers is made up of augmentations in two areas:

The first is a request for three additional officers in the segregation unit, at a salary cost of \$11,430.

The second is a request for two officers for No. 6 Post to cover former canal area at a cost of \$7,620.

Full relief for the above posts and existing custodial staff would require an additional four positions at a cost of \$15,240.

The three officers for the segregation unit consisting of three floors with a total capacity of 138 cells, are to permit the agency to provide one officer on each of the three floors for each shift, rather than the present two officers for three floors on each shift as now covered.

The present shift coverage is as follows:

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
Building No. 4, Segregation, all floors—			
Correctional sergeant -----		1	
Correctional officer -----	2	2	2
Totals: 1 sergeant, 6 officers			

With the additional three requested positions the coverage would then be as follows:

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
Building No. 4, Segregation:			
All floors: Correctional sergeant -----		1	
First floor: Correctional officer -----	1	1	1
Second floor: Correctional officer -----	1	1	1
Third floor: Correctional officer -----	1	1	1
Totals: 1 sergeant, 9 officers			

At present it is stated that some coverage is being provided by one added officer now on the second shift, 8 a.m.-4 p.m., by detaching this officer from another post assignment, apparently considered of lower priority in terms of need. The agency failed to state in its justification which post was being left uncovered and on which shift in order to currently augment the coverage on the segregation unit.

This point should be clarified.

We recommend deletion of two of the requested positions effecting a reduction of \$7,620 in salaries and wages and the allowance of one position to augment coverage on the second shift only.

This would permit coverage as follows:

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
Building No. 4, Segregation:			
All floors, Correctional sergeant -----		1	
All floors, Correctional officer -----	2		2
First floor -----		1	
Second floor -----		1	
Third floor -----		1	
Totals: 1 sergeant, 7 officers			

The above allowance will give the impact of the added custodial coverage on the second shift where the agency has felt the greatest need.

Other factors impel us to recommend the deletion of the other two positions sought for this same unit.

State Prison at Folsom—Continued

In the first place, capital outlay provisions are being approved to revamp the locking system on additional cells in this building. This will enable the custodial officer to engage in selective opening of any individual cell by remote control thus reducing some of the hazards stated to prevail by the agency.

Further, this building is so constructed that the three separate floors are isolated from each other by locking corridor doors. We also note that a substantial number of the 138 inmates are in segregation for their own self protection and do not pose the same security risk as a consequence.

2 Correctional officers (Budget page 138, line 16)----- \$7,620

These positions, part of the total request of nine, are to continue until June 30, 1956, presently authorized positions scheduled to expire with the end of the current fiscal period.

We recommend approval of the two positions for Post 6, on a limited basis, to expire June 30, 1956.

These positions were established on a limited basis starting in 1953-54 to permit security control over an area formerly bounded by a canal. The latter natural barrier had its water level substantially altered pursuant the construction of Folsom Dam, thus reducing the canal's effectiveness as a natural barrier.

The 1955-56 fiscal period will be the third year on a limited basis that these positions will be in the budget. The current cost, with relief positions is in excess of \$12,000 per year.

Every effort should be made to expedite the construction necessary to eliminate the necessity for any further extension of these positions beyond 1955-56.

Concurrent with our recommended deletion of two positions for the segregation unit, we recommend allowances for relief should be reduced by two positions, reducing salaries and wages by \$7,620.

We have recommended approval of three correctional officer positions requiring 0.6 of a position for each for relief purposes. Thus, relief positions total 1.8, plus the approved three, making 4.8, or five positions to be allowed out of the nine requested. This necessitates deleting the two for the segregation unit plus two of the four stated to be for relief.

On the basis of the budget presentation it appears that relief requirements were overstated to the extent of one position.

Operating Expenses

Operating expenses are scheduled at \$1,184,420 for 1955-56. This is a decrease of \$2,039 or 0.2 percent under the amount of \$1,186,459 estimated to be expended in the 1954-55 Fiscal Year.

State Prison at Folsom—Continued

The request by function for operating expenses is indicated below:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration	\$25,435	\$25,675	\$240	0.9
Support and subsistence	794,540	794,880	340	---
Care and welfare	75,590	79,805	4,215	5.6
Maintenance and operation of plant	197,565	192,695	—4,870	—2.5
Emergency forest fire suppression	1,964	---	—1,964	—100.0
Federal forestry camps	24,410	24,410	---	---
State forestry camps	66,955	66,955	---	---
Totals	\$1,186,459	\$1,184,420	—\$2,039	—0.2

Equipment

Equipment expenditures are scheduled at \$47,275 for 1955-56. This is a decrease of \$5,906 or 11.1 percent under the amount of \$53,181 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$47,275 requested for equipment, the sum of \$35,670 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 4.5 percent of an equipment investment of \$795,207 on June 30, 1954.

The total equipment investment on a per capita basis is as of June 30, 1954, 281.89 per inmate.

The request by function for replacement equipment is as follows:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Support and subsistence	\$13,906	\$18,656	\$4,750	34.2
Care and welfare	6,255	4,701	—1,554	—24.8
Maintenance and operation of plant	19,778	10,108	—9,670	—48.9
State forestry camp	100	2,026	1,926	1,926.0
Totals	\$40,516	\$35,670	—\$4,846	—12.0

The further sum of \$11,605 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration	\$567	\$649	\$82	14.5
Support and subsistence	5,342	735	—4,607	—86.2
Care and welfare	3,719	6,971	3,252	87.4
Maintenance and operation of plant	2,892	3,088	196	6.8
State forestry camp	145	162	17	11.7
Totals	\$12,665	\$11,605	—\$1,060	—8.4

It is to be noted that where items of additional equipment are not directly related to population increases or other workload changes, the acquisition of such items represents an improvement in the level of service. Such items also tend to build up subsequent requirements for replacement items.

The budget as originally submitted by this facility requested \$164,881 for equipment.

State Prison at Folsom—Continued

Joint conferences were held with the agency and Department of Finance staff members, and a careful review of equipment requests was made. This review may be supplemented where necessary by personal inspection and appraisal in the field.

As a result, equipment requests were modified to the extent that equipment was reduced from \$164,881 to \$47,275, a saving of \$117,606, or 71.3 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted, with the exception of three replacement automobiles.

Included in the request for equipment is the sum of \$3,150 for the acquisition of three replacement automobiles.

We recommend deletion of this amount, in line with the policy recommendation by this office, for fleet management operation of vehicles as discussed under the item for departmental administration.

Department of Corrections
STATE PRISON AT SAN QUENTIN

ITEM 56 of the Budget Bill

Budget page 143

Budget line No. 23

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

Amount requested	\$4,894,551
Estimated to be expended in 1954-55 Fiscal Year	4,573,803
Increase (7.0 percent)	\$320,748

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$187,970	\$149,384	\$38,586	153	42
Operating expense	148,245	122,345	25,900	153	43
Equipment	15,974	9,300	6,674	153	44
Inmate paywork projects	6,282	6,282	---	153	45
Less:					
Increased					
reimbursements	—37,723	—37,723	---	153	49
Total increase	\$320,748	\$249,588	\$71,160	153	62

RECOMMENDATIONS

Amount budgeted	\$4,894,551
Legislative Auditor's recommendation	4,816,001
Reduction	\$78,550

San Quentin Prison provides facilities for a proposed population of 4,450 inmates, 830 of which are in the Reception Guidance Center, which receives and processes commitments from Northern California.

The institution provides for both maximum and medium security types.

Highway road camps, federal forestry camps, and state forestry camps are also a part of the total operational program.

ANALYSIS

The recommended reduction of \$78,550 consists of the following amounts in the categories indicated:

State Prison at San Quentin—Continued

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
1 Correctional sergeant	\$4,296	148	29
5 Correctional officers	19,050	148	30
4 Medical technical assistants.....	15,240	148	33
2 Instructor in behavior adjustment.....	10,464	150	56
12 positions, reducing salaries and wages by.....	\$49,050		

It should be noted that even with the recommended deletion of the above 12 positions the agency will still receive the benefit of a total of 22 new positions involving an increase of \$107,280 in salaries and wages.

	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Operating expense			
Adjusted clothing ration.....	\$25,900	146	63
Reduction in operating expenses.....	\$25,900		
Equipment			
3 Automobiles, replacement.....	\$3,600	150	13
Reduction in equipment.....	\$3,600		
Total recommended reduction.....	\$78,550		

Per Capita Costs—State Prison at San Quentin

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1946-47.....	4,066	\$543	---	---
1947-48*.....	4,377	665	\$122	22.5
1948-49.....	4,638	717	52	7.8
1949-50.....	4,702	691	—26	—3.6
1950-51.....	4,518	785	94	13.6
1951-52.....	4,359	874	89	11.3
1952-53.....	4,488	925	51	5.8
1953-54.....	4,581	958	33	3.6
1954-55.....	4,513	1,000	42	4.4
1955-56.....	4,450	1,077	77	7.7

* 40-hour week became effective.

The total support budget of this facility is scheduled to increase \$339,648 or 7.1 percent.

Population at the institution is anticipated to average 4,450 inmates, a decrease of 63, or 1.4 percent.

This results in the per capita cost going from \$1,000 to \$1,077, an increase of \$77 or 7.7 percent.

The anticipated decline in average population to 4,450 inmates will place the operations from this standpoint at a figure comparable to the 1952-53 Fiscal Year when the population was 4,488, and the per capita cost was \$925.

The 1955-56 projected per capita cost thus reflects an increase of \$152 or 16.4 percent during the intervening two-year period in the comparison.

At the time the 1954-55 Governor's Support Budget for this facility was presented, it contemplated an estimated per capita cost, for 4,269 inmates of \$1,032 for the 1954-55 Fiscal Year.

State Prison at San Quentin—Continued

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 based on 4,513 inmates has been revised from \$1,032 to \$1,000, a decrease of \$32, or 3.1 percent.

This is an anticipated trend where population estimates are revised upwards. We have made a more detailed comparison of the budget of this agency with respect to the 1954-55 proposed expenditure program as submitted to the Legislature and that same program for 1954-55 as now revised and shown in the 1955-56 Governor's Budget.

The 1954-55 Governor's Budget for San Quentin proposed total expenditures for support of \$4,728,815. Legislative deletions totaled \$11,756. This left a net authorized expenditure program of \$4,717,059.

On the basis of the revised estimate for 1954-55 as shown in the 1955-56 Governor's Budget, the total expenditures for support are now scheduled at \$4,783,703. This is an increase of \$66,644 over the program originally authorized.

A comparison of the 1954-55 Governor's Budget proposed expenditures with the revised estimate for 1954-55 as reflected in the 1955-56 Governor's Budget may be shown as follows:

	<i>Per 1954-55 Governor's Budget</i>	<i>Revised for 1954-55 per 1955-56 Governor's Budget</i>	<i>Increase over original 1954-55 Governor's Budget</i>
Institution operations: -----	\$4,228,699	\$4,327,269	
Legislative deletion -----	11,756	-----	
Institution adjusted expenditure: -----	\$4,216,943	\$4,327,269	\$110,326
Reception guidance center -----	155,329	154,404	—925
Emergency forest fire suppression -----	-----	—18,729	—18,729
Camps -----	140,787	110,859	—29,928
Totals, support -----	\$4,513,059	\$4,573,803	\$60,744
Contributions, retirement fund -----	204,000	209,900	5,900
Total expenditures, support -----	\$4,717,059	\$4,783,703	\$66,644

From the foregoing figures it is evident that the institutional operations exceeded the initially authorized expenditure program by \$110,326.

The agency saved a total of \$49,582 from operations of the Guidance Center and Camps, and the excess of reimbursements over expenditures for emergency forest fire suppression services reducing the excess support expenditure to \$60,744.

Contributions to the retirement fund were apparently underestimated in the amount of \$5,900.

The net result is that total expenditures for support in the current fiscal year will exceed the 1954-55 Governor's Budget by \$66,644.

The increased institutional expenditures of \$110,326 over the original 1954-55 Governor's Budget level is traceable primarily to increased feeding costs due to the increase in population from 4,269 to 4,513, a gain of 244 inmates or 5.7 percent. The revised 1954-55 feeding estimate has been increased \$94,460 or 9.4 percent.

Operating expenses under the care and welfare function resulting from increased population were advanced by \$9,205, which together

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with the increased food costs of \$94,460 abovementioned, and a \$5,140 loss in reimbursements totals \$108,805, thus accounting for practically all of the \$110,326 added expenditure in the re-estimated figure for 1954-55.

In reviewing the 1954-55 expenditures, as revised, and comparing them by function and category of expenditure with the original Governor's Budget, we find several instances where if the agency were held to a strict budgetary control policy, in our opinion the level of expenditure now set forth for 1954-55 could have been reduced in the approximate amount of \$10,000.

This would necessitate that the agency not exceed the net authorized dollar level of expenditures for salaries and wages and utilize increased reimbursements to reduce levels of expenditure below those originally contemplated by the 1954-55 Governor's Budget.

The foregoing policy if applied to initially sound budgeting practices would result in savings of many thousands of dollars on a departmental wide basis, with correspondingly greater savings throughout the State as a whole.

We are not critical of the budget of this particular agency as being in a class by itself with respect to our preceding comments. We merely use it as an example of what we believe can and should be done to tighten our fiscal controls on a state-wide basis.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$2,913,625. This represents an increase of \$187,970 or 6.9 percent over the total of \$2,725,655 scheduled for expenditure in this category during 1954-55.

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

Merit salary increases on 575.3 established positions.....	\$41,140
A total of 34 proposed new positions costing	156,330
A change in estimated salary savings of (decrease).....	—9,500
Total increase in salaries and wages	\$187,970

A total of 575.3 positions are presently authorized. The agency is requesting an additional 34 proposed new positions. This represents an increase of 5.9 percent in staff, as compared to a 1.4 percent decrease in population at this facility, including guidance center but exclusive of camps.

When compared to the present level of staffing which is one position for each 7.8 inmates it is apparent that the allowance of the requested new positions will represent a substantial improvement in the level of service.

Assuming that the agency was adequately budgeted for its original 1954-55 population forecast of 4,269 inmates, the population increase now posed by the 1955-56 forecast of 4,450 represents a gain of 181 inmates or 4.2 percent.

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

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Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1945-46	344	754,048	3,775	200		
1946-47	340.1	745,499	4,066	183	-17	-8.5
1947-48*	423.4	751,958	4,377	172	-11	-6.0
1948-49	508	902,208	4,638	195	23	13.4
1949-50	521	925,296	4,702	197	2	1.0
1950-51	499.1	886,402	4,518	196	-1	-0.5
1951-52	476.7	846,619	4,359	194	-2	-1.0
1952-53	486.2	863,491	4,488	192	-2	-1.0
1953-54	500.2	888,355	4,581	194	2	1.0
1954-55†	509.8	905,405	4,513	201	7	3.6
1955-56†	539.3	957,797	4,450	215	14	7.0

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

‡ Budget request.

Under the proposed budget request for 1955-56 the level of service will average 215 hours per inmate.

This is 14 hours, or 7.0 percent above the level now scheduled for 1954-55.

It is 43 hours, or 25.0 percent above the minimum level of service of 172 hours, experienced in 1947-48 during the period of 11 fiscal years, reflected in the above table.

From the standpoint of a comparison of the staffing now stated to be required to operate the program, the above table shows that for a comparable population of 4,488 (actually 38 more inmates) in 1952-53, a total of only 486 employees were utilized. It now appears that in 1955-56, it will require 539 employees, an increase of 53 or 10.9 percent more staff to service 38 or approximately 1 percent fewer inmates.

It should be recognized, however, that 15 of the requested 34 new positions are actually transfer positions of instructors and to this extent may not be considered as a real augmentation of prior levels of service for education and vocational activities.

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

<i>Functions and positions</i>		<i>Budget</i>		
Care and Welfare		<i>Amount</i>	<i>Page</i>	<i>Line</i>
Custodial and personal care				
* 1 correctional sergeant	-----	\$4,296	148	29
* 5 correctional officers	-----	19,050	148	30
Psychiatric care				
2 senior sociologists	-----	9,960	148	32
* 4 medical technical assistants	-----	15,240	148	33
2 intermediate typist-clerks	-----	5,688	148	34
Education and religion				
1 instructor in auto mechanics	-----	5,772	148	36
1 instructor in body and fender repair	-----	5,772	148	37
1 instructor in book repair	-----	5,232	148	38
1 instructor in carpentry	-----	5,772	148	39
1 instructor in dental laboratory techniques	-----	5,772	148	41
1 instructor in drafting	-----	5,772	148	42
1 instructor in garment making	-----	4,740	148	43
1 instructor in general shop	-----	5,772	148	44
1 instructor in landscape gardening	-----	5,772	148	45
1 instructor in machine shop practices	-----	5,772	148	46
1 instructor in practical nursing	-----	5,772	148	47
1 instructor in printing	-----	5,772	148	48
1 instructor in shoemaking	-----	5,772	148	49
Classification and parole				
1 parole officer I	-----	4,512	148	51
2 intermediate typist-clerks	-----	5,688	148	52
Reception-guidance center				
1 senior sociologist	-----	4,980	150	54
1 intermediate typist-clerk	-----	2,988	150	55
* 2 instructors in behavior adjustment	-----	10,464	150	56
34 Totals	-----	\$156,330		

* Recommended for deletion.

The requested 34 proposed new positions may be grouped as follows:
Six are custodial officers to increase custodial coverage.

Eight, consisting of two senior sociologists, four medical technical assistants, and two intermediate typist-clerks, are to implement the psychiatric services.

Thirteen are vocational instructor positions, transfers from school district pay rolls, as discussed and recommended for approval in the state prisons, and institutions summary section at the beginning of the analysis on the Department of Corrections.

Two are instructors in behavior adjustment for the Reception-Guidance Center as discussed and recommended for deletion in the same summary section referred to above.

Two, consisting of one senior sociologist and one intermediate typist-clerk, are for work load factors in the Reception-Guidance Center which are recommended for approval.

Three, consisting of one parole officer I and two intermediate typist-clerks, are recommended for approval on the basis of work load factors, for the classification and parole function.

Pursuant to the comments in connection with each of the above six major groupings, we shall discuss in further detail the requests incorporated in each of the first two groups relating to added custodial coverages and psychiatric services respectively.

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Prior to any analysis of the merits of each of the six additional custodial positions here sought to be established, perhaps a general concept of the extent of present security services at this institution should be obtained.

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

Custodial Level of Service—Employee Hours Available per Inmate

<i>Fiscal year</i>	<i>Total custodial employees</i>	<i>Total annual man-hours</i>	<i>Average population</i>	<i>Custodial level of service</i>	<i>Increase over prior year</i>	
					<i>Amount</i>	<i>Percent</i>
1945-46 -----	249	545,808	3,775	145		
1946-47 -----	256.1	561,371	4,066	138	—7	—4.8
1947-48* -----	304.5	540,792	4,377	124	—14	—10.1
1948-49 -----	358.6	636,874	4,638	137	13	10.5
1949-50 -----	361.4	641,846	4,702	137		
1950-51 -----	345.4	613,430	4,518	136	—1	—0.7
1951-52 -----	325.6	578,266	4,359	133	—3	—2.2
1952-53 -----	327.8	582,183	4,488	130	—3	—2.3
1953-54 -----	335.5	595,848	4,581	130		
1954-55‡ -----	335	594,960	4,513	132	2	1.5
1955-56† -----	345	612,720	4,450	138	6	4.5

* Forty-hour week became effective.

‡ Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service for custody will average 138 hours per inmate.

This is 6 hours, or 4.5 percent above the level now scheduled for 1954-55.

It is 14 hours, or 11.3 percent above the minimum level of service of 124 hours, experienced in 1947-48 during the period of 11 fiscal years, reflected in the above table.

We direct attention to the fact that in 1952-53 this facility operated with a population of 4,488 inmates and provided custody coverage with 327.8 positions. There are already authorized 335 such positions with which the agency is servicing 4,513 inmates in the current fiscal year.

Now with a reduction in average population forecast for 1955-56 it seeks to further augment this type of staffing.

The above table shows that in 1947-48 the agency operated with only 304.5 custodial positions for a population of 4,377 inmates which is only 73 fewer inmates than it proposes for the budget year under consideration. This small change on a population base in excess of 4,000 normally should not affect custodial requirements at all.

We submit that an operation formerly utilizing a custody staff of 304.5 positions and that now has available 335 such positions, an increase of 30.5 or 10 percent in strength, hardly warrants a further augmentation of six positions on the basis of demonstrated past performance and the general factors of over-all security workload reflected in the comparisons made above.

While we shall explore the individual requests on a post assignment basis as presented in the budget we nevertheless point out that there is nothing sacred about any individual post assignment. Management has, as it rightfully should, the prerogative to reassign existing officers

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to cover any specific situation that it deems to have a higher priority for security purposes or other valid reasons.

It therefore follows that within the complement of the 30 positions referred to above, it would be possible to utilize a portion to cover any or all of the four additional posts plus relief now sought to be established.

1 Correctional sergeant (Budget page 148, line 29)----- \$4,296

This position, No. 228 in post assignment schedule, is requested to provide for coverage in the south building and the hospital during the first shift, 12 midnight to 8 a.m. It is stated that he would supervise correctional officers assigned there and indirectly supervise 2,000 inmates housed in double-celled barracks in the area, approximately 50 percent of whom are maximum security cases. It is also stated that the early morning activities such as breakfast line occur on this shift.

The budget on page 144, lines 20 to 23 inclusive, represents the coverage and new positions as follows:

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
South Building -----	1 ^a	1	1

^a Proposed new position.

The coverage for South Building as represented by the above tabular presentation in the budget conveys the impression that only one man is utilized on each of two shifts and the first shift is uncovered.

Examination of the post assignment schedule for this institution indicates that there are 12 posts for correctional officers to cover the south building plus four posts for correctional officers to cover the south building gun walks or a total of 16 posts for coverage of this unit in addition to the two sergeants or 18 posts in all.

Based on the post assignment schedule, a tabular presentation of the present authorized coverage of this building plus the requested new position would appear as follows:

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
<i>South Building Floor:</i>			
Correctional Sergeant No. 228-----	1 ^a	1	1
Correctional officer -----	4	4	4
<i>South Building, Gun Walk:</i>			
Correctional officer -----	2		2
Totals: Established -----	6	5	7
Proposed new ^a -----	1		

^a Proposed new position.

From the foregoing it is evident that six positions cover the 12 m.-8 a.m. shift, five positions cover the 8 a.m.-4 p.m. shift, and seven positions are on the 4 p.m.-12 m. shift.

The agency justification also mentions the hospital as an area where the requested sergeant would have supervision over the officers. The post assignment schedule indicates that one officer is on duty during the shift for which the additional sergeant is requested.

The agency justification states that the requested position of sergeant would " * * * indirectly supervise 2,000 inmates housed in double

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celled barracks in the area, approximately 50 percent of whom are maximum security cases." (Emphasis added.)

We are somewhat confused by both the statement and the terminology, emphasized in the above quotation, which appears as a part of agency justification as shown in the budget on page 144, lines 24 to 27 inclusive.

An examination of "Appendix A, Statement of Capacity and Population, By Housing Unit" which appears as a part of the post assignment schedule, as well as a perusal of the post assignment schedule itself fails to disclose any housing units identified as either "barracks" or "double-celled barracks." Likewise we cannot locate any housing unit housing "2,000 inmates" as stated in above mentioned statement in the budget.

We are forced to conclude that the agency and the Department of Finance perhaps are referring to the "South Building" as shown on budget page 144, line 23, rather than some other housing unit or units in addition thereto as justification statements would seem to imply.

If we are correct in this conclusion, then another discrepancy seems to appear in the justification relative to the statement that there are "* * * 2,000 inmates housed in double-celled barracks * * *."

Again, referring to the populations of the various housing units at San Quentin, we find that "South Block" also officially referred to as "South Building" on the post assignment schedule is projected to house 1,553 inmates which is 447 inmates less than the 2,000-figure used in the budget statement. It would, therefore, appear that the number of inmates has been overstated by 28.8 percent. The Department of Finance should clarify this point.

We find no substance to the agency justification to support the need for added supervision over the correctional officers assigned to supervise the inmates in the area under question.

We recommend deletion of the position of correctional sergeant.

1 Correctional officer—No. 11 Wall Post (Budget page 148,
line 30) ----- \$3,810

This position No. 238 on the post assignment schedule is requested for coverage on the day shift on a five-day week basis to observe the new industrial area situated at the east end of the new cotton textile mill. The mill will employ 550 inmates in the area.

We recommend deletion of the position.

We point out that this position is apparently being requested only because of the contemplated activation of the cotton textile mill to be operated as a correctional industries enterprise and is for the sole purpose of custody observation in the new industrial area. Since this is an expense item created pursuant to correctional industries activity, if the post is to be covered the expense thereof should, in our opinion, be charged to the Correctional Industries Revolving Fund and not to the General Fund support budget.

This should be the case whether the post is activated by hiring additional personnel in the Revolving Fund Budget, or is covered by reassignment of existing support personnel from the surplus level of coverage already provided in the existing support budget. In the latter

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event, of course, the support budget should receive reimbursement from correctional industries. Better budgeting, however, would dictate that the position appear directly in the Correctional Industries Revolving Fund.

Aside from the fact that the item does not appear to be a proper charge to support expenditures, we direct attention to the fact that the operation of the cotton textile mill will employ 550 inmates, which per se will be extracted from other activities at other points in the institutional operations. Thus, to that extent (12.4 percent of total population), there will be a shift in the required intensity of custodial coverage now afforded. It appears reasonable that management be expected to make some corresponding shift in present custody assignments to cover the post in question, if such post rates sufficient priority over other established security coverages now provided.

The population being transferred to a different location on the same premises is greater numerically than the 400 average population of the California Men's Colony in the current year utilizing 82 correctional officers.

It is likewise greater than the 500 average population for the entire Tehachapi Camp operation projected for 1956 and which will utilize 72 correctional officers.

While the proportionate relationship of custodial coverage to inmate population at each of the two latter institutions is somewhat higher than custody at San Quentin, nevertheless, with 335 presently available positions for custody, San Quentin has a greater absorption factor in terms of its previously demonstrated operations utilizing less staff.

A review of the post assignment schedule furnished by the institution shows the following established posts as being presently covered, and in the description of the area serviced, each of these posts overlooks the new industrial area in whole or in part:

Assignment No.	Location
182-----	} No. 8 post wall
183-----	
184-----	
185-----	} No. 7 post wall
186-----	
190-----	No. 12 post wall
191-----	No. 7 post wall
196-----	} No. 13 post wall
197-----	
198-----	
199-----	No. 10 post wall
11 Totals -----	6

From the above it appears that 11 officers, plus appropriate relief, are covering six posts all of which provide some coverage over the new industrial area in question.

We point out that the Legislature added seven officer positions to this facility in 1953-54 based upon the contention of the agency that it would achieve a population of 4,750 inmates during that fiscal period

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based upon a revised estimate made during the committee hearings on this budget.

The 1953-54 Governor's Budget as printed had estimated a population of 4,370.

We submit that since the agency obtained seven additional correctional officer positions in 1953-54, based upon a represented re-estimated population increase of 380 more inmates, and the actual increase turned out to be only 169 above the original Governor's Budget estimate of 4,370, it hardly is in a sound position to request further increases at this time.

It should be noted that the 4,750 estimate offered as justification at that time is still 300 inmates higher than is anticipated under the 1955-56 program. It might be more appropriate to consider deleting a portion of the seven officers allowed in 1953-54 rather than augmenting the budget at this time.

We therefore cannot concur in the request for additional custody positions to raise the level of staffing for this purpose.

2 Correctional officers (old prison segregation unit) (Budget page 148, line 30) ----- \$7,620

These positions assignment Nos. 247 and 248 are requested to provide coverage 24 hours per day, seven days per week in the old prison building, segregation unit, housing 80 inmates.

We recommend deletion of the two correctional officer positions.

The coverage of two officers, Nos. 142 and 143, available for this unit together with proposed new positions may be shown as follows:

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
Old prison—segregation unit			
Existing correctional officers: -----		2	
Proposed new positions: -----	1		1

The additional coverage is proposed to permit one officer on each of the two shifts 12 m.-8 a.m. and 4 p.m.-12 m.

We note that the Budget states on page 144, line 37, that this unit houses 80 inmates. However, Appendix A, which is the agency statement of capacities and population of the various units, shows that the capacity of this unit is 96, but only 67 inmates were housed there as of June 30, 1954. The Department of Finance should explain the basis for their count figure as reflected in the Budget.

According to the post assignment schedules for both 1953-54 and 1954-55, this unit has operated with the present coverage during both of those fiscal periods when the average institutional population was higher than is now forecast for 1955-56.

The agency has not presented any factual evidence to support the inadequacy of the present coverage nor to show how such inadequacy, if in fact it existed, was the primary cause of any serious problems and how such problems would cease to exist as a result of increasing the coverage.

In view of the lack of justification and the collateral evidence of the indicated adequacy of total institutional coverage as recited above in

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the various comparisons made in discussing the merits of other requests for correctional officers in this budget, we cannot concur in the agency request.

2 Correctional officers—relief (Budget page 148, line 30)----- \$7,620

The above positions are for relief coverage related to the other agency requests.

We accordingly recommend deletion of the above two positions as being unnecessary in the light of our prior recommendations above on the actual post coverage positions.

4 Medical technical assistants (Budget page 148, line 33)----- \$15,240

The agency states that it is requesting the above positions "to provide complete 24-hour, seven-day coverage by a medical technical assistant, nurse, or correctional officer for all four floors of the hospital, which includes the 110 psychiatric beds located on the second, third, and fourth floors, plus one position for X-ray services, one for laboratory technician services, and one for outpatients on the first floor."

We recommend deletion of the four positions of medical technical assistant, reducing salaries and wages by \$15,240.

On the basis of the statement made in the justification in the Budget on page 144, lines 44-48 inclusive, the coverage requested would be as follows:

Table A
Schedule of Position Coverage for Nursing, Medical Technical Assistant,
and Custodial Personnel, Requested per 1955-56 Governor's
Budget, San Quentin Hospital

	Shifts		
	12 m.-8 a.m.	8 a.m.-4 p.m.	4 p.m.-12 m.
Hospital, 1st floor (clinic)-----	1	1	1
Hospital, 2d floor (33 beds)-----	1	1	1
Hospital, 3d floor (49 beds)-----	1	1	1
Hospital, 4th floor (40 beds)-----	1	1	1
Subtotal: 12 positions-----	4	4	4
X-ray services-----		1	
Lab technician services-----		1	
Outpatients, 1st floor-----		1	
Total: 15 positions-----	4	7	4
Relief: 9 positions-----			

Total required: 24 positions

Fifteen positions plus full relief for seven-day operations require an additional nine positions making a total of 24 positions to provide the requested coverage.

In order to determine the number of positions available on the existing staff, reference was made to the post assignment schedule supplied by the agency indicating assignments of both custodial and medical personnel to the hospital and allied functions. The data extracted from these schedules are reflected in Tables B and C on the following page.

Distribution of Custody Posts in San Quentin Hospital—Existing Positions

Table B as per Custodial Post Assignment Schedule				Table C as per Medical Post Assignment Schedule			
Position No.	Position title	Shift, hours	Location of position coverage	Position No.	Position title	Shift, hours	Location of position coverage
26	Correctional sergeant.....	8 a.m.- 4 p.m.	Hospital.....	26	Correctional sergeant.....	8 a.m.- 4 p.m.	Entire hospital
99	Correctional officer.....	8 a.m.- 4 p.m.	Hospital.....	99	Correctional officer.....	Not shown	Clinic door and first floor
100	Correctional officer.....	8 a.m.- 4 p.m.	Hospital.....	100	Correctional officer.....	4 a.m.-12 m.	Clinic door and first floor
101	Correctional officer.....	8 a.m.- 4 p.m.	Hospital.....	101	Correctional officer.....	12 m. - 8 a.m.	Clinic door and first floor
102	Correctional officer.....	4 p.m.-12 m.	Hospital.....	102	Correctional officer.....	8 a.m.- 4 p.m.	Second floor
103	Correctional officer.....	12 m. - 8 a.m.	Hospital.....	103	Correctional officer.....	4 p.m.-12 m.	Second floor
104	Correctional officer.....	8 a.m.- 4 p.m.	Psychiatric ward.....	104	Correctional officer.....	12 m. - 8 a.m.	Second floor
105	Correctional officer.....	4 p.m.-12 m.	Psychiatric ward.....	105	Correctional officer.....	8 a.m.- 4 p.m.	Fourth floor
106	Correctional officer.....	12 m. - 8 a.m.	Psychiatric ward.....	106	Correctional officer.....	4 p.m.-12 m.	Fourth floor
221	Correctional sergeant.....	4 p.m.-12 m.	South building.....	221	Correctional sergeant.....	4 p.m.-12 m.	South building and hospital
107	Correctional officer.....	8 a.m.- 4 p.m.	Inspectoscope.....	107	Correctional officer.....	12 m. - 8 a.m.	Fourth floor

Full relief is shown for these 11 posts in post assignment schedule. Eleven, plus relief 6.6 = 17.6 positions now being utilized for hospital coverage.

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The data in Table B covering 11 posts was taken from the post assignment schedule as furnished by the custodial operation of this facility, and the data in Table C covering the same 11 positions was taken from the post assignment schedule furnished by the medical section at this facility.

In attempting to reconcile Table B with Table C we note that considerable confusion seems to exist between the custody and medical sections as to what time of day or on what shift these particular position assignments are to extend coverage.

Out of the 11 post numbers in the tables, there are only two, namely, 26 and 221, that agree on the shift during which these posts are to work. Even here there is not complete accord as to the actual area to be covered with reference to post 221.

With reference to post 107, it is difficult to understand how the custodial function can utilize this position to cover the inspectoscope from 8 a.m.-4 p.m., while the medical section claims that this same post is working on the fourth floor of the hospital from 12 midnight to 8 a.m.

There is complete disagreement between the agency functions as to what shift is covered by posts 99, 100, 101, 102, 103, 104, 105, and 106 in addition to those discrepancies previously mentioned.

The custodial post assignment schedule indicates that full relief coverage has been computed for each of the position numbers set forth in Table B.

There are 11 positions. Full relief coverage will provide an additional 6.6 positions, thus indicating that the agency already has budgeted a total of 17.6 positions for this phase of the hospital coverage provided by correctional officers.

The following Table D reflects the coverage presently budgeted in the hospital to provide medical technical assistants and nurses.

Table D
Nursing and Medical Technical Assistants-as per Medical Post Assignment Schedule, San Quentin Prison

<i>Position No.</i>	<i>Position title</i>	<i>Shift hours</i>	<i>Location of position coverage</i>
36	Supervising nurse I	8 a.m.-4 p.m.	Hospital wards, second floor
37	Supervising nurse I	8 a.m.-4 p.m.	Psychiatric wards, fourth floor
38	Supervising nurse I	8 a.m.-4 p.m.	Psychiatric wards, third floor
39	Surgical nurse	8 a.m.-4 p.m.	Hospital wards, second floor
40	Graduate nurse	8 a.m.-4 p.m.	Hospital wards, second floor
50	Medical technical assistant	8 a.m.-4 p.m.	First floor, inpatient department
51	Medical technical assistant	8 a.m.-4 p.m.	X-ray department
52	Laboratory technician (MTA)	8 a.m.-4 p.m.	Laboratory
53	Medical technician assistant	8 a.m.-4 p.m.	Psychiatric wards, third floor
54	Graduate nurse (MTA)	8 a.m.-4 p.m.	Psychiatric wards, third floor
55	Medical technical assistant	8 a.m.-4 p.m.	Entire hospital
—	occupational therapy		

* 11 positions

* No relief for these positions is shown in the post assignment schedule.

From Table D, we find that there are currently available 11 positions in the category of nurses and medical technical assistants.

From Tables B and C we find that there are currently available 17.6 positions in the custodial function.

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It thus appears that a present total of 28.6 positions are currently available to the agency "to provide complete 24-hour, seven-day, coverage by a medical technical assistant, nurse, or correctional officer for all four floors of the hospital * * * plus one position for X-ray services, one for laboratory technician services, and one for outpatients on the first floor."

Comparing the 28.6 positions presently available from Tables B, C and D with the 24 positions required as shown in Table A above, the obvious conclusion is that the agency not only does not require the four additional medical technical assistant positions, but in fact has 4.6 existing positions already budgeted in excess of its requirements, provided the agency has properly stated its needs both in the budget on page 144 and on the post assignment schedules it submitted.

We are inclined to the opinion that in view of the demonstrated inaccuracies and conflicts already presented in the agency records, *we are in no position to recommend approval of the requested four medical technical assistant positions.*

2 Senior sociologists (Budget page 148, line 32)----- \$9,960

The above two positions are requested as the result of an initial psychiatric work load study made by the agency to attempt to determine some of the qualitative and quantitative elements involved.

While admittedly limited in both scope and time, the results of the study tentatively indicated the need for some augmentation of staff. The present request represents some lowered adjustment of the staffing suggested in the study. *We recommend approval of the positions. We recommend that the agency continue to develop further standards of both accomplishment and needs in relation to the psychiatric program in order to test the validity of the present augmentation as well as lay the foundation for a method of evaluating future budget requests.*

Operating Expenses

Operating expenses are scheduled at \$2,275,610 for 1955-56. This is an increase of \$148,245 or 7.0 percent over the amount of \$2,127,365 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration -----	\$49,925	\$54,280	\$4,355	8.7
Support and subsistence -----	1,335,215	1,403,730	68,515	5.1
Care and welfare -----	167,705	171,730	4,025	2.4
Maintenance and operation of plant -----	393,275	434,730	42,455	10.5
Reception guidance center -----	7,440	8,900	1,460	19.6
Emergency forest fire suppression -----	5,305	---	—5,305	—100.0
Highway road camps -----	72,745	72,750	5	—
Federal forestry camps -----	32,200	32,200	---	—
State forestry camps -----	63,555	97,290	33,735	53.1
Totals -----	\$2,127,365	\$2,275,610	\$148,245	7.0

We recommend deletion of \$25,900 in operating expenses to adjust the clothing ration in line with our analysis of this item as discussed in the summary section at the start of the analysis on the Department of Corrections.

State Prison at San Quentin—Continued

Equipment

Equipment expenditures are scheduled at \$69,726 for 1955-56. This is an increase of \$15,974 or 29.7 percent over the amount of \$53,752 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$69,726 requested for equipment, the sum of \$53,985 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 3.3 percent of an equipment investment of \$1,636,849 on June 30, 1954.

The total equipment investment on a per capita basis is \$343.15 per inmate.

The request by function for replacement equipment is as follows:

Function	Replacement equipment			
	1954-55	1955-56	Increase	
			Amount	Percent
Administration	\$144	\$6,246	\$6,102	4237.5
Support and subsistence	19,922	18,072	—1,850	—9.3
Care and welfare	6,104	8,712	2,608	42.7
Maintenance and operation of plant	15,759	14,531	—1,228	—7.8
Reception guidance center	1,430	2,186	756	52.9
Highway road camp	1,226	1,568	342	27.9
State forestry camps	100	2,670	2,570	2570.0
Totals	\$44,685	\$53,985	\$9,300	20.8

The further sum of \$15,741 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	Additional equipment			
	1954-55	1955-56	Increase	
			Amount	Percent
Administration	\$335	\$466	\$131	39.1
Support and subsistence	1,283	500	—783	—61.0
Care and welfare	4,314	7,813	3,499	81.1
Maintenance and operation of plant	1,485	3,574	2,089	140.7
Reception guidance center	1,300	3,238	1,938	149.1
Highway road camps	250	50	—200	—80.0
State forestry camp	100	100	---	---
Totals	\$9,067	\$15,741	\$6,674	73.6

The budget as originally submitted by this facility requested \$157,665 for equipment.

Joint conferences were held with the agency and Department of Finance staff members, and a careful review of equipment requests was made. This review may be supplemented where necessary by personal inspection and appraisal in the field.

As a result, equipment requests were modified to the extent that they were reduced from \$157,665 to \$69,726, a saving of \$87,939, or 55.8 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted, with the exception of three replacement automobiles.

Included in the request for equipment is the sum of \$3,600 for the acquisition of three replacement automobiles.

We recommend deletion of this amount, in line with the policy recommendation by this office, for fleet management operation of vehicles as discussed under the item for departmental administration.

**Department of Corrections
STATE PRISON AT SOLEDAD**

ITEM 57 of the Budget Bill

Budget page 154
Budget line No. 27

For Support of the State Prison at Soledad From the General Fund

Amount requested	\$2,806,715
Estimated to be expended in 1954-55 Fiscal Year	2,599,579
 Increase (8.0 percent)	 \$207,136

Summary of Increase

		INCREASE DUE TO				
	Total increase	Work load or salary adjustments	New services	Budget page	Line No.	
Salaries and wages	\$146,710	\$85,570	\$61,140	162	33	
Operating expense	47,280	33,780	13,500	162	34	
Equipment	12,595	2,981	9,614	162	35	
Inmate pay	---	---	---	---	---	
Plus:						
Decreased reimburse-						
ments	551	551	---	162	40	
 Total increase	 \$207,136	 \$122,882	 \$84,254	 162	 47	

RECOMMENDATIONS

Amount budgeted	\$2,806,715
Legislative Auditor's recommendation	2,728,043
 Reduction	 \$78,672

The State Prison at Soledad is designated as a medium security institution, housing 1,500 inmates in the main institution and 700 inmates in barracks area. A substantial farming operation is carried on as a part of the program under correctional industries.

ANALYSIS

The recommended reduction of \$78,672 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget Page</i>	<i>Line</i>
1 Accounting technician II	\$3,456	156	60
1 Supervising cook II	4,296	157	37
1 Associate warden	8,112	158	71
4 Correctional sergeants	17,184	158	72
6 Correctional officers	22,860	158	73
1 Chief of institution maintenance	5,232	159	70
Reclassify seven sergeants to correctional officers	4,032		
 14 Positions, reducing salaries and wages by	 \$65,172		

It should be noted that even with the recommended deletion of the above 14 positions the agency will still receive the benefit of a total of 2.2 new positions and adjustments for overtime and fire fighting, involving an increase of \$9,308 in salaries and wages.

<i>Operating expense</i>	<i>Amount</i>	<i>Budget Page</i>	<i>Line</i>
Clothing ration adjustment	\$13,500	157	46
 Total recommended reduction	 \$78,672		

State Prison at Soledad—Continued

Fiscal year	Per Capita Costs		Increase over prior year	
	Institution population	Per capita cost	Amount	Percent
1946-47	50	\$1,971	---	---
1947-48	327	1,374	—\$597	—30.3
1948-49	651	1,090	—284	—20.7
1949-50	687	1,122	32	2.9
1950-51	684	1,245	123	11.0
1951-52	969	1,382	137	11.0
1952-53	1,825	1,150	—232	—16.8
1953-54	1,896	1,214	64	5.6
1954-55	2,175	1,196	—18	—1.5
1955-56	2,200	1,280	84	7.0

The total support budget of this facility is scheduled to increase \$207,636 or 7.6 percent.

Population at the institution is anticipated to average 2,200 inmates an increase of 25, or 1.1 percent.

This results in the per capita cost going from \$1,196 to \$1,280, an increase of \$84 or 7.0 percent.

At the time the 1954-55 Governor's Support Budget for this facility was presented, it contemplated an estimated institutional per capita cost for 2,200 inmates of \$1,193 for the 1954-55 Fiscal Year.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the institutional per capita figure for 1954-55 has been revised from \$1,193 for 2,200 inmates to \$1,196 for 2,175 inmates, an increase of \$3, or 0.3 percent.

The increase in per capita cost is traceable in part to failure of the facility to achieve the original average daily population forecast.

The 1954-55 Governor's Budget requested a total of \$2,513,314 for institutional operations. The Legislature reduced this original request in the amount of \$28,870, leaving a net of \$2,484,444 as the authorized expenditure level for institutional operations.

The 1955-56 Governor's Budget, now reflects this 1954-55 revised expenditure program in the amount of \$2,496,384, which is an excess expenditure of \$11,940 although the agency with a revised population of 2,175 will fail to achieve the original budgeted figure of 2,200 inmates.

The excess expenditures of \$11,940 represent 41.4 percent of the legislative deletions of \$28,870.

As a matter of fact an examination of the detail of the expenditures in the Soledad budget would seem to indicate that it should be relatively easy to adjust 1953-54 expenditures to eliminate any necessity of increases above the original level contemplated by the 1954-55 legislative appropriation.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$1,778,224. This represents an increase of \$146,710 or 9.0 percent over the total of \$1,631,514 scheduled for expenditure in this category during 1954-55.

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

State Prison at Soledad—Continued

Merit salary increases on 366.3 established positions.....	\$68,462
A total of 16.2 proposed new positions costing.....	70,448
A change in estimated salary savings of.....	7,800
Total increase in salaries and wages.....	<u>\$146,710</u>

A total of 366.3 positions are presently authorized. The agency is requesting an additional 16.2 proposed new positions. This represents an increase of 4.4 percent in staff, as compared to a 1.1 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 1.5 additional inmate increase in institutional population.

When compared to the present level of staffing which is one position for each 5.9 inmates it is apparent that the ratio of requested new positions to change in institutional population represents a 74.6 percent improvement in the level of service indicated by the existing ratio.

When it is further recognized that the "increase" in population only appears as such due to the fact that the agency failed to achieve the population for which it was originally budgeted in 1954-55, and that in fact no real budgeted increase exists if we accept the validity of the 1954-55 budget figures, the improvement in service becomes all the more apparent.

The 16.2 proposed new positions are shown by function as follows:

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Administration			
*1 Accounting technician II (Barracks area)---	\$3,456	156	60
Support and subsistence			
Feeding:			
*1 Supervising cook II (Barracks area)-----	4,296	157	37
Laundry:			
1 Correctional officer -----	3,810	157	39
Care and welfare			
Custodial and personal care:			
*1 Associate warden, farm unit (Barracks area) -----	8,112	158	71
*4 Correctional sergeant (Barracks area)-----	17,184	158	72
*6 Correctional officer (Barracks area)-----	22,860	158	73
Education and Religion			
0.2 Chaplain—Jewish (intermittent)-----	1,048	158	75
(0.2) Overtime (night school area)-----	790	158	76
Classification and parole:			
1 Intermediate typist-clerk -----	2,844	158	78
Maintenance and operation of plant			
Maintenance of structures:			
*1 Chief of institution maintenance I (Barracks area) -----	5,232	159	70
Fire protection			
(0.2) Institution fire fighter -----	816	159	72
16.2 Totals -----	<u>\$70,448</u>		

* Recommended for deletion.

State Prison at Soledad—Continued

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

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1946-47-----	12.8	28,058	50	561	---	---
1947-48*	84.1	149,362	237	457	-104	-18.5
1948-49-----	122.4	217,382	651	334	-123	-26.9
1949-50-----	135.4	240,470	687	350	16	4.8
1950-51-----	143.0	253,968	684	371	21	6.0
1951-52-----	219.7	390,187	969	403	32	8.6
1952-53-----	283.3	501,365	1,825	275	-128	-31.8
1953-54-----	297.4	528,182	1,896	279	4	1.5
1954-55†-----	339.0	602,064	2,175	277	-2	-0.7
1955-56‡-----	356.2	632,611	2,200	288	11	4.0

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

‡ Budget request.

Under the proposed budget request for 1955-56 the level of service will average 288 hours per inmate.

This is 11 hours, or 4.0 percent above the level now scheduled for 1954-55.

It is 13 hours, or 4.7 percent above the minimum level of service of 275 hours, experienced in 1952-53 during the period of 10 fiscal years, reflected in the above table.

If we take into consideration the fact that the 1954-55 budget was predicated upon a population of 2,200 inmates, the same as forecast for 1955-56, then the level of service figure in the above table becomes 274 instead of 277. Thus the increase in the level of service from this viewpoint would be 14 hours, or 5.1 percent.

Of the 16 requested new positions, 14 are for the farm barracks unit which houses 700 inmates under the proposed program.

One position, that of intermediate typist-clerk, in the classification and parole function is on a work load basis as outlined in the summary section of the budget under the discussion of complement positions.

One position, that of correctional officer, is for a second supervisory position in the institution laundry.

Since the major request is for additional positions in the farm barracks area, perhaps some general comment in connection with this unit is in order.

That section of the present prison site which is referred to as the barracks area is the site and scene of operations for the original Soledad Prison. These are temporary buildings originally constructed in 1946-47 and scheduled to house on an average of 400 inmates. By double-decking bunks the capacity has been increased to 700 inmates.

With the construction of the new prison the inmate population in the barracks area was reduced to about 400.

The budget for this facility as presented for 1954-55 was predicated upon increasing the population in the barracks area back up to its former operating figure of 700 inmates.

State Prison at Soledad—Continued

Thus the budget for 1955-56 now under consideration merely represents a continuation of the same level of activity as is contemplated for the current fiscal period.

1 Accounting technician II (barracks area) (Budget page 156, line 60) ----- \$3,456

This position is requested to be in charge of the sub-storeroom for feeding, personal care, maintenance, and other items stocked at the barracks to provide a working supply.

It is also stated that this position will handle inmate trust accounts, canteen accounts, handicraft accounts and requisitions of supplies from the main stores for the barracks area.

The agency further represents that the present storekeeper at the barracks area is needed full time as a clothing distribution officer.

We recommend deletion of the position of accounting technician II, reducing salaries and wages in the amount of \$3,456.

From the agency justification, as stated above, it appears that this position is scheduled to operate as a hybrid function being a cross between a storekeeper and an account clerk.

We therefore should draw comparisons between each of these functional assignments and the staffing allocated to each in other correctional facilities. Other correctional facilities apparently demonstrate greater efficiency considering the number of personnel required to perform comparable or even greater work loads in terms of the total inmate population served.

Since this particular position is functionally budgeted in the business office and in fact is to perform duties normally discharged by personnel assigned to the business office, we direct attention to the following:

Folsom operates with 18.5 positions in the business office for 2,600 inmates. Soledad already has 18 positions in the business office with a population of only 2,200.

San Quentin with a population of 4,450 inmates, over twice that of Soledad, has only 25 positions in the business office. In other words, using Folsom as a standard, San Quentin has been able to absorb the business office work load incidental to 1,850 more inmates, a gain of 71.2 percent, with an increase of only 6.5 positions, or 36.1 percent added staff.

Soledad, on the other hand, is asking for an increase in staff for this function with no change in population as compared to the original 1954-55 forecast, and only a 25 inmate increase based upon the revised 1954-55 forecast.

The agency offers no supportable work load data to show why it cannot operate as effectively as the other institutions noted in the above comparison.

As a matter of fact, examination of the institution budget discloses that this position title was not even included in the original agency request. Perhaps this may be indicative of its low priority.

State Prison at Soledad—Continued

The agency did originally request a position of senior clerk, which was modified to senior account clerk and apparently deleted by the Department of Finance from the agency request as it appears in the Governor's Budget.

However, the duties of this latter position were confined to assisting the commissary manager with the routines of his office and not indicated to be related to the type of activity set forth for the proposed new position of accounting technician II (barracks area).

Undoubtedly the allowance of the position would result in added convenience to the agency in operating a secondary storeroom. However, the convenience factor is not an element of work load or necessity, both of which we believe should be the guiding criteria, which in turn should be adequately supported by factual data.

Lacking these conditions and in view of other factors presented above, *we cannot concur in the agency request.*

1 Supervising cook II (barracks area) (Budget page 157, line 37) \$4,296

The agency requests the above position to be in charge of the barracks area feeding program as well as to carry a shift. It is stated that the feeding operation is for over 700 persons, in 3 sittings, and covers 15 hours 7 days per week. At present there is one supervising cook I, plus relief assigned to the barracks area.

We recommend deletion of the position of supervising cook II, reducing salaries and wages by \$4,296.

This position is now requested on the basis of a grade II "to be in charge of the barracks area feeding program"—"as well as carry a shift." We point out that "carry a shift" means to be in charge of and supervise the inmate crew which does the actual work of food preparation.

The 1954-55 budget contained a request for a supervising cook, grade I, at this facility for the purpose of providing day-off relief for the two supervising cooks now at the barracks.

The Legislature deleted that position.

In 1951-52 a request similar to the above was made and the Legislature deleted that request. In the same year, 1951-52, a request was also made for two assistant supervising institution cooks in order to provide for complete coverage on the inmate kitchen at the then new institution, the employee kitchen, *together with the kitchen at the barracks.* The Legislative Auditor recommended the allowance of the two latter positions at that time.

We are unable to reconcile that allowance with the present request which in effect is a modified restatement of previous requests.

The 1952-53 budget of this agency contained a request for two assistant supervising institution cooks in order to provide for an increased level of service for supervision over existing feeding facilities. It was also pointed out then in our analysis that one of the cooking supervision positions was to provide for coverage which was already available from existing staffing. The Legislature deleted that position.

State Prison at Soledad—Continued

In 1953-54, the Department of Corrections as a whole requested 12 additional cooking positions. Included in this request was one position of supervising cook I at Soledad. This was again deleted by the Legislature.

We desire to point out that Soledad has at present 11 established positions under the feeding function including 1 food manager, 1 supervising cook II, 7 supervising cooks, Grade I, 1 instructor in baking, and 1 butcher-meat cutter II. The total cost of salaries and wages for these 11 positions is \$51,236.

By way of comparison we direct attention to the fact that at Folsom, the operation of a farm kitchen, a hospital kitchen, a personnel kitchen, and an inmate mess kitchen is accomplished by 1 food manager, 1 supervising cook II, 4 supervising cooks I, 1 butcher-meat cutter II, and 1 instructor in baking. These 8 positions cost \$39,086.

It thus appears that we are feeding 400 more inmates at Folsom, with 3 less supervising cooking positions, and at a salary and wage cost which is \$12,150 less than at Soledad. Incidentally, we note that the budget on page 155, line 22, indicates that the cooking supervision “* * * covers 15 hours, 7 days per week.” The 1954-55 budget for this same operation, on page 154, lines 35 and 36, in discussing the need for an additional cooking position at that time, states, “This position is proposed to provide regular day off relief for the two supervising cooks who cover 14 hour meal preparation shifts at the farm barracks.”

We are unable to reconcile the difference between the two budget statements. Likewise we cannot see the need for increasing the time during which the kitchen is in operation by over 14 percent for the same budgeted population.

We again recommend that the request for the additional supervising cook II position be deleted, reducing salaries and wages by \$3,456.

1 Correctional officer (laundry) (Budget page 157, line 39)--- \$3,810

This position is proposed to provide a second free person to assist the laundry supervisor in the handling of 60 inmates assigned to the area.

We recommend approval of the position.

Coverage for this post under various titles has been requested as far back as the 1951-52 budget. The request was made also in 1952-53 and again in 1953-54. In each instance the position was deleted by the Legislature.

We have consistently maintained that where alleged problems of supervision exist that the agency should be prepared to furnish the detailed nature, frequency, and scope of such problems to support its request for additional positions that presumably would tend to minimize these problems.

The agency has finally furnished some data of that kind. The information submitted lists the dates of occurrence, the inmate name and number and the general type of violation involved in disciplinary actions taken as a result of incidents arising in the laundry. The disciplinary actions are shown by month and year as follows:

State Prison at Soledad—Continued

Month	Number of disciplinary actions—Soledad laundry	
	1952-53	1953-54
July	10	3
August	1	4
September	1	2
October	5	2
November	—	5
December	—	1
January	1	3
February	—	3
March	3	1
April	—	1
May	—	—
June	—	2
Totals	21	27

From the foregoing, it appears that a total of 48 incidents occurred in a two-year period, or an average of two per month. The trend indicates some worsening of the condition in 1953-54 when compared to 1952-53.

We concur in the agency request at this time.

1 Associate warden (farm barracks unit) (Budget page 158, line 71) ----- \$8,112

The proposal here is to have an associate warden in charge of the barracks area. The agency states that all staff assigned to the barracks area will be ultimately responsible to this person although they may have a staff responsibility to other positions in the main institution.

It is also indicated in the agency statement that they will reclassify a correctional lieutenant to correctional captain to act as custodial head.

However, we do not find the latter proposal listed in the detail of proposed new positions as either a reclassification or a replacement of an existing position and consequently it would appear that no funds are provided for this latter step in the current budget.

We also point out that if the agency and the Department of Finance intend to start the 1955-56 Fiscal Year with a correctional captain in charge of custody at the barracks area, then the budget detail on page 158, lines 7 and 8, is wrong, since line 7 should be increased by one, and line 8 should be reduced by one.

We believe that the Department of Finance should clarify how the reclassification is to be accomplished, the source of the legislative approval, and the funds.

We are of the opinion that reclassifications involved in organizational changes should be specifically submitted for legislative review.

Incidentally, in reviewing the justifications in the agency budget in which they ostensibly attempt to justify the need for additional custodial positions in the barracks area we find the following as a second reason why the barracks unit is allegedly more difficult to administer.

“Secondly, because of the nearness of the new prison with its various degrees of custody including maximum custody, it will be possible to send inmates to the barracks whose custodial classification is somewhat doubtful since, if the inmates in this particular group do not adjust

State Prison at Soledad—Continued

properly they can be returned without a great deal of disturbance and expense to the main prison area. This same situation did not exist previously, and therefore the inmates selected for the barracks area were screened rather closely and the number of custodial problems were fewer than can be expected under the present conditions."

From the foregoing statement it seems that the proximity of the barracks to the main institution results in a deterioration of the classification processes with the net result that not too much concern is exercised in classifying an inmate if he is to go into the relatively minimum security area of the barracks. The clear inference from the justification statement is that any error or mistake in classification due to failure to exercise initial thoroughness is easily rectified by sending the inmate back to the main institution; provided, of course that he is still there to send back, or has not caused real damage to necessitate forwarding the incorrectly classified inmate to Folsom or even perhaps condemned row, San Quentin.

We cannot rationalize how failure to exercise ordinary prudence in properly classifying inmates as to their custody and behavior risk factors can justify spending more money for added custody officers, when such inmates are sent to areas of lower custody security.

We recommend deletion of the position of associate warden, reducing salaries and wages by \$8,112.

As pointed out initially in our discussion of the Farm Barracks Unit the inmate population is being reinstated up to the former level that obtained here when the unit operated as the initial Soledad Prison.

Likewise there is no change in the population total scheduled for 1955-56 as compared to that scheduled for 1954-55 pursuant to the latter fiscal budget, for which staffing has already been provided. We see no reason to superimpose relatively high level administrative positions upon the custody supervision already provided. The institution already has an associate prison warden under the custodial and personal care function as reflected on page 158, line 6.

By way of comparison, the responsibilities for this existing position for 2,200 inmates of medium security status are certainly no greater than either the counterpart position for San Quentin with a prison population of 3,633 in the current year, or a similar position at Folsom with 2,600 inmates.

We can find no justification for diluting the administrative responsibility of the existing organization and further increasing per capita costs.

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

State Prison at Soledad—Continued

Custodial Level of Service—Employee Hours Available per Inmate

Fiscal year	Total custodial employees	Total annual man-hours	Population	Custodial level of service	Increase over prior year	
					Amount	Percent
1946-47-----	8.7	19,070	50	381	---	---
1947-48*-----	63.4	112,598	327	344	—37	—9.7
1948-49-----	89.3	158,597	651	244	—100	—29.1
1949-50-----	95.7	169,963	687	247	3	1.2
1950-51-----	97	172,272	684	252	5	2.0
1951-52-----	157.3	279,365	969	288	36	14.3
1952-53-----	201.5	357,864	1,825	196	—92	—31.9
1953-54-----	207.2	367,987	1,896	194	—2	—1.0
1954-55‡-----	233	413,808	2,175	190	—4	—2.1
1955-56†-----	244	433,344	2,200	197	7	3.7

* Forty-hour week became effective.

‡ Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service will average 197 hours per inmate.

This is 7 hours, or 3.7 percent above the level now scheduled for 1954-55.

It is 7 hours, or 3.7 percent above the minimum level of service of 190 hours, experienced in 1954-55 during the period of 10 fiscal years, reflected in the above table.

1 Correctional sergeant (relief for instruction in physical education) (Budget page 158, line 72)----- \$4,296

We recommend deletion of the above position in line with our discussion of this item in the summary section on state prisons and institutions at the start of the analysis on the Department of Corrections.

3 Correctional sergeants (barracks area) (Budget page 158, line 72)----- \$12,888

One position is stated to be requested for relief of the revised staffing in the farm barracks unit and two are proposed for a current shortage in relief for "approved" supervisory posts.

We recommend deletion of the positions of three sergeants, reducing salaries and wages in the amount of \$12,888.

We believe the situation reflected here deserves the special attention of the Legislature.

At the time the 1954-55 budget was considered, the staffing pattern for the barracks area included relief positions where necessary for all sergeant positions already in existence pursuant to prior approved budgets. No added positions for relief of existing posts were requested at that time.

The subsequent need for any so-called "relief" positions for sergeants could develop by either reclassifying existing correctional officer positions or utilizing existing relief sergeants to create new posts. Thus, automatically, the agency would be so situated as to be able to say, "We are now short in relief positions." This kind of circumlocution in budgeting can effectively sidestep the legislative budget process.

We have practically quoted from the budget the justification statement above as it appears on page 155, lines 34 and 35. The quotation marks around the word "approved" are ours. Contrary to the implica-

State Prison at Soledad—Continued

tion we believe the Legislature specifically disapproved these posts. At least, they not only did not authorize any money for additional sergeants in the budget, but they specifically deleted funds for this very purpose. To prove our point, we submit the following:

1. The 1954-55 Governor's Budget, on page 154, line 39, requested funds in the amount of \$2,280 for "—Correctional sergeants (farm barracks, replacing 10 correctional officers.)"

2. The Legislative Auditor, on pages 78 and 79 of his analysis of the 1954-55 Governor's Budget recommended against the allowance of the \$2,280 for the purpose requested.

3. The Legislature adopted this recommendation and deleted this sum as a part of the greater sum of \$28,870 deleted from Item 57 of the Budget Act 1954.

4. This deletion is a part of the final report of the List of Legislative Changes prepared by the Department of Finance dated April 7, 1954, and is shown on page 15 thereof.

5. Up to this point, then, the agency has 28 authorized sergeant positions for both the 1953-54 and 1954-55 Fiscal Years, as reflected in the 1954-55 Governor's Budget on page 157, line 9.

6. Pursuant to the same budget, for the same 1953-54 and 1954-55 Fiscal Years, on page 157, line 10, the agency has 163 correctional officer positions.

7. The 1955-56 Governor's Budget, on page 158, line 9, now shows that the agency has 35 sergeant positions in both the 1954-55 and 1955-56 Fiscal Years. This is seven more sergeant positions than were authorized by the Legislature in passing the 1954-55 Budget Bill.

8. It appears self-evident that seven additional sergeant positions were obtained by replacing the same number of correctional officers with the higher classification in direct contravention of what we believe the facts indicate the Legislature intended.

9. It also is a mathematical certainty that the allowance of the three additional sergeants requested when added to the seven already achieved by administrative fiscal license, will place the agency right where it intended to be, namely, with 10 more sergeants that were legislatively provided pursuant to the Budget Act of 1954.

In attempting to reconcile the figures on established positions for correctional sergeants as reflected in the 1954-55 and 1955-56 columns of the 1955-56 Governor's Budget, on page 158, line 9, where it is indicated that 35 such positions are established for each of the two fiscal periods, we checked the 1955-56 institutional budget as prepared by Soledad Prison for submission to the Department of Finance. Therein we find that the institution, itself, is under the impression that it has only 27 such positions established in each of the two fiscal periods under discussion. Under proposed new positions it indicates that the request is for nine additional sergeants.

The Department of Finance and the agency should explain the entire transaction in the light of all of the foregoing "adjustments" that have been made in the budget.

We recommend that seven existing sergeant positions be reduced in classification to correctional officer positions as heretofore indicated by

State Prison at Soledad—Continued

prior legislative action, reducing salaries and wages by \$4,032, in addition to the previously recommended deletion of the four proposed new positions of sergeants costing \$17,184, making the total deletion \$21,216.

6 Correctional officers (barracks area) (Budget page 158, line 73) ----- \$22,860

The above positions constitute in effect a renewal request for the six officer positions deleted from the 26 proposed new positions requested last year, of which 20 positions were recommended and allowed.

We recommend deletion of the six correctional officer positions, reducing salaries and wages by \$22,860.

No new factors are presented to warrant any reconsideration of the request.

As was noted at the time this matter was reviewed last year, several alternatives were posed that could result in utilizing less custodial coverage than was requested and the allowance of the 20 additional officers at that time appears more than ample.

The agency is currently operating this unit with the level of additional coverage authorized and no change in the premises or inmate population is scheduled for 1955-56 to necessitate any change in custody above the level now in effect.

When consideration is given to the agency statements on page 181 that the classification process is apparently not as thorough as was formerly the case and this is used as a reason to augment the custody staff in the barracks area we find still less justifiable reason for any increase in correctional officers.

1 Chief of institution maintenance I (barracks unit) (Budget page 159, line 70) ----- \$5,232

The agency request for this position is premised upon the contention that one position is required on a full-time basis to be responsible for the maintenance of the barracks area, which was originally constructed in 1946-47. It is stated that most of the plumbing utilities and equipment are requiring more maintenance for continued use.

We recommend deletion of the position of chief of institution maintenance, reducing salaries and wages by \$5,232.

It should be noted that the main Soledad institution is a relatively new facility. The barracks unit, while considered a temporary type of construction, is nevertheless only 10 years old and although conceivably requiring a higher level of maintenance service than permanent type buildings, in the aggregate poses less of a maintenance work load problem than some of our much older and larger institutions.

By way of comparison in connection with the latter point, we note that San Quentin prison, a very much older installation with over twice the population, is serviced by a staff of only 21 maintenance positions.

Soledad on the other hand, a new institution both in fact and by comparison, with less than one-half the population, already has a maintenance staff of 18 positions without the requested new position.

State Prison at Soledad—Continued

To obtain some idea of the relative amount of maintenance work at each of the above two facilities as expressed in dollar expenditures for recurring maintenance problems, and likewise an indirect comparison of the potential differences in responsibility attaching to the already established position of chief of institution maintenance at each of these facilities, we note the following facts:

1. San Quentin expenditures for recurring maintenance for 1955-56 are scheduled at \$81,800.

2. Soledad for the same period and the same purpose anticipates expenditures of only \$25,590, or 31.3 percent of the San Quentin program.

3. The 1955-56 expenditures for recurring maintenance at Soledad are only \$3 more than the \$25,587 actually expended in 1953-54, thus indicating no increase in the scope or intensity of their maintenance problem.

4. In addition to the regular recurring maintenance expenditure of \$81,800, San Quentin schedules \$8,480 for special repairs and maintenance in 1955-56, while Soledad proposes only \$4,200 for the same purpose, or about 50 percent less.

5. In the latter category of expenditure San Quentin has averaged in excess of \$5,000 for each of the three fiscal periods reflected in the 1955-56 Governor's Budget, while the Soledad expenditure of \$4,200 is the first such expense reflected in the same three-year period.

Even if the agency could make a factual showing of the actual requirement for additional maintenance work in need of attention, it appears that the position request would properly be for additional artisan employees to give technical supervision to inmates who actually do the preponderance of the maintenance work under direction.

The position classification here requested is one for over-all supervision of the entire maintenance program. One such position already exists. Creating another hardly appears the most effective way to get more day-to-day maintenance work accomplished if the latter is the real essence of the request as it would appear from the budget statement on page 156, lines 17, 18, and 19.

If, on the other hand, the agency contends that it needs more top level supervision of the existing maintenance staff in order to get the required amount of work performed, by comparison with other facilities it would appear that it has individual personnel problems within the existing complement of positions as presently authorized.

We do not propose to sanction such deficiencies, if they exist, by concurring in the request for additional positions to subsidize sub-standard performance by existing complements of staff.

We fail to find any basis in logic or fact to concur in the agency request and recommend deletion of the position.

Operating Expenses

Operating expenses are scheduled at \$1,230,120 for 1955-56. This is an increase of \$47,280 or 4.0 percent over the amount of \$1,182,840 estimated to be expended in the 1954-55 Fiscal Year.

State Prison at Soledad—Continued

The request by function for operating expenses is indicated below:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration -----	\$20,990	\$21,330	\$340	1.6
Support and subsistence -----	661,835	707,345	45,510	6.9
Care and welfare -----	129,490	125,230	—4,260	—3.3
Maintenance and operation of plant -----	246,370	252,060	5,690	2.3
State forestry camps -----	104,610	104,610	---	---
Federal forestry camps -----	19,545	19,545	---	---
Totals -----	\$1,182,840	\$1,230,120	\$47,280	4.0

The major increase in operating expenses occurs in the function of support and subsistence in the amount of \$45,510. This in turn results from two upward revisions, feeding expense \$4,535 and resident clothing \$43,000. The latter item is related to the inception of the proposed clothing ration plan discussed in the summary section on state prisons and institutions at the outset of the analysis on the Department of Corrections.

In line with our review of the clothing ration proposal in that discussion we recommend deletion of \$13,500 in operating expenses to adjust the clothing ration for this facility.

Equipment

Equipment expenditures are scheduled at \$20,900 for 1955-56. This is an increase of \$12,595 or 151.7 percent over the amount of \$8,305 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$20,900 requested for equipment, the sum of \$11,286 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 1.0 percent of an equipment investment of \$1,183,011 on June 30, 1954.

The total equipment investment on a per capita basis is \$548.45 per inmate.

The request by function for replacement equipment is as follows:

Function	1954-55	1955-56	Replacement equipment	
			Increase	
			Amount	Percent
Administration -----	\$50	\$50	---	---
Support and subsistence -----	150	824	\$674	449.3
Care and welfare -----	1,387	1,560	173	12.5
Maintenance and operation of plant -----	1,330	7,293	5,963	448.3
State forestry camps -----	2,600	1,559	—1,041	—40.0
Totals -----	\$5,517	\$11,286	\$5,769	104.6

The further sum of \$9,614 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1954-55	1955-56	Additional equipment	
			Increase	
			Amount	Percent
Administration -----	\$207	\$607	\$400	193.2
Support and subsistence -----	100	595	495	495.0
Care and welfare -----	2,151	5,643	3,492	162.3
Maintenance and operation of plant -----	250	2,429	2,179	871.6
State forestry camps -----	80	340	260	325.0
Totals -----	\$2,788	\$9,614	\$6,826	244.8

State Prison at Soledad—Continued

It is to be noted that where items of additional equipment are not directly related to population increases or other work load changes, the acquisition of such items represents an improvement in the level of service. Such items also tend to build up subsequent requirements for replacement items.

The budget as originally submitted by this facility requested \$48,268 for equipment.

Joint conferences were held with the agency and Department of Finance staff members, and a careful review of equipment requests was made. This review may be supplemented where necessary by personal inspection and appraisal in the field.

As a result, equipment requests were modified to the extent that equipment was reduced from \$48,268 to \$20,900, a saving of \$27,368, or 56.7 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted.

Department of Corrections
DEUEL VOCATIONAL INSTITUTION

ITEM 58 of the Budget Bill

Budget page 163
Budget line No. 25

For Support of the Deuel Vocational Institution From the General Fund

Amount requested	\$2,288,631
Estimated to be expended in 1954-55 Fiscal Year	2,180,350
Increase (5.0 percent)	\$108,281

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$99,013	\$57,919	\$41,094	169	40
Operating expense	9,625	9,625	---	169	41
Equipment	15,493	15,493	---	169	42
Inmate pay work projects	40	40	---	169	43
Plus:					
Decreased reimbursements	3,360	3,360	---	169	47
Total increase	\$108,281	\$67,187	\$41,094	169	52

RECOMMENDATIONS

Amount budgeted	\$2,288,631
Legislative Auditor's recommendation	2,276,781
Reduction	\$11,850

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

Deuel Vocational Institution—Continued

ANALYSIS

The recommended reduction of \$11,850 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
1 Correctional sergeant (relief for instructor in physical education) -----	\$4,296	166	45
1 Correctional officer (supervise week end visiting outside service area) -----	3,810	166	46
1 Intermediate typist-clerk (adjustment unit) -----	2,844	166	54
3 Positions, reducing salaries and wages by -----	\$10,950		

It should be noted that even with the recommended deletion of the above 3 positions the agency will still receive the benefit of a total of 8 new positions involving an increase of \$34,656 in salaries and wages.

<i>Equipment</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Automobile replacement -----	\$900	167	62
Reduction in equipment -----	\$900		
Total recommended reduction -----	\$11,850		

Per Capita Costs—Deuel Vocational Institution

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1946-47 -----	441	\$1,289	---	---
1947-48 -----	508	1,528	\$239	18.5
1948-49 -----	545	1,679	151	9.9
1949-50 -----	557	1,637	—42	—2.5
1950-51 -----	556	1,746	109	6.7
1951-52 -----	516	2,132	386	22.1
1952-53 -----	544	2,186	54	2.5
1953-54 -----	926	1,999	—187	—8.6
1954-55 -----	1,175	1,877	—122	—6.1
1955-56 -----	1,175	1,971	94	5.0

The total support budget of this facility is scheduled to increase \$114,581 or 5.0 percent.

Population at the institution is anticipated to average 1,175 inmates, the same as the current year average.

This results in the per capita cost going from \$1,877 to \$1,971, an increase of \$94 or 5.0 percent.

At the time the 1954-55 Governor's Support Budget for this facility was presented, it contemplated an estimate per capita cost of \$1,897 for the 1954-55 Fiscal Year, for 1,190 inmates.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from \$1,897 to \$1,877, a decrease of \$20, or 1.1 percent, based on 1,175 inmates.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$1,595,773. This represents an increase of \$99,013 or 6.6 percent over the total of \$1,496,760 scheduled for expenditure in this category during 1954-55.

Deuel Vocational Institution—Continued

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

Merit salary increases on 330 established positions	\$48,407
A total of 11 proposed new positions costing	45,606
A change in estimated salary savings of	5,000
Total increase in salaries and wages	\$99,013

A total of 330 positions are presently authorized. The agency is requesting an additional 11 proposed new positions. This represents an increase of 3.3 percent in staff, as compared to no increase in population at this facility.

On the basis of the proposed budget, the agency is requesting additional positions without any increase in institutional population, which clearly indicates an increase in level of service.

It is therefore apparent that the ratio of requested new positions will permit a substantial improvement in the level of service.

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

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1945-46	128	280,576	21	13,361	---	---
1946-47	120.1	263,259	359	733	12,628	-94.5
1947-48*	156.1	278,654	418	667	-66	-9.0
1948-49	174.8	310,445	453	685	18	2.7
1949-50	177.7	315,595	473	667	-18	-2.6
1950-51	177	314,352	467	673	6	-0.9
1951-52	174.4	309,734	492	630	-43	-6.4
1952-53	179.2	318,259	544	585	-45	-7.1
1953-54	276.8	491,597	926	531	-54	-9.2
1954-55†	317	562,992	1,175	479	-52	-9.8
1955-56‡	328	582,528	1,175	496	17	3.5

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

‡ Budget request.

Under the proposed budget request for 1955-56 the level of service will average 496 hours per inmate.

This is 17 hours, or 3.5 percent above the level now scheduled for 1954-55.

It is 17 hours, or 3.5 percent above the minimum level of service of 479 hours, experienced in 1954-55 during the period of 11 fiscal years, reflected in the above table.

On the basis of the present budget request, this agency will have the highest per capita cost of all the prison facilities, exceeding even the Medical Facility. Likewise it will be the second highest in total level of service.

Deuel Vocational Institution—Continued

The 11 proposed new positions are shown by function as follows:

<i>Functions and position</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Care and welfare			
Custodial and personal care:			
*1 Correctional sergeant -----	\$4,296	166	45
*1 Correctional officer -----	3,810	166	46
Medical and psychiatric care:			
1 Supervising parole officer (inmate counselor) -----	5,496	166	48
4 Parole officer II (inmate counselor) -----	18,960	166	50
2 Intermediate typist-clerk (inmate counselor) -----	5,688	166	52
*1 Intermediate typist-clerk (adjustment center) -----	2,844	166	54
Classification and Parole:			
1 Parole officer I -----	4,512	166	57
11 Totals -----	\$45,606		

* Recommended for deletion.

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

Custodial Level of Service—Employee Hours Available per Inmate						
<i>Fiscal year</i>	<i>Total custodial employees</i>	<i>Total annual man-hours</i>	<i>Population</i>	<i>Custodial level of service</i>	<i>Increase over prior year</i>	
					<i>Amount</i>	<i>Percent</i>
1945-46 -----	67.0	146,864	47	3,125		
1946-47 -----	72.0	157,824	441	358	—2,767	—88.5
1947-48* -----	92.0	163,747	508	322	—36	—10.1
1948-49 -----	109.3	194,117	545	356	34	10.6
1949-50 -----	111.6	198,202	557	356	—	—
1950-51 -----	112.5	199,800	556	359	3	0.8
1951-52 -----	109.5	194,472	516	377	18	5.0
1952-53 -----	112.0	198,912	544	366	—11	—2.9
1953-54 -----	188.6	334,954	926	362	—4	—1.1
1954-55† -----	195	346,320	1,175	295	—67	—18.5
1955-56‡ -----	196	348,096	1,175	296	1	0.3

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

‡ Budget request.

Under the proposed budget request for 1955-56 the level of service will average 296 hours per inmate.

This is 1 hour, or 0.3 percent above the level now scheduled for 1954-55 which year was also the minimum level of service experienced during the period of 11 fiscal years, reflected in the above table.

Here again this facility exceeds by substantial margins every other prison except the Medical Facility in the level of service from a custody standpoint.

1 Correctional sergeant (relief for instructor in physical education) (Budget page 166, line 45) ----- \$4,296

The above position is discussed in the State Prison and Correctional Institution General Summary at the start of the analysis for the Department of Corrections.

We recommend this position for deletion in line with the discussion referred to above.

Deuel Vocational Institution—Continued

1 Correctional officer (Budget page 166, line 46)----- \$3,810

This position is proposed to provide custodial supervision over the outside visiting area which is operated on Saturdays and Sundays because the amount of visiting on those days cannot be accommodated by the regular inside visiting facilities. The position is requested to prevent unruly behavior and improper conduct between visitors and inmates as well as to detect the passing of contraband. It is proposed that 0.4 of the time of this position would be utilized for the above duties with 0.6 being available for his own relief and for the relief of other custodial officers on post assignments.

We recommend deletion of the position.

The level of service for custodial coverage at this institution for the budget year as shown by the preceding table will be 296 hours, an increase of one hour over the level estimated for 1954-55, or 0.3 percent. Population at the institution is to remain stationary at 1,175 for both years. At the time this institution was moved from Lancaster to Tracy the proposed staffing pattern for the new facility was submitted and approved in the 1953-54 Governor's Budget on the basis of the institutional capacity of 1,200. The 146 correctional officers requested at that time were allowed. We pointed out then that the custodial staffing was predicated on achievement of the maximum population of the institution and should not require augmentation in the future.

Comparison of Custodial Staffing Proposed for 1955-56 for
Various Correctional Institutions

<i>Institution</i>	<i>Custodial staff</i>	<i>Custodial level of service</i>
Medical Facility -----	240	360
California Men's Colony -----	127	251
Chino -----	237	222
Folsom -----	265	181
San Quentin -----	345	138
Soledad -----	244	197
Deuel -----	196	296
Tehachapi Farm Branch -----	72	256

The foregoing table indicates that the level of custodial service at this institution is proposed to be exceeded only by that at the new Medical Facility at Vacaville. Particular attention is directed to the level of service at Soledad since that institution has an entirely comparable physical plant with the exception of the old barracks area where the excess population at that institution is housed.

It should also be noted that the function requested to be covered, only utilizes the equivalent of 0.4 of one position. This small increment should be absorbed in a total custody staff of 196 officers on the basis of secondary assignments.

We do not believe that supervision of outside visiting should require the addition of a full position in view of the generous custodial staffing allowed at this institution.

Coverage for visiting supervision would require only 104 working days out of the 227 working days of a full position after allowance for regular days off, vacation, and sick leave. This would leave 123 working days or over one-half time of a \$3,810 position for relief "of other custodial officers on a post assignment basis," according to the agency.

Deuel Vocational Institution—Continued

The post assignment schedule, if properly drawn, already provides necessary relief coverage for existing custodial officers. There does not appear to be any valid reason to superimpose additional time upon that already provided.

We note also that relief for six positions for regular days off and holidays is established for the yards. We suggest that from among the positions or others like them, the desired supervision of outside visiting can be secured.

We point out further that outside visiting of the kind described cannot occur on every week end because of weather conditions, so that the agency's estimate of 40 percent of a correctional officer's time for this function is undoubtedly an optimum figure.

In the absence of a showing of work load factors or sufficient overtime to justify the major portion of the time of a new position we think the small amount of additional time for this function should be absorbed.

1 Supervising parole officer (inmate counselor) (to June 30, 1957) (Budget page 166, line 48)-----	\$5,496
4 Parole officer II (inmate counselor) (to June 30, 1957) (Budget page 166, line 50)-----	\$18,960
2 Intermediate typist-clerk (inmate counselor) (to June 30, 1957) (Budget page 166, line 52)-----	\$5,688

These positions are proposed for the purpose of establishing an experimental pilot program of inmate counseling to determine whether specific personal attention to the causes of inmate antisocial behavior can reduce the incidence of such behavior and contribute to the earlier and more stable rehabilitation of inmates. The project is intended to be controlled by specific measurements of performance by both counseled and noncounseled groups.

We recommend approval of the requested positions.

We have previously recommended an experimental approach to the problem of how basic social attitudes, which may have been an important factor in initially getting the inmate into a correctional institution and which may be a continuing factor in his attitude toward rehabilitative and correctional efforts on his behalf, can be changed by the correctional institution experience of the individual prisoner. This proposed experiment is the result of a careful analysis of how to approach that problem.

We point out that the success of the experiment will depend upon (1) the care with which the operating procedures and control groups are established; (2) the competence of the staff which administers the program; (3) the adequacy of the coverage in terms of the amount of therapy provided for each case; and (4) whether the results are conclusive.

These criteria interact and unless the program is properly planned and started the judgment of success or failure cannot be clear cut. We approve of the preoperational plan for training and consultation, and suggest that operations do not begin until the full staff is recruited and oriented. From the budgetary point of view the controls set up to insure a valid measurement of results are the most important single

Deuel Vocational Institution—Continued

facet of the operation. In this connection we have the following observations:

1. Bearing in mind that with juvenile court offenders, who will constitute approximately three-fourths of both the test group and the control group, the length of stay in the institution is limited to approximately six months, we think that serious consideration should be given to the question of whether social attitudes can be sufficiently affected by eight hours of counseling during that period so as to effect permanent or long-lasting changes.

If that amount of counseling is insufficient for that period of time, we suggest that consideration be given to limiting the test group to one-third or one-fourth of the institutional turnover population. We recognize the danger that a smaller test group may not be representative. However, care to insure the random assignment of inmates to the test group and the actual designation of a control group of the same size selected and designated in the same manner should produce valid results, from a source group of approximately 2,600 cases a year.

2. We question the advisability of a positive limitation of duration of the experiment to two years. Assuming that techniques will require constant reappraisal and revision during the early months of the test, it would appear that the first reliable results will eventuate from those cases initiated during the second six-month period. It is entirely possible that initial inmate resistance to the program may delay the assembling of unqualified results even beyond that date. We point out that a determination to budget for an extension of the test will have to be made shortly after the inmates receiving counseling during the second six-month period have been released. At that time virtually no information on post release behavior will be available. The information on post discharge behavior will probably be nonexistent, and with only 6 to 10 months of evaluation of institutional behavior available it is doubtful that significant data supporting an extension or conclusion of the experiment will be available. Such a controlled experiment should be continued on a year-to-year basis until a decision can be made as to its success or until it can be concluded for lack of positive results.

3. The diversion of any of the test effort to the development of information concerning "more effective knowledge concerning the benefit of counseling to different kinds of inmates" would seem to us to risk the possibility of impairing the validity of the test results. The incidental accumulation of such data for evaluation by other social scientists might be in order, but the actual application of the test techniques to the test group of inmates should be kept as even and constant over the test period as possible.

4. Periodic reports by the personnel engaged in the application of the testing technique should be a part of the source material for evaluation of results.

We feel that experimentation in this field of direct personality readjustment, directed toward what might be called for lack of a better term "the average prisoner," is vital to the vindication of the concept of rehabilitation as a means of dealing with the criminal in modern society. This is especially true in view of the lack of conclusive results which have obtained from the current application of that concept as

Deuel Vocational Institution—Continued

expressed by the techniques of diagnosis, and classification, and the application of therapy in the forms of educational, vocational, and inmate work programs.

1 Intermediate typist-clerk (adjustment unit) (Budget page 166, line 54) ----- \$2,844

This position is requested to provide clerical help for the adjustment unit composed of three professional staff authorized in the 1954-55 budget year.

We recommend deletion of the position.

The following table compares the level of staffing for clerical functions proposed for the budget year. The institutions included in the table are those which afford a basis of comparison either by reason of size or function.

<i>Institution</i>	<i>Clerical staff</i>	<i>Level of service</i>
Deuel -----	34	51
Corona -----	8	26
San Quentin -----	65	26
Soledad -----	30	24
Chino -----	27	25
California Men's Colony -----	15	30

On the basis of the foregoing table it is clear that this institution already has a level of clerical service almost twice as high as any other comparable facility. The most nearly comparable institutions from a functional point of view are San Quentin because of the reception guidance center there, and Chino, which also has a reception guidance center and a vocational rehabilitation program.

We recognize that the adjustment unit of the reception guidance section of this institution is a new service, experimental in nature, which is making the effort to take a positive approach to the problem of the aggressively antisocial malcontents among the prison population who inevitably end up in the detention segregation units of the prison. We approve of the program and feel that it should have every chance of success. However, if that success hinges on the availability of clerical assistance for the professional staff of the program, we think that this institution has been liberally enough supplied with clerical positions to permit the transfer of the clerical help required without impairing the regular function of the institution.

Operating Expenses

Operating expenses are scheduled at \$704,890 for 1955-56. This is a decrease of \$9,625 or 1.3 percent under the amount of \$714,515 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

<i>Function</i>	<i>1954-55</i>	<i>1955-56</i>	<i>Increase</i>	
			<i>Amount</i>	<i>Percent</i>
Administration -----	\$17,580	\$18,930	\$1,350	7.7
Support and subsistence -----	467,565	440,120	—27,445	—5.9
Care and welfare -----	43,445	50,690	7,245	16.7
Maintenance and operation of plant -----	152,610	155,375	2,765	1.8
Educational and vocational training -----	26,730	33,145	6,415	24.0
Reception guidance center -----	6,585	6,630	45	0.7
Totals -----	\$714,515	\$704,890	\$9,625	1.3

Operating expense requests appear to be in line as budgeted.

Deuel Vocational Institution—Continued

Equipment

Equipment expenditures are scheduled at \$18,953 for 1955-56. This is an increase of \$15,493 or 447.8 percent over the amount of \$3,460 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$18,953 requested for equipment, the sum of \$13,817 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 1.5 percent of an equipment investment of \$927,171 on June 30, 1954.

The total equipment investment on a per capita basis is \$778.48 per inmate.

The request by function for replacement equipment is as follows:

Function	Replacement equipment			
	1954-55	1955-56	Increase	
			Amount	Percent
Administration -----	\$100	\$288	\$188	188.0
Support and subsistence -----	150	6,000	5,850	3,900.0
Care and welfare -----	350	1,266	916	261.7
Maintenance and operation of plant -----	400	3,044	2,644	661.0
Educational vocational training -----	2,460	2,969	509	20.7
Reception guidance center -----	0	250	250	---
Totals -----	\$3,460	\$13,817	\$10,357	299.3

The further sum of \$5,136 is requested for additional items of equipment. The request, by function, for additional equipment is as follows:

Function	Additional equipment	
	1955-56	
Administration -----	\$100	
Support and subsistence -----	150	
Care and welfare -----	4,336	
Maintenance and operation of plant -----	250	
Educational and vocational training -----	200	
Reception and guidance center -----	100	
Totals -----	\$5,136	

It is to be noted that where items of additional equipment are not directly related to population increases or other work load changes, the acquisition of such items represents an improvement in the level of service. Such items also tend to build up subsequent requirements for replacement.

The budget as originally submitted by this facility requested \$33,964 for equipment.

Joint conferences were held with the agency and Department of Finance staff members, and a careful review of equipment requests was made. This review may be supplemented where necessary by personal inspection and appraisal in the field.

As a result, equipment requests were modified to the extent that equipment was reduced from \$33,964 to \$18,953, a saving of \$15,011, or 44.2 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted, except for one replacement automobile.

Deuel Vocational Institution—Continued

Included in the request for equipment is the sum of \$900 for the acquisition of one replacement automobile.

We recommend deletion of this amount, in line with the policy recommendation by this office, for fleet management operation of vehicles as discussed under the item for departmental administration.

Department of Corrections
CALIFORNIA INSTITUTION FOR WOMEN

ITEM 59 of the Budget Bill

Budget page 170
Budget line No. 7

For Support of the California Institution for Women From the General Fund

Amount requested	\$794,923
Estimated to be expended in 1954-55 Fiscal Year	723,292
Increase (9.9 percent)	\$71,631

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$72,830	\$38,216	\$34,614	174	60
Operating expense	—2,540	—2,540	---	174	61
Equipment	3,546	3,546	---	174	62
Inmate pay	---	---	---	174	63
Less:					
Increased service to school for the deaf	—2,205	—2,205	---	174	70
Total increase	\$71,631	\$37,017	\$34,614	174	72

RECOMMENDATIONS

Amount budgeted	\$794,923
Legislative Auditor's recommendation	762,115
Reduction	\$32,808

This institution is the prison for all adult female felons committed from the State. It is a new institution, having been occupied only for about two years. It is already overcrowded and is actually operating at over normal capacity. Academic and vocational education are provided and a prison industries sewing program provides work for inmates.

ANALYSIS

The recommended reduction of \$32,808 consists of the following amounts in the categories indicated:

Salaries and wages	Amount	Budget	
		Page	Line
1 Supervisor counselor (Laundry and clothing)	\$3,810	172	45
1 Correctional officer	3,810	173	40
3 Supervisor counselor II	12,888	173	41
2 Supervisor counselor I	7,620	173	42
1 Graduate nurse	3,630	173	43
8 Positions, reducing salaries and wages by	\$31,758		

It should be noted that even with the recommended deletion of the above eight positions the agency will still receive the benefit of a total

California Institution for Women—Continued

of three new positions involving an increase of \$11,076 in salaries and wages, plus a further increase of \$2,586 in salaries and wages for seven intermittent part-time fire fighters.

<i>Equipment</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Automobile replacement -----	\$1,050	174	37
Reduction in equipment -----	\$1,050		
Total recommended reduction -----	\$32,808		

Per Capita Costs

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1946-47 -----	248	\$851	---	---
1947-48 -----	288	969	\$118	13.9
1948-49 -----	314	1,204	235	24.3
1949-50 -----	321	1,167	—37	—3.1
1950-51 -----	334	1,176	9	0.8
1951-52 -----	393	1,141	—35	—3.0
1952-53 -----	413	1,262	121	10.6
1953-54 -----	459	1,396	134	10.6
1954-55 -----	510	1,477	81	5.8
1955-56 -----	540	1,537	60	4.1

The total support budget of this facility is scheduled to increase \$76,354 or 10.1 percent.

Population at the institution is anticipated to average 540 inmates, an increase of 30, or 5.9 percent.

This results in the per capita cost going from \$1,477 to \$1,537, an increase of \$60 or 4.1 percent.

At the time the 1954-55 Governor's Support Budget for this facility was presented, it contemplated an estimated per capita cost of \$1,524 for the 1954-55 Fiscal Year.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from \$1,524 to \$1,477 a decrease of \$47, or 3.1 percent.

This decrease is primarily the result of the increase in population to 510 now estimated for the current year. The 1954-55 budget was originally based on a population estimate of 490. We point out that this facility now expects to provide for 20 more inmates during 1954-55, for approximately the same amount of money that was originally requested for 1954-55.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$537,811. This represents an increase of \$72,830 or 15.7 percent over the total of \$464,981 scheduled for expenditure in this category during 1954-55.

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

Merit salary increases on 108 established positions -----	\$23,440
A total of 11 proposed new positions costing -----	45,690
A change in estimated salary savings of -----	3,700
Total increase in salaries and wages -----	\$72,830

California Institution for Women—Continued

A total of 108 positions are presently authorized. The agency is requesting an additional 11 proposed new positions. This represents an increase of 10.2 percent in staff, as compared to a 5.9 percent increase in population at this facility.

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

When compared to the present level of staffing which is one position for each 4.7 inmates, it is apparent that the ratio of requested new positions to change in institutional population represents a 42.6 percent improvement in the level of service indicated by the existing ratio.

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

Total Level of Service—Employee Hours Available per Inmate

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1943-44-----	43	94,256	143	659	---	---
1944-45-----	39	85,488	145	590	-\$69	-10.5
1945-46-----	38	83,296	198	421	-169	-28.6
1946-47-----	31	67,952	248	274	-147	-34.9
1947-48*-----	39.5	75,643	288	263	-11	-4.0
1948-49-----	44.3	78,677	314	251	-12	-4.6
1949-50-----	52.4	93,062	321	290	39	15.5
1950-51-----	49.7	88,267	334	264	-26	-9.0
1951-52-----	55.9	99,278	393	253	-11	-4.2
1952-53-----	64.5	114,552	413	277	24	9.5
1953-54-----	83.5	148,296	459	323	46	16.6
1954-55†-----	108	191,808	510	376	53	16.4
1955-56†-----	119	211,344	540	391	15	4.0

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service will average 391 hours per inmate.

This is 15 hours, or 4.0 percent above the level now scheduled for 1954-55.

It is 140 hours, or 55.8 percent above the minimum level of service of 251 hours, experienced in 1948-49 during the period of 13 fiscal years, reflected in the above table.

The 11 proposed new positions are shown by function as follows:

Functions and positions	Budget		
	Amount	Page	Line
Support and subsistence			
Laundry			
*1 Supervisor-counselor I (Laundry and clothing) ..	\$3,810	172	45
Care and welfare			
*1 Correctional officer	3,810	173	40
*3 Supervisor-counselor II	12,888	173	41
*4 Supervisor-counselor I (delete 2)	15,240	173	42
*1 Graduate nurse	3,630	173	43
1 Senior stenographer-clerk	3,456	173	44
Maintenance and operation of plant			
(0.7) Institution fire fighter (7 intermittent)	2,856	174	17
11 Totals	\$45,690		

* Recommended for deletion.

California Institution for Women—Continued

1 Supervisor counselor I (Budget page 172, line 45)----- \$3,810

This position is requested to work in the clothing distribution function assisting the instructor in garment making part time and assisting the instructor in laundry and dry cleaning part time.

We recommend deletion of the position.

This is the same position which was requested last year under the title of laundry supervisor to perform the same duties set forth above. The primary reason for re-requesting the position this year following its deletion by the Legislature last year is the added work load factors of a proposed increase in the year-end population at Corona of 30 inmates and the increase in population of the Riverside School for the Deaf (for which Corona does the laundry on a contract basis) by 96 inmates. This is a total additional laundry work load factor for 126 inmates and raises the total laundry work load factor to laundry for 845 inmates of both institutions. The laundry work load factor for last year was for 715 inmates. There is a 130 inmate increase, or 18.2 percent.

We also point out as we did last year that with the actual work being accomplished by inmates, the only circumstances which we believe would justify increased civil service supervision would be if the total work load exceeded the capacity of the laundry necessitating more than one shift of laundry operations. The agency has not represented that the capacity of this laundry installation is being taxed on a one shift operational basis.

The laundry load from the Riverside School for the Deaf is only on a nine-month basis. This institution has provided the laundry service for itself and the school for the deaf during all of 1953-54 and part of 1954-55 without increasing the level of supervision. In the absence of any showing of deficiencies in the operation of the institution deriving from lack of supervisory coverage in the laundry, we cannot agree to the necessity for this position.

3 Supervisor counselor II (Budget page 173, line 41)----- \$12,888

These positions are again proposed, together with the existing supervisor counselor III and the existing supervisor counselor II, to provide supervisional coverage on a 24-hour seven-day-a-week basis, plus full relief. The agency claims that the increased size of the institution, with additional problems of control, requires a supervisory custodial staff more akin to a men's institution.

We recommend deletion of these three positions.

Four positions for this function were requested in the 1953-54 Governor's Budget. One of these positions with relief was allowed on our recommendation.

The "normal work week as now operating" schedule furnished by the agency in support of this request shows three supervisory personnel available on every day of the week except Thursday when two such positions are available. This schedule also reveals that one of these supervisory positions, the supervisor counselor II, allowed on our recommendation in 1953-54 is assigned on the 10 p.m. to 6 a.m. shift, although carried on the approved post assignment schedule on the 2 p.m. to 10 p.m. shift. We quote from our recommendation of 1953-54 that

California Institution for Women—Continued

this position be allowed. "We recommend allowance of the one position, plus relief, for the 2 p.m. to 10 p.m. activity period. We recommend deletion of the position requested for the 10 p.m. to 6 a.m. shift, and relief for the supervisor counselor III position. Coverage already provided for this latter shift is ample. This is the so-called graveyard shift when activity is at a minimum."

It is apparent that the agency is utilizing staff allowed for other purposes for the coverage which was heretofore deleted.

We have no particular objection to the interim reassignment of post coverage on a different basis than originally allowed. However, in order to keep the record straight it would seem that the agency submit requests for positions previously deleted on their merits and not on the basis of justifications for other coverage which has been approved and is now alleged to be uncovered only by virtue of a management reassignment of that coverage.

If the supervisor counselor II position allowed in 1953-54 for the 2 p.m. to 10 p.m. shift will be assigned to that shift as it was requested and authorized to be, the difficulties of relief for the other supervisory positions which are recited by the agency in support of this request will be taken care of. The agency has four supervisory positions for 16-hour seven-day coverage with full relief which can actually be effected by 3.2 positions.

No factual data concerning the need for supervisor coverage on the 10 p.m. to 6 a.m. shift has been submitted. Such data should include the number of escapes, the number of incidents reported, including escapes attempted, disturbances, uncovered posts, and any other custodial security deficiencies which have been recorded for this shift. In the absence of such information we cannot concur in an increase in the level of custodial supervision service at this institution.

We point out that the increase in population at this institution is estimated at 5.9 percent for the budget year. Such a nominal increase in population should not in any event result in materially increasing the quantity or seriousness of the type of incidents mentioned above. Attention is directed to the fact that additional supervisor counselor coverage on this shift is being recommended for the Detention Receiving Hospital area.

2 Supervisor counselor (Budget page 173, line 42)----- \$7,620

These two positions are proposed to provide special guards for an inmate under death sentence. This inmate is confined in one of the psychiatric detention rooms in the hospital. These positions are required to provide proper supervision in accordance with established condemned procedure. Special supervision of exercise, bathing, and interviews with visitors, are necessary to prevent association with other inmates.

We recommend deletion of these two positions.

At the time of the presentation of the 1954-55 Governor's Budget this inmate was confined at San Quentin, with a special 24-hour guard, because of apprehension of harm to the prisoner from outside the women's prison if she were incarcerated there. At that time, after extended consideration of the problem presented by the situation (where apparently no secure facilities for the custody of a female

California Institution for Women—Continued

prisoner who might be in danger of attack from the outside had been incorporated into the recently completed California Institution for Women at Corona), the Legislature allowed two female positions of the four requested at San Quentin for the special handling deemed necessary for the secure custody of this single female prisoner at that institution.

Since the commencement of the current fiscal year, this prisoner has been transferred back to the institution for women. The two special guards allowed by the Legislature last year for guarding this prisoner at San Quentin were transferred to Corona for the same purpose. The two new positions requested for 1955-56 at the latter institution are a continuation of the same coverage.

Apparently with the addition of some physical security to the area of the hospital where this prisoner is held at Corona it is felt that she is sufficiently secure from harm from outside the prison or else it is felt that the danger has not been as acute during most of the current fiscal year. Consequently the need for the continuation of these positions, which were originally allowed because of that danger, is presented in terms of a necessity to prevent this prisoner from associating with the other prisoners at the institution.

We cannot understand the necessity for two full-time positions to accomplish supervision of her exercise, bathing, and visiting. Two positions would furnish an average of slightly more than nine hours a day, seven days a week, for this service, calculated with full relief requirements allowed.

We point out that we are recommending the addition of two supervisor counselor I positions to provide single post 24-hour seven-day coverage of the receiving-detention area which includes the area where this prisoner is held. These two new positions will actually provide that level of coverage with 0.2 of a position excess. This small excess together with the relief afforded the two daytime positions from such duties as mail-censoring and record-keeping by the new night shift position, should enable the authorized custodial staff to provide any special custodial supervision actually required by this prisoner.

It is stated by the agency that it will be necessary to continue these special custody positions until some disposition is made of the prisoner's case. The positions are limited by the budget to June 30, 1956. In our discussion of the request for four special guards for this prisoner at San Quentin last year we pointed out that several rooms with the type of security required for a prisoner confined under the circumstances of this case should be incorporated into a regular custody unit and be supervised by the regular personnel normally provided for the entire unit. We pointed out that the added cost of the physical security features of such rooms for such purposes would be far less than the continued support costs incurred for special guards.

We see no reason to change our opinion that such cases should be handled in this manner. Unless provision is made for this kind of physical security and procedure, it will be necessary to provide the extra expense of special guards whenever a female prisoner is committed under a death sentence.

California Institution for Women—Continued

1 Correctional officer (Budget page 173, line 40)----- \$3,810

This position is requested for control of the rear gate to the institution grounds through which deliveries are made. The coverage is proposed from 8 a.m. to 4.30 p.m. to obviate the necessity of maintenance personnel locking and unlocking the gate for admittance of delivery trucks and tradesmen.

We recommend deletion of the position.

This position was requested in the 1954-55 Governor's Budget and was deleted by the Legislature. The agency estimates that approximately 15 trucks per day will need to be checked through this gate and that the average time per truck will be 17 minutes. It is not clear whether this is the current rate, while construction is going on and the gate is actually guarded by positions furnished as part of capital outlay, or whether this is the estimate of time required after construction is completed. Assuming that this estimate is intended to reflect conditions after the finish of construction and using the agency's estimate of the average time required to clear a truck through the gate, it appears that this function would require four and one-quarter hours of time per day.

According to the agency, this is too much to be spread among five maintenance personnel, which is all that the agency says are available for this function. We do not agree that only five maintenance personnel are available for this duty. We can see no reason why this duty should not be performed by the chief of institution maintenance if he is in the neighborhood of the gate at the time. The same applies to the supervising grounds man and the correctional officer truck driver. Consequently we think the gate duty can be spread among at least a total of eight maintenance people, if in fact the stationary firemen cannot leave the boiler unattended long enough to open the gate and inspect the vehicle. In addition, there are six correctional officers at this institution to provide fence and grounds patrol, one of whom is currently assigned during regular business hours. We suggest that consideration be given to transferring one of the two positions currently assigned to the 10 p.m. to 6 a.m. shift in this function to the daytime shift as the second alternative to provide rear-gate coverage if the agency does not desire to utilize maintenance positions for this function.

1 Graduate nurse (Budget page 173, line 43)----- \$3,630

This position is requested to supervise the out-patient clinic work. With the increased population and intake, and with Corona handling its own surgical cases, the present staff of one supervisory nurse, one surgical nurse, and four graduate nurses cannot properly cover the hospital and the out-patient clinic.

We recommend deletion of the position.

Twenty-four hours, seven-day coverage of the hospital by one nursing position on each shift will require 4.8 positions for full coverage and relief. There are currently six nursing positions authorized. The 1.2 positions over those required for full hospital coverage with relief should be sufficient to provide the surgical assistance necessary, the supervision and the out-patient clinic coverage. We believe that inmates at this institution can be used to a greater extent for hospital

California Institution for Women—Continued

and clinic assistance than is the case at any of the men's institutions. Inmates should be used to the maximum extent possible particularly since this institution desires to teach practical nursing as a vocational course to inmates.

By way of comparison, the nursing coverage provided at some of the other correctional institutions is shown below:

<i>Institution</i>	<i>Number of nursing positions</i>	<i>Population</i>
State Prison at Folsom -----	6	2,600
Temporary Facility, California Men's Colony -----	5	900
Institution for Men, Chino -----	7	1,500
Tehachapi Branch, Chino -----	2	500
California Institution for Women, Corona -----	6	540
Soledad State Prison -----	8	2,200

On the basis of the above table it appears that this institution already has a higher level of paid nursing coverage for its population than any of the other institutions included in the table. San Quentin and the Medical Facility are not included in this comparison because the nature of the medical programs at the latter and the disproportionate population at the former do not make them comparable.

Operating Expenses

Operating expenses are scheduled at \$261,005 for 1955-56. This is a decrease of \$2,540 or 1.0 percent under the amount of \$263,545 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

Operating Expenses—Institution for Women

<i>Function</i>	<i>1954-55</i>	<i>1955-56</i>	<i>Increase</i>	
			<i>Amount</i>	<i>Percent</i>
Administration -----	\$7,635	\$8,470	\$835	10.9
Support and subsistence -----	153,350	164,570	11,220	7.3
Care and welfare -----	57,975	42,070	—15,905	—27.4
Maintenance and operation of plant -----	44,585	45,895	1,310	2.9
Totals -----	\$263,545	\$261,005	—\$2,540	—1.0

Operating expenses generally appear to be in line as budgeted.

Equipment

Equipment expenditures are scheduled at \$7,897 for 1955-56. This is an increase of \$3,546 or 81.5 percent over the amount of \$4,351 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$7,897 requested for equipment, the sum of \$4,642 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 3.4 percent of an equipment investment of \$134,363 on June 30, 1954.

The total equipment investment on a per capita basis as of June 30, 1954, is \$258.39 per inmate.

California Institution for Women—Continued

The request by function for replacement equipment is as follows:

Function	Replacement equipment		Increase	
	1954-55	1955-56	Amount	Percent
Administration -----	\$100	\$100	---	---
Support and subsistence -----	1,063	2,031	\$968	91.1
Care and welfare -----	550	968	418	76.0
Maintenance and operation of plant -----	527	1,543	1,016	192.8
Totals -----	\$2,240	\$4,642	\$2,402	107.2

The further sum of \$3,255 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	Additional equipment		Increase	
	1954-55	1955-56	Amount	Percent
Administration -----	\$50	\$100	\$50	100
Support and subsistence -----	100	100	---	---
Care and welfare -----	1,861	1,370	—491	—26.4
Maintenance and operation of plant -----	100	1,685	1,585	1,585.0
Totals -----	\$2,111	\$3,255	\$1,144	54.2

It is to be noted that where items of additional equipment are not directly related to population increases or other work load changes, the acquisition of such items represents an improvement in the level of service. Such items also tend to build up subsequent requirements for replacement.

The budget as originally submitted by this facility requested \$16,657 for equipment.

Joint conferences were held with the agency and Department of Finance staff members, and a careful review of equipment requests was made. This review may be supplemented where necessary by personal inspection and appraisal in the field.

As a result, equipment requests were modified to the extent that they were reduced from \$16,657 to \$7,897, a saving of \$8,760, or 52.6 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted.

Included in the request for equipment is the sum of \$1,050 for the acquisition of one replacement automobile.

We recommend deletion of this amount, in line with the policy recommendation by this office, for fleet management operation of vehicles as discussed under the item for Departmental Administration.

Department of Corrections

ADULT AUTHORITY

ITEM 60 of the Budget Bill

Budget page 175

Budget line No. 22

For Support of the Adult Authority From the General Fund

Amount requested -----	\$1,206,470
Estimated to be expended in 1954-55 Fiscal Year -----	1,115,464
Increase (8.2 percent) -----	\$91,006

Adult Authority—Continued

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages -----	\$89,269	\$89,269	---	179	22
Operating expense -----	15,645	15,645	---	179	23
Equipment -----	—13,493	—13,493	---	179	24
Less:					
Increased reimbursements ---	—415	—415	---	179	29
Total increase -----	\$91,006	\$91,006	---	179	31

RECOMMENDATIONS

Amount budgeted -----	\$1,206,470
Legislative Auditor's recommendation -----	1,185,120
Reduction -----	\$21,350

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

Per Capita Costs—Adult Authority

Fiscal year	Average number of parolees supervised	Per capita cost	Increase over prior year	
			Amount	Percent
1946-47 -----	3,007	\$94	---	---
1947-48 -----	3,070	124	\$30	31.9
1948-49 -----	3,253	139	15	12.1
1949-50 -----	3,341	133	—6	—4.3
1950-51 -----	3,523	130	—3	—2.3
1951-52 -----	3,988	135	5	3.8
1952-53 -----	4,418	139	4	3.0
1953-54 -----	4,878	144	5	3.6
1954-55 -----	5,530	147	3	2.1
1955-56 -----	6,046	149	2	1.4

The total support budget of this facility is scheduled to increase \$98,306 or 8.3 percent.

Population is anticipated to average 6,046 parolees, an increase of 516, or 9.3 percent.

This results in the per capita cost going from \$147 to \$149, an increase of \$2, or 1.4 percent.

At the time the 1954-55 Governor's Support Budget for this facility was presented, it contemplated an estimated per capita cost of \$156 for the 1954-55 Fiscal Year.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from \$156 to \$147, a decrease of \$9, or 5.8 percent.

In 1953-54, this agency had savings of \$28,152.

In 1954-55, savings are estimated at \$18,578.

Based on the Budget Act appropriations for each of these two fiscal periods it appears that the agency may have been overbudgeted 2.9 percent in 1953-54 and 1.6 percent in 1954-55.

Adult Authority—Continued

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$941,596. This represents an increase of \$89,269 or 10.5 percent over the total of \$852,327 scheduled for expenditure in this category during 1954-55.

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

Merit salary increases on 188 established positions	\$62,141
A total of 12 proposed new positions costing	29,228
A change in estimated salary savings of	—2,100
Total increase in salaries and wages	\$89,269

A total of 188 positions are presently authorized. The agency is requesting an additional 12 proposed new positions. This represents an increase of 6.4 percent in staff, as compared to a 9.3 percent increase in parolees supervised.

On the basis of the proposed budget, the agency is requesting one additional position for each 43.0 additional parolees supervised.

When compared to the present level of staffing which is one position for each 29.4 average number of parolees supervised it is apparent that the ratio of requested new positions to change in institutional population represents some leveling off in the level of service indicated by the existing ratio.

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

Total Level of Service—Employee Hours Available per Parolee

Fiscal year	Total employees	Total annual man-hours	Average number		Increase over prior year	
			parolees supervised	Level of service	Amount	Percent
1946-47	88.0	192,896	3,007	64	---	---
1947-48*	89.7	159,307	3,070	52	—12	—18.8
1948-49	101.8	180,974	3,253	56	4	7.7
1949-50	101.3	179,909	3,341	54	—2	—36.0
1950-51	106.1	188,434	3,523	54	---	---
1951-52	118.1	209,746	3,988	53	—1	—1.9
1952-53	124.4	220,934	4,418	50	—3	—5.7
1953-54	166.1	294,994	4,878	60	10	20.0
1954-55†	188	333,888	5,530	60	---	---
1955-56†	200	355,200	6,046	59	—1	—1.7

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service will average 59 hours per parolee supervised.

This is one hour, or 1.7 percent below the level now scheduled for 1954-55.

It is nine hours, or 18.0 percent above the minimum level of service of 50 hours, experienced in 1952-53 during the period of 10 fiscal years, reflected in the above table.

Adult Authority—Continued

The 12 proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
1 Supervising parole officer (effective 7/1/55) -----	\$5,496	177	35
1 Parole officer II (effective 11/1/55) -----	3,160	177	37
6 Parole officer I (one effective 9/1/55, one 10/1/55, one 2/1/56, one 3/1/56, one 5/1/56, one 6/1/56)	11,656	177	39
3 Intermediate steno-clerk (11/1/55, and two 6/1/56)	3,936	177	44
Special intensive parole unit			
1 Assistant research technician -----	4,980	178	12
12 Total -----	\$29,228		

The requested staffing will continue the existing level of service generally, except for the addition of one research position to compile data for evaluating results emanating from the operation of the Special Intensive Parole Unit, and the Parole Out-patient Clinic. These are both pilot programs, exploratory in nature, and in need of continuous appraisal as they develop trends indicating their merits, or the lack thereof in their application to the problems under study.

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

Calendar year	Total parolee * man-months of supervision	Total number of suspensions	Percent
1948 -----	32,629	1,029	3.15
1949 -----	33,400	1,014	3.04
1950 -----	35,175	997	2.83
1951 -----	38,472	1,074	2.79
1952 -----	42,797	1,028	2.40
1953 -----	49,087	1,247	2.54
1954 -----	57,154	1,383	2.42
Totals -----	288,714	7,772	2.69
Averages -----	41,244	1,110	2.69

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

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

To the extent that effective parole supervision can augment the effects of the institutional treatment programs in further accelerating the improvement noted in the above table, the requirements for capital outlay for additional facilities may be deferred or reduced.

The impact of the failure to continue the favorable trend evidenced above may be exemplified by applying the 1948 rate of 3.15 in the above table to the 1954 risk of 57,154. If we do this we find that there would have been 1,800 suspensions in contrast to the 1,383 actually suspended. This is a difference of 417 suspensions or 30.2 percent of the number actually issued.

Conceivably, then, had not the improvement noted taken place, we might have been faced with the current necessity of finding facilities to house a substantial proportion of the added 417 inmates.

Adult Authority—Continued

Based on the departmental consolidated per capita support cost of \$1,448 estimated for 1955-56, the added 417 inmates could have necessitated additional institutional expenditures in the amount of \$603,816, exclusive of any capital outlay requirements that might be involved.

It is therefore quite clear as to the effect that even minor changes in the program and policy of the Adult Authority may have upon the costs of supporting our penal institutions.

To the extent that this policy can be liberalized with due regard to the safety and welfare of the public from a protective standpoint, additional expenditures in substantial amounts can be avoided.

On the basis of an average per capita cost for parole supervision of \$149 per year as compared to the average institutional cost of \$1,448, we note that the parole cost is only about 10 percent of the institutional cost on a per capita basis.

Many factors, of course, can cause a drop in the rate of parole suspensions in relationship to the total outstanding risk. Among these are:

1. A liberalization of parole board policy in increasing the rate of releases on parole.
2. A liberalization of the parole board policy in assessing the degree of seriousness of conditions justifying a suspension.
3. The degree of accuracy in consistently interpreting this policy on the part of the field parole officer staff.
4. An improvement in the average behavior patterns of parolees.
5. Improvement in employment conditions, generally.
6. A specific improvement in employer relationships with the field staff in developing additional opportunities for placement of potential or existing parolees.

The following table evidences the relationship and trend existing in the matter of parole violators returned both with and without a new commitment.

Comparison of Parole Violators Returned

Calendar year	Total parole violators returned	With new commitment		Without new commitment	
		Number	Percent	Number	Percent
1948	943	337	36	606	64
1949	1,043	337	32	706	68
1950	867	378	44	489	56
1951	869	350	40	519	60
1952	863	390	45	473	55
1953	946	449	47	497	53
1954	1,227	665	54	562	46
Total	6,758	2,906		3,852	
Average	965	415	43	550	57

The above table evidences what we believe to be a proper trend in that on the average there is reflected a condition whereby increasingly more parole violators are being returned because of new offenses committed rather than for technical violations of the conditions of parole.

While the trend has been in the right direction, we note that it was not until 1954 that the break even point has been reached and passed where actually a greater percentage (54) were returned with a new commitment and a correspondingly lower percentage (46) were returned for ostensibly technical violations of the conditions of parole.

Adult Authority—Continued

We believe that on the average the chances of being returned to prison for technical violations of the conditions of parole should as a practical matter be far less in actuality than the same chances for being returned for the commission of a new offense, provided there is functioning a good parole supervision program.

We believe some evidence of the latter fact may be inferred from the data in the preceding table. It would also appear that additional advances can be made to further accentuate the favorable trend established.

To the degree that better parole supervision and evaluation can obviate the necessity for returning a parolee for technical reasons, the Adult Authority is enabled to make its contribution both to the public on the question of protection, to the parolee on the merits of his rehabilitation, and also to the taxpayer in terms of reduced expenditures for institutional support and capital outlay.

Exploratory Program

Reference has been made previously to the Special Intensive Parole Unit and the Parole Outpatient Clinic as two projects under trial as pilot programs. We are in favor of reasonable trials and modes of controlled research to test concepts that hold promise of improving the performance characteristics of any program. Without such tactics progress becomes generally erratic and the results sometimes incapable of either discernment or what is more important, measurement. The latter is necessary, not only to weigh the advantages in terms of results, but what is equally important, to determine the fiscal impact of those advantages. It follows that if a program has readily discernible fiscal advantages with no apparent deterioration in over-all potential results, then probably the possible application of the program is worthy of consideration. We have in mind such a possibility.

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

Approximately 17 percent of all felony convictions in California are on forgery and checks. Based on a total population in all prison facilities estimated as of June 30, 1956, of 17,000 inmates, this means that approximately 2,890 inmates will be maintained in state prisons primarily on felony check counts.

With an average consolidated per capita cost for the Department of Corrections for 1955-56, estimated at \$1,448, the confinement of this particular group of felons may be stated to average a cost to the taxpayers of \$4,184,720 for direct support charges while in state prisons.

The capital investment required to build an institution having the initial rated normal capacity to house the above inmate population would approximate \$25,000,000 based on recent prison construction experience in California.

In addition to housing and support costs there are other direct and indirect related costs incidental to the confinement of this type of offender. Not the least of these are welfare costs to needy dependents of those confined. Such costs under the aid to needy children program alone are estimated to run into thousands of dollars annually.

Adult Authority—Continued

The Offense—a Returned Check

The net result of the passing of a check which turns out to be no good, is that he who accepted the check is deprived either of goods or cash or both, and the maker of the check is subject to a state prison sentence. The acceptor of the check is deprived of his property in merchandise, money, or both because he accepted a written promise to pay from one in whom he had a misplaced trust.

Had the same transaction been on the basis of a promissory note, an unsecured loan, an open account charge, or an installment credit sale, and had the misplaced trust been of the same degree and such that the obligor was unable to make good on his promise to pay, the maker of the promise would normally not only not be subject to criminal prosecution, but could if the total of his obligations became sufficiently oppressive, go into insolvency, compromise with his creditors, or eventually proceed through bankruptcy, with the creditors in many cases getting very little in satisfaction of the original obligation.

The individual in the latter example suffers none of the penalties of incarceration for a felony but instead receives an official court sanctioned discharge from his obligations to those creditors who had placed their trust in the reliability of his promise to pay. Even without the protective cloak of bankruptcy, he is still only subject to civil suits in attempts to collect from him the amounts that he has promised to pay. The former individual in one sense may be said to be imprisoned for failure to pay his debts.

We do not draw the foregoing analogy in any attempt to condone the activity of the writer of a dishonored check. We simply point out that society at present treats what is basically the same kind of a transgression in two wholly different manners with respect to the debtor, the creditor, and the taxpayer at large.

The Program for the Offender

We believe that consideration should be given to some attempt to handle a substantial number of writers of dishonored checks in a manner analogous to that which would be followed in a case which was a cross between a situation involving a composition with creditors and one where a person of means was financially irresponsible and dissipating assets without regard.

We believe that in a substantial number of cases, the person convicted of passing bad checks could be handled to the advantage of all concerned by a process conforming to the following general pattern:

1. After conviction, the person should be processed through the reception guidance center for a full social, psychological and psychiatric evaluation.
2. The full extent of his obligations from his check-writing activities should be ascertained and a program of repayment of these obligations worked out on a reasonable and businesslike basis, taking into consideration all of the elements normally followed in handling a composition with creditors such as the individual's earning power, other personal obligations for day-to-day living, the expense of supporting dependents, etc.

Adult Authority—Continued

3. The individual should be allowed to secure employment in the most remunerative field for which he is qualified.

4. The individual should have appointed for him a fiscal adviser, or trustee and guardian, of his assets even though the latter consist only of his monthly or weekly earnings.

5. The fiscal advisers to be well qualified special parole officers, who under bond would handle and account for all of the individual's earnings, pay all normal expenses of the individual out of such earnings, see that legal dependents received sufficient from the earnings to care for their wants, and that regular reasonable payments, even though small, were made to the creditors in the composition agreement covering the dishonored checks.

6. Such advisers would, of course, handle relatively lower case loads than a conventional parole program, perhaps not to exceed 25 as a trial starting basis.

7. The State might well consider imposing a small percentage fiscal handling charge based on the gross earnings of the individual to partially offset some of the costs to the State in processing his case.

The successful functioning of such a program has several advantages at once apparent. Some of these are:

1. The individual receives the initial "awakening" of being convicted and sent to a major penal institution.

2. He is there (at the reception-guidance center) only long enough to complete the necessary evaluation processes; not over 60 days.

3. He is afforded the early opportunity to become a self-sustaining person, an income-producer, and a potential taxpayer.

4. Under expert guidance he has some opportunity to achieve a semblance of financial stability.

5. Over a long range program, most of the creditors stand to receive a substantial portion if not all of the amount of the checks involved in the transactions.

6. Normally, dependents will not appear on the rolls of state-supported welfare programs.

7. Because of the short institutional stay there is no opportunity to become even partially "institutionalized" and consequently there is no real "readjustment period" to get back into the swing of normal social activity.

8. The taxpayer at large is ultimately alleviated of the average present financial burden of almost \$1,500 per year less the offset costs of the program here proposed which should not exceed \$400 per year per case. It should of course be recognized that this difference in cost is neither the real saving initially on each case operating under the plan, because of certain fixed overhead costs in institutional operations that do not reduce pro rata as population drops, nor is it the ultimate potential when all other factors of both direct and indirect costs are considered.

Adult Authority—Continued

We recognize certain limitations inherent in the proposed program. Some of these are:

1. Unless in the opinion of the Adult Authority unusual circumstances should warrant, it is not conceived that this program would be extended to include the "professional" type of check forger.

2. We are aware that the present regular parole program experience on persons convicted of forgery and check counts is susceptible of some improvement from the calculated risk standpoint.

3. Such a program as here outlined, if tried, should be only on a pilot controlled basis at its inception.

However, on the whole, it would appear that much might potentially be gained through a careful and successful administration of such a plan with little likelihood of any material losses.

Extended incarceration for this type of offender has done little to improve the situation and in some cases much deterioration has resulted.

The offense involved is not one of violence. Society is not physically exposed to any added hazard, but instead gains through whatever added period the individual continues to be a producer of income and repays his obligations at least in part.

Present regular parole procedures do not appear to be the answer in terms of the high rate of failure of this type of risk under parole as it now exists.

We submit the suggested plan for consideration by both the Adult Authority and the Board of Trustees.

Operating Expenses

Operating expenses are scheduled at \$240,215 for 1955-56. This is an increase of \$15,645 or 7.0 percent over the amount of \$224,570 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

<i>Function</i>	<i>1954-55</i>	<i>1955-56</i>	<i>Increase</i>	
			<i>Amount</i>	<i>Percent</i>
Administration -----	\$18,305	\$18,630	\$325	1.8
Division of adult paroles -----	168,880	183,710	14,830	8.8
Special intensive parole unit -----	30,645	31,015	370	1.2
Parole outpatient clinic -----	6,740	6,860	120	1.8
Totals -----	\$224,570	\$240,215	\$15,645	7.0

The amount of \$43,735 is being requested for assistance to paroled and discharged prisoners (Budget page 177, line 66, and Budget page 178, line 30). This is \$34,975 more than the \$8,760 budgeted for recovery. The agency estimates it will recover only 20 percent of the amounts advanced. The following table shows the history of the recovery of such advances since 1947-48.

The last three years of the table include advances and repayments in connection with the Special Intensive Parole Unit started in 1953-54.

The increase in the percentage of repayments for this latter unit accounts primarily for the total increase in percentage of repayments.

Adult Authority—Continued

Comparison of Repayments of Cash Advances to Parolees

<i>Fiscal year</i>	<i>Cash assistance to parolees and dis- charged persons</i>	<i>Repayment of advances</i>	
		<i>Amount</i>	<i>Percent</i>
1946-47 -----	\$1,585	\$348	22.0
1947-48 -----	4,942	1,800	36.4
1948-49 -----	7,802	1,785	22.9
1949-50 -----	14,371	1,840	28.0
1950-51 -----	10,574	2,227	21.0
1951-52 -----	15,426	2,484	16.1
1952-53 -----	17,330	2,819	16.7
1953-54* -----	36,032	7,392	20.5
Accumulated totals to date -----	\$108,062	\$20,695	19.2
1954-55* -----	41,475	8,345	20.1
1956† -----	43,735	8,760	20.0

* Special intensive parole unit started. Advances and repayments for this group are included for this and subsequent years.

† Estimated in 1955-56 Governor's Budget.

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

<i>Fiscal year</i>	<i>Cash assistance to parolees and discharged prisoners</i>	<i>Repayment of advances</i>	
		<i>Amount</i>	<i>Percent</i>
1953-54 -----	\$9,488	\$2,513	26.5
1954-55 -----	11,385	2,815	24.7
1955-56* -----	11,385	2,815	24.7

* Estimated

We note in connection with this latter unit that 50 percent of the total amount requested for advances to parolees in 1953-54 had been scheduled for recovery, whereas only 26.5 percent was actually recovered.

We have previously recommended that the recovery program for these advances receive the necessary attention from the agency to substantially raise the percentage of recovery.

There would seem to be little justification for the failure to recover a higher percentage. Economic conditions have been good for the last few years, with employment being maintained at a relatively high level. Job placement is generally necessary as a prerequisite to parole. The failure on the part of a high percentage of parolees to repay this advance of funds would seem to indicate a failure on the part of the agency to have impressed upon paroled and discharged prisoners the importance of respect for financial obligations and of demonstrating at least in this manner the actual change in their attitude. This failure may be construed as some evidence of one weakness in the rehabilitation program—one that can be overcome by administratively emphasizing the importance of this item.

We recommend that the obligation to repay advances on a reasonable basis be incorporated into the continuing conditions of parole and that sufficient emphasis be placed on this condition to raise the percentage of recovery of such advances substantially.

In contrast we note that the percentage of advances repaid by female parolees for 1953-54 was 61.8 percent, or more than three times that of male parolees. Similar results are forecast for 1954-55 and 1955-56 by

Adult Authority—Continued

the Board of Trustees. The Adult Authority might well emulate this concept.

Equipment

Equipment expenditures are scheduled at \$33,419 for 1955-56. This is a decrease of \$13,493 or 28.8 percent under the amount of \$46,912 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$33,419 requested for equipment, the sum of \$15,903 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 6.4 percent of an equipment investment of \$249,872 on June 30, 1954.

The total equipment investment on a per capita basis is \$47.72 per parolee.

The request by function for replacement equipment is as follows:

<i>Function</i>	<i>1954-55</i>	<i>1955-56</i>	<i>Replacement equipment</i>	
			<i>Amount</i>	<i>Increase Percent</i>
Administration -----	\$88	\$1,301	\$1,213	1,378.4
Division of Adult Paroles -----	13,290	14,452	1,162	8.7
Special Intensive Parole Unit -----	50	100	50	100.0
Parole Outpatient Clinic -----	25	50	25	100.0
Farming and Processing -----	---	---	---	---
Totals -----	\$13,453	\$15,903	\$2,450	18.2

The further sum of \$17,516 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

<i>Function</i>	<i>1954-55</i>	<i>1955-56</i>	<i>Additional equipment</i>	
			<i>Amount</i>	<i>Increase Percent</i>
Administration -----	\$266	\$150	—\$116	—43.6
Division of Adult Paroles -----	27,501	17,045	—10,456	—38.0
Special Intensive Parole Unit -----	4,956	221	—4,735	—95.5
Parole Outpatient Clinic -----	736	100	—636	—86.4
Totals -----	\$33,459	\$17,516	—\$15,943	—47.6

It is to be noted that where items of additional equipment are not directly related to population increases or other work load changes, the acquisition of such items represents an improvement in the level of service. Such items also tend to build up subsequent requirements for replacement.

The budget as originally submitted by this facility requested \$45,313 for equipment.

Joint conferences were held with the agency and Department of Finance staff members, and a careful review of equipment requests was made. This review may be supplemented where necessary by personal inspection and appraisal in the field.

As a result, equipment requests were modified to the extent that equipment requests were reduced from \$45,313 to \$33,419, a saving of \$11,894, or 26.2 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted, except for automotive units.

Adult Authority—Continued

Included in the request for equipment is the sum of \$11,750 for the acquisition of 11 replacement automobiles, and \$9,600 for eight additional automobiles.

We recommend deletion of this amount, in line with the policy recommendation by this office, for fleet management operation of vehicles as discussed under the item for departmental administration.

Department of Corrections
BOARD OF TRUSTEES—INSTITUTION FOR WOMEN

ITEM 61 of the Budget Bill

Budget page 180
Budget line No. 6

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

Amount requested	\$109,907
Estimated to be expended in 1954-55 Fiscal Year	96,243
Increase (14.2 percent)	\$13,664

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$7,227	\$7,227	---	180	71
Operating expense	4,120	4,120	---	181	18
Equipment	2,407	2,407	---	181	28
Less:					
Increased					
reimbursements	—90	—90	---	181	33
Total increase	\$13,664	\$13,664	---	181	35

RECOMMENDATIONS

Amount budgeted	\$109,907
Legislative Auditor's recommendation	107,607
Reduction	\$2,300

ANALYSIS

The recommended reduction of \$2,300 consists of one replacement motor vehicle and one additional motor vehicle.

Equipment	Amount	Budget	
		Page	Line
Automobile, additional	\$1,200	181	24
Automobile, replacement	1,100	181	23
Reduction in equipment	\$2,300		
Total recommended reduction	\$2,300		

This agency discharges the functions of parole board for female prisoners and supervision of female parolees. The five board members are reimbursed on a per diem basis and meet monthly for as long as is necessary to consider the cases before them.

Generally the board has the same duties and responsibilities for female prisoners as the Adult Authority has for male prisoners.

Board of Trustees—Institution for Women—Continued

Per Capita Costs Board of Trustees—Institution for Women

Fiscal year	Average number of parolees supervised	Per capita cost	Increase over prior year	
			Amount	Percent
1945-46	98	\$200	--	--
1946-47	102	237	\$37	18.5
1947-48	114	293	56	23.6
1948-49	144	306	13	4.4
1949-50	168	276	—30	—9.8
1950-51	202	247	—29	—10.5
1951-52	221	261	14	5.7
1952-53*	290	250	—11	—4.2
1953-54	366	214	—36	—14.4
1954-55	409	245	31	14.5
1955-56	470	243	—2	—0.8

* Retirement costs included for this and each subsequent fiscal year.

The total support budget of this facility is scheduled to increase \$14,104 or 14.1 percent.

Population under supervision is anticipated to average 470 parolees, an increase of 61, or 14.9 percent.

This results in the per capita cost going from \$245 to \$243, a decrease of \$2, or 0.8 percent.

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

Total Level of Service—Employee Hours Available per Parolee

Fiscal year	Total employees	Total annual man-hours	Parolees supervised	Level of service	Increase over prior year	
					Amount	Percent
1945-46	4.0	8,768	98	89	---	---
1946-47	4.1	8,987	102	88	—1	—1.1
1947-48*	5.3	9,413	114	83	—5	—5.7
1948-49	6.0	10,656	144	74	—9	—10.8
1949-50	6.0	10,656	168	63	—11	—14.9
1950-51	7.0	12,432	202	62	—1	—1.6
1951-52	7.9	14,030	221	63	1	1.6
1952-53	8.1	14,386	290	50	—13	—20.6
1953-54	9.0	15,984	366	44	—6	—12.0
1954-55†	12.0	21,312	409	52	8	18.2
1955-56†	13.0	23,088	470	49	—3	—5.8

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service will average 49 hours per parolee.

This is three hours or 5.8 percent below the level now scheduled for 1954-55.

It is five hours or 11.4 percent above the minimum level of service of 44 hours, experienced in 1953-54 during the period of 11 fiscal years, reflected in the above table.

At the time the 1954-55 Governor's Support Budget for the Board of Trustees was presented, it contemplated an estimated per capita cost per parolee of \$237 for the 1954-55 Fiscal Year.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from

Board of Trustees—Institution for Women—Continued

\$237 to \$245, an increase of \$8, or 3.4 percent. This increase results from the revision of estimated case load for 1954-55 from 450 in the 1954-55 Governor's Budget down to 409 in the 1955-56 Budget, without a correspondingly large decrease in the amounts estimated to be required for the various functions.

To the extent that any such upward revisions take place in this per capita figure, without corresponding and offsetting declines in parolee population, it indicates in general the extent of either inability to accurately forecast financing required or inability to operate within the limits of financing provided.

While the total level of service is down slightly again this year, we again point out that the addition of parole officer II should result in more actual time being available for personal supervision of parolees. This new position is intended to carry only one-half case load and to devote the other half time to supervision of the parole officers I. One beneficial result of such supervision should be the better geographical distribution of parole officers in relation to case loads so as to reduce travel time, thus permitting more direct supervision time. This additional position was authorized for 1954-55 but the failure of the justifying one-half case load to develop has apparently precluded the filling of the position. As we pointed out last year the need for supervision of parole officers to bring about uniformity of procedures and results is quite evident. We suggest that, if it appears that case load again will not develop so as to permit the filling of the authorized position, one of the existing parole officer positions be reclassified to provide this supervision.

The following table reflects a comparative measure of the total parole officer level of service devoted to the parole function for women.

Total Parole Officer Level of Service—Employee Hours Available per Parolee

<i>Fiscal year</i>	<i>Total parole officer employees</i>	<i>Total annual man-hours</i>	<i>Average number supervised</i>	<i>Level of parole officer service</i>	<i>Increase over prior year</i>	
					<i>Amount</i>	<i>Percent</i>
1945-46-----	2.0	4,384	98	45	---	---
1946-47-----	2.0	4,384	102	43	-2	-4.4
1947-48*-----	2.4	4,262	114	37	-6	-14.0
1948-49-----	3.0	5,328	144	37	---	---
1949-50-----	3.0	5,328	168	32	-5	-13.5
1950-51-----	3.0	5,328	202	26	-6	-18.8
1951-52-----	3.9	6,926	221	31	5	19.2
1952-53-----	4.1	7,282	290	25	-6	-19.4
1953-54-----	5.0	8,880	366	24	-1	-4.0
1954-55†-----	7.0	12,432	409	30	6	25.0
1955-56‡-----	8.0	14,208	470	30	---	---

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

‡ Budget request.

Under the proposed budget request for 1955-56 the level of service will average 30 hours per parolee.

This is the same as the level now scheduled for 1954-55.

It is six hours, or 25.0 percent above the minimum level of service of 24 hours, experienced in 1953-54 during the period of 11 fiscal years, reflected in the above table.

Board of Trustees—Institution for Women—Continued
Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$72,875. This represents an increase of \$7,227 or 11.0 percent over the total of \$65,648 scheduled for expenditure in this category during 1954-55.

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

Merit salary increases on 12 established positions-----	\$1,142
A total of one proposed new position costing-----	3,555
Temporary help-----	1,630
A change in estimated salary savings of-----	900
Total increase in salaries and wages-----	\$7,227

A total of 12 positions are presently authorized. The agency is requesting an additional one proposed new position. This represents an increase of 8.3 percent in staff, as compared to a 14.9 percent increase in parolees supervised.

The one proposed new position and temporary help are shown below by function:

Parole supervision:	Amount	Budget	
		Page	Line
1 Women's parole officer II (effective 10-1-55)-----	\$3,555	180	65
Temporary help (clerical, Los Angeles)-----	1,630	180	67
1 Total-----	\$5,185		

The temporary help item shown above is intended to provide the equivalent of seven months clerical service to reduce the backlog of typing on the chronological files. We recognize the necessity of keeping parole files up to date and on that basis approve the request for additional help to reduce the backlog and bring this work to a current status. The clerical staff provided should be sufficient for the size of this parole function, however, and we suggest that the agency review its procedures with a view to possibly reducing the time spent on some activities. For example with Los Angeles office case load approximating 250 parolees and with only four parole officers working out of that office we raise the question as to the necessity for 615 phone calls received in the office in one month, the average reported by the agency for a six-month period. On a basis of 22 working days a month this is an average of 28.4 calls per day or almost 4 telephone calls per hour for this small office. In addition it is reported there are 12 office visits per day. The new parole officer II allowed to supervise the parole officer's activities should devote particular attention to streamlining office procedures so as to avoid the accumulation of another backlog of this kind.

The inconsistencies in terms of parole failure which we pointed out in last year's analysis of this budget are further developed in the following table by the addition of actual figures for 1953-54.

Board of Trustees—Institution for Women—Continued

Trend of Violators Returned in Relation to Level of Service
Per Parole Supervision

Fiscal year	Level of service		Total return		With new commitments		Without new commitments	
	Average parolee case load	Parolee supervision*						
1948-49-----	144	37	28	19.4	5	17.9	23	82.1
1949-50-----	168	32	39	23.2	7	17.9	32	82.1
1950-51-----	202	26	34	16.8	7	20.6	27	79.4
1951-52-----	221	31	27	12.2	12	44.4	15	55.6
1952-53-----	290	25	47	16.2	12	25.5	35	74.5
1953-54-----	366	24	54	14.8	13	24.1	41	75.9
			229		56		173	

* Paid hours of supervision per case per year.

In 1953-54 with the level of service being one hour less than in the comparable years of 1950-51 and 1952-53 (when the level of service was one hour more and two hours more respectively) the percentage of parolees returned to prison declined to 14.8 percent from 16.2 in 1952-53, and from 16.8 in 1950-51. If there is any validity to the concept that success or failure on parole is related to the amount of supervision on parole this trend is just the reverse of what it should be. We recognize that the hours of parole supervision are not the only factors affecting returns from parole. Board policy and the individual application of that policy by parole officers are equally important, and in this situation it appears to be the latter factors which are producing this adverse effect. This point is further emphasized by the fact that returns from parole without a new commitment increased from 74.5 percent in 1952-53 (when the level of service stood at 25 hours) to 75.9 in 1953-54 (when the level of service was 24 hours), as shown by the above table. We again point out that there appears to be a need for a careful review of board policies which result in three times as many parolees being returned to prison for technical violations as are returned for the commission of a new crime. These policies can in large measure be responsible for the continuing overcrowding of the California Institution for Women at Corona with the attendant high support expenditures required, and the continued pressure for additional capital outlay to relieve this overcrowding.

In this connection it should be remembered that this board in addition to establishing the policies for parole supervision which can result in an abnormally high rate of failure on parole for technical violations, also makes the policy of governing the rate of release from the Institution for Women on parole. We note that for 1954-55 parole case load was estimated to increase to 450 from an estimated 375 for 1953-54. However, in the 1955-56 Budget the 1953-54 figure is shown as 366 and the 1954-55 figure has been re-estimated down to 409. Thus it is apparent that at the start of the 1954-55 Fiscal Year there were nine inmates at Corona who had been expected to be released on parole and by the end of the 1954-55 Fiscal Year it is expected that this figure will have grown to 50 prisoners.

The real significance of this failure to achieve estimated parole case load as it related to board policy becomes clear when it is noted that the average daily institutional population was estimated at 460 for 1953-54

Board of Trustees—Institution for Women—Continued

in the 1954-55 Governor's Budget and actually became 459 as shown in the 1955-56 Budget. The 1954-55 average daily population was estimated at 490 in the budget for that year and has now been re-estimated upward to 510 in the 1955-56 Budget. If parole case load were achieved for the 1954-55 Fiscal Year the prison population could be estimated at 460 rather than 510. With per capita prison costs estimated at \$1,477 and per capita parole costs at \$245 for 1954-55 in the 1955-56 Budget it is apparent that substantial savings could be effected in direct support costs by the board having at least as liberal a parole policy as it estimates it will have.

The relation of average daily population at the California Institution for Women and parole case load is set out in tabular form below:

	Average daily population			Parole case load		
	Estimated	Re-estimated	Actual	Estimated	Re-estimated	Actual
1950-51-----	335	340	334	172	191	202
1951-52-----	355	374	393	217	222	221
1952-53-----	386	410	413	248	268	290
1953-54-----	473	460	459	296	375	366
1954-55-----	490	510	---	450	409	---
1955-56-----	540	---	---	470	---	---

In our analysis of the Adult Authority Budget for male parole activities we have pointed out the cost impact of the numbers of male prisoners who are committed for commercial transaction violations related to the issuance of checks. Our remarks in that analysis are pertinent to female prison and parole costs, inasmuch as the percentage of all female prisoners and parolees who are committed on such charges is comparable. Our recommendations for handling male violators in that category should also be extended to females.

Operating Expenses

Operating expenses are scheduled at \$33,960 for 1955-56. This is an increase of \$4,120 or 13.8 percent over the amount of \$29,840 estimated to be expended in the 1954-55 Fiscal Year.

The increase in operating expense is primarily related to the increase in case load and the proposed addition of one new position.

The following table is the record of recovery of cash advances to paroled and discharged prisoners.

Comparison of Repayment to Cash Advances

Fiscal year	Cash assistance	Repayment	Percentage of advances repaid
1949-50-----	\$600	\$273	45.5
1950-51-----	635	260	40.9
1951-52-----	802	349	43.5
1952-53-----	659	264	40.1
1953-54-----	896	554	61.8
Accumulated totals to date-----	\$3,592	\$1,670	46.5
1954-55 *	\$1,000	\$620	62.0
1955-56 *	1,150	710	61.7

* Estimated in 1955-56 Governor's Budget.

Board of Trustees—Institution for Women—Continued

The increased recovery and rate of recovery beginning in 1953-54 as shown in the above table should be continued. As we have previously pointed out, the amounts of money involved are relatively small; however, the effect upon the ultimate rehabilitation of a prisoner by demonstrating the necessity for honesty and respect for personal obligations can have a far reaching effect upon the moral and social readjustment of the individual.

Comparison of Miles Traveled by Parole Staff per Case

<i>Fiscal year</i>	<i>Average number of parolees supervised—average</i>	<i>Total miles traveled</i>	<i>Average number of miles per case</i>	<i>Change-over prior year</i>	
	<i>case load</i>			<i>Amount</i>	<i>Percent</i>
1951-52-----	221	58,232	263	—	—
1952-53-----	290	57,664	199	—64	—24.3
1953-54-----	366	7,0555	193	—6	—3.0
1954-55*-----	409	100,000	244	51	26.4
1955-56*-----	470	109,000	232	—12	—4.9

* Estimated.

The above table shows the average number of miles traveled per parolee supervised each year since 1951-52. It should be noted that when these figures were presented in our analysis of the 1954-55 Governor's Budget, it was estimated that 233 miles would be traveled per parolee. Now on the basis of the actual figure of 193 miles shown in the table above it is apparent that that year was overestimated by 40 miles per parolee or 17 percent.

In the face of the increased numbers of parolees the estimates of mileage to be traveled in 1954-55 and 1955-56 would also appear to be overestimated. As we pointed out last year a larger parole case load should result in better geographical distribution of parolees in relation to parole officers, and result in less mileage per parolee. This of course would require careful assignment of cases so that those cases assigned to a particular officer would all be in the same general area. This should be a matter of first concern to the new position of Parole Officer II being recommended for supervision of parole officers.

The reduction of time spent in travel is particularly desirable inasmuch as it generally contributes nothing directly toward the achievement of the objectives of a good parole supervision program. The elimination of travel time can be translated directly into increased parolee supervision time and in addition will reduce travel and automobile operating expenses. It would appear that if the agency does not exceed the average number of miles per case traveled in 1953-54, the last year for which actual figures are available, the actual travel requirement for the 1955-56 Budget Year has been overstated by about 18,000 miles, and savings should accrue in this item to approximately that extent.

Equipment

Equipment expenditures are scheduled at \$3,782 for 1955-56. This is an increase of \$2,407 or 175.1 percent over the amount of \$1,375 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$3,782 requested for equipment, the sum of \$1,940 is for replacement of items deemed obsolete or no longer serviceable. This latter amount represents 10.3 percent of an equipment investment of \$18,816 on June 30, 1954.

Board of Trustees—Institution for Women—Continued

The total equipment investment on a per capita basis is \$46 per parolee.

The above noted increase in equipment request results primarily from the addition of one automobile and necessary furniture and office equipment for one new position recommended to be authorized for the budget year, and the replacement of one automobile.

The request for replacement equipment is as follows:

		<i>Replacement equipment</i>			
				<i>Increase</i>	
		<i>1954-55</i>	<i>1955-56</i>	<i>Amount</i>	<i>Percent</i>
Administration -----		\$1,250	\$1,940	\$690	55.2

The further sum of \$1,842 is requested for *additional* items of equipment. The request, for additional equipment is as follows:

		<i>Additional equipment</i>			
				<i>Increase</i>	
		<i>1954-55</i>	<i>1955-56</i>	<i>Amount</i>	<i>Percent</i>
Administration -----		\$125	\$1,842	\$1,717	1373.6

It is to be noted that where items of additional equipment are not directly related to population increases or other work load changes, the acquisition of such items represents an improvement in the level of service. Such items also tend to build up subsequent requirements for replacement items.

The budget as originally submitted by this facility requested \$4,219 for equipment.

Joint conferences were held with the agency and Department of Finance staff members, and a careful review of equipment requests was made. This review may be supplemented where necessary by personal inspection and appraisal in the field.

As a result, equipment requests were modified to the extent that they were reduced from \$4,219 to \$3,782, a saving of \$437, or 10.4 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted, except for automotive units.

Included in the request for equipment is the sum of \$1,100 for the acquisition of one replacement automobile and \$1,200 for one additional automobile.

We recommend deletion of this amount, in line with the policy recommendation by this office, for fleet management operation of vehicles as discussed under the item for Departmental Administration.

DEPARTMENT OF YOUTH AUTHORITY
Youth Authority and Youth Training School Summary

The Youth Authority and the Department of the Youth Authority jointly have the responsibility for state juvenile correctional custody and rehabilitation.

Facilities for this mission include four boys correctional schools, two girls correctional schools, two reception center clinics, and three forestry camps for boys. Parole activities are conducted from branch offices in the various areas of the State.

Major areas of responsibility include decisions regarding ultimate disposition of wards (i.e. acceptance for training and treatment, duration and location of custody, parole, parole revocation and release), training and treatment, parole, and delinquency prevention.

These activities include many related duties such as transportation of wards, deportation of nonresident wards, supervision of the interstate probation compact, and administration of the state subvention of county juvenile homes and camps program.

Department of the Youth Authority
SUMMARY

Total support for 1955-56 for the department is scheduled to increase \$834,366, or 10.1 percent, from the currently estimated \$8,245,174 for 1954-55. The \$9,079,540 now proposed to be expended for the 1955-56 Fiscal Year is \$222,075, or 2.5 percent more than the \$8,857,465 requested in the 1954-55 Governor's Budget.

Total ward population in schools and facilities is estimated to increase 215 (9.5 percent) on the average and 195 (8.2 percent) by year-end, and to amount to a daily average of 2,489 with a year-end total of 2,575. Parole case load is estimated to average 5,781, an increase of 497 (9.4 percent) and to be 6,316 at year-end, an increase of 856 (15.7 percent).

Year-end population increases by institutions are as follows:

Fred C. Neles-----	15—New detention segregation unit, less old dormitory
Preston -----	75—One new dormitory and replace three old dormitories
Los Guilucos -----	105—Population has been held at low level as a security measure; now to be built up.
Total increase --	195

The consolidated per capita cost of the entire Youth Authority program, exclusive of the Bureau of Paroles and other current expense items, is estimated at \$3,304 for 1955-56 for a total of 2,489 wards. On the basis of the 1954-55 Governor's Budget, per capita cost was estimated at \$3,430 for 2,358 wards. This figure has now been revised to \$3,261 on the basis of the 1954-55 estimates contained in the 1955-56 Governor's Budget for 2,274 wards. The difference of \$169 per ward for an average of 2,274 wards is indicative of the extent to which this department was overbudgeted for the current year, both in terms of finances and population attainment.

Summary—Continued

Youth Authority Recapitulation of Budget Estimates for 1954-55 Based on
Original Authorization Compared With 1955-56 Re-estimate

	1954-55 Budget request	Legislative change	1954-55 Authorization	1954-55 Re-estimate in the 1955-56 Budget	+ = Over- spend — = Sav- ings
Departmental administration -----	*\$1,976,252	---	*\$1,976,252	*\$1,697,167	—\$279,085
Northern California Reception Center and Clinic -----	697,359	—\$40,072	657,287	677,504	+20,217
Southern California Reception Center and Clinic -----	1,016,229	—37,384	978,845	874,119	—104,726
Forestry camps -----	330,595	—4,575	326,020	328,569	+2,549
Fricot -----	400,441	—3,748	396,693	406,693	+10,000
Nelles -----	896,279	—6,356	889,923	878,374	—11,549
Paso Robles -----	811,215	—21,808	789,407	753,825	—35,582
Preston -----	1,609,385	—43,192	1,566,193	1,563,716	—2,477
Los Guilucos -----	649,939	—6,298	643,641	557,072	—86,569
Ventura -----	671,471	—1,584	669,887	677,570	+7,683
Amount of change in expenditures below authorized level-----					—519,988
Amount of change in expenditures above authorized level-----					+40,449
Net departmental difference-----					—\$479,539

6 Agency budgets did not achieve initially authorized budget by \$519,988

4 Agency budgets exceeded initially authorized expenditure by 40,449

Total potential savings, if all agency budgets were not
to exceed expenditure program and all savings seques-
tered ----- \$560,437

* Does not include nonrecurring current expense items totaling \$45,570.

The above table shows that the total expenditures for the entire department excluding nonrecurring other current expense items, totaling \$45,570, when averaged through all facilities, reflects a budgeted saving of \$479,539, based on the comparison of revised 1954-55 budget figures with the amounts originally authorized by the Legislature. A strong fiscal policy against overrunning authorized budget amounts could possibly have resulted in savings approximating \$560,437. These savings might have been achieved even with individual facilities permitted to adjust their budgets internally between categories and functions.

Had a policy of strict line item control been in effect the potential savings might have been still greater than indicated above.

When the re-estimated amounts for total expenditures excluding only nonrecurring current expenses of \$45,570 are compared with the original budget request for total expenditures, with similar exclusions, it is clear that before legislative deletions the amount which the department requested in the 1954-55 Governor's Budget was \$644,556, or 7.7 percent more money than it now estimates it will require.

The difference between the total amount proposed in the 1954-55 Governor's Budget and the amount now estimated in the 1955-56 Budget for the current year is a decrease of \$642,256.

Summary—Continued

A comparison of the population figures in the Governor's Budget for the past few years shows that estimated populations proposed for the budget year have invariably been scaled down when re-estimated in the current year, and been scaled down still further when the figures were reported as actual figures. For example, the 1952-53 Budget estimated 1,901 wards for the budget year. The 1953-54 Budget cut this to 1,870, and it actually turned out to be 1,845 in the 1954-55 Budget. The 1953-54 Budget estimated 2,010 wards, which the 1954-55 Budget revised to 1,851 wards and which actually became 1,783 wards. The budget estimate for 1954-55 was 2,358 and this has already been revised down to 2,274. If the previous pattern is followed, the actual figures for 1954-55 should not exceed 2,175. This in itself is a liberal estimate inasmuch as the actual population on June 30, 1954, was 1,989. On November 30, 1954, the actual population was 2,062—a five-month growth factor of 73 which includes the several months during which a backlog of wards awaiting admission was depleted. For the remaining seven months of the current year only the commitment rate and the rate of return of parolees should affect the growth of population.

If the estimate of population for the Budget Year 1955-56 is no more reliable than in previous years, it seems unlikely that actual population for that period will exceed 2,350. In the absence of a change of policy by the Youth Authority itself, or some unforeseen emergency, we cannot agree with the estimate of 2,489 wards for 1955-56. We point out that the effect of consistently overestimating population, as has been the practice with this budget, results in increased levels of service in many areas where a subsequent re-estimate downward will not result in a lowering of the level of service.

We have previously pointed out that, despite the constantly increasing cost of the Youth Authority, the constantly increasing per capita cost, and the constantly increasing levels of service, there has not been a factual evaluation of progress made in achieving the objective of the program. The Youth Authority program was adopted by the Legislature in 1941 and refined in 1943 in the belief that it could be effective in reducing the incidence of juvenile delinquency, and in humanely correcting and rehabilitating juvenile offenders. The underlying philosophy was that retributive punishment should not be applied to juvenile offenders inasmuch as they were not legally responsible, and that scientific training and treatment of the causes of their delinquency would rehabilitate them and prevent their becoming adult criminals, as well as protecting society against their depredations.

We believe that still expresses the purpose of the Youth Authority. The unfortunate facts are however, that after 11 years of applying these principals to the problem, we are faced with increased rates of juvenile delinquency, no evidence that rehabilitation is being achieved in a greater percentage of cases, and increased rates of adult crime. The cost of the program has continually mounted as the numbers of persons to whom it was applied has increased and as the level of service afforded individual wards was increased—always for the basic reason that such increases were necessary if "success" for the program was to be achieved.

Summary—Continued

By and large in 11 years this program has had nearly everything it needed to do the job it set out to do. We are critical of the apparent lack of success or even lack of the establishment of a discernable trend toward success, and we are most critical of the fact that the agency itself is not engaged in a program of self-evaluation from which it could secure the information necessary to either show factually that it is making progress or determine why it is not making progress.

We believe that until such information is available, there should be no further expansion of the level of service for this program. We believe further that unless such information is forthcoming relatively soon, the question of the basic concept of the Youth Authority should be re-evaluated, and perhaps redirected.

Salaries and Wages

In our analysis of the 1954-55 Governor's Budget we raised the question of the manner in which additions to the teaching staffs of the six training school institutions of the Youth Authority were requested. We pointed out that despite the supposed existence of a 15 pupil to 1 teacher ratio for determining teaching staff requirements, there was little, if any, uniformity in the levels of teaching service among the institutions; that requests for new positions were based on the individual institutions interpretation of the application of the 15 to 1 ratio; that the calculation of teaching loads for similar positions was on a different basis in different institutions; and that various other inconsistencies existed in the budgetary control of the educational program.

In an effort to provide a uniform basis for budgeting teaching staffs, our office evaluated the requests for new teaching positions in the 1954-55 budget on a formula of 15 to 1 for all teaching positions with physical education teachers counted as three teachers to allow for the heavier pupil loads carried in physical education classes. We took the pupil load information furnished by the various institutions as the work load factor for comparison with authorized and requested teaching positions. On that basis we recommended against all teacher requests except two at Los Guilucos and one at Fricot.

The agency was dissatisfied with this proposed method for allocating teachers to the educational function and while the Legislature concurred in our recommendation and deleted the requested positions in accordance with our recommendation, they instructed the agency, the Department of Finance, and this office to study the problem for the purpose of working out an appropriate teacher ratio factor.

It was agreed among these agencies that a proposed ratio should be worked out by the agency and submitted to the Department of Finance for agreement and then the final proposal submitted to the Legislative Auditor for agreement.

After this proposal was submitted to the Legislative Auditor and it was found that substantial disagreement as to the proposed ratio still existed, it was determined that the study should be continued and that some alternative method be employed to evaluate teacher position requests in the 1955-56 Governor's Budget which would in effect pro-

Summary—Continued

vide the agency with the same level of service which it had in 1953-54 with appropriate work load adjustments.

In making our analysis of estimated teacher requirements for 1955-56 we have concluded that the positions requested should be allowed. The following table shows that to maintain the departmental level of service based on institutional population which was authorized in 1953-54, it will be necessary to allow the 13 positions requested.

	1953-54			1955-56				
	Authorized teacher positions	Actual year- end popu- lation	Ratio	Authorized and requested new positions			Estimated year- end popu- lation	Ratio
				Author- ized	Re- quested	Total		
Fricot -----	7.5 ¹	146	19.5	8.5	--	8.5	145	17.1
Nelles -----	16.0	306	19.1	16.0	--	16.0	320	20.0
Paso Robles -----	12.0	235	19.6	12.0	4	16.0	330	20.6
Preston -----	22.0 + 1 G.S.	570 ²	25.9	22.0	4	26.0	675	26.0
Los Guilucos ---	10.0	138	13.8	11.0	5	16.0	240	15.0
Ventura -----	9.0	185	20.6	9.0	--	9.0	175	19.4
	76.5	1,580	20.7	78.5	13	91.5	1,885	20.6

¹ Includes supervisor of education as .5 teacher.

² Does not include Waterman Clinic with 128 wards.

NOTE: The above does not include supervisors of education, with the exception noted in ¹, nor librarians. The 1 G. S. (Group Supervisor) at Preston is not included although he is assigned to assist the physical education instructor and coach.

Using the ratio of authorized teaching positions to total year-end population as the authorized level of service we find that one teacher was authorized for each 20.7 wards in 1953-54. The currently authorized positions plus the 13 requested new positions is a total of 91.5 teaching positions for a level of service of 20.6. We have used year-end populations as the base inasmuch as teachers generally are authorized on a deferred basis to be added as population increases occur.

However, we point out that the ratios shown for 1955-56 in the above table will perpetuate the inequalities as between institutions which existed in 1953-54; and, of course, such a basis does not recognize the actual differences in work load among institutions.

For example, Paso Robles in its initial request for 6.5 educational positions, including a supervisor of academic instruction, which is reduced to four in the 1955-56 Governor's Budget, indicates that approximately 10 percent of the total population (330) or 33 would benefit by full-time school with the remainder in half-time school. This results in an estimated a.d.a. of 182. Based on a ratio of 15 to 1 without any adjustment for physical education teachers, the 12 teachers currently authorized should be sufficient. Los Guilucos estimates a total a.d.a. population of 192 out of an estimated institutional year-end population of 240. Again on the 15 to 1 basis only, with 11 teaching positions authorized, it would appear that only two additional positions need be authorized rather than the five requested in the Governor's Budget, or the six plus a supervisor of academic instruction originally requested by the agency.

Similarly the situation at Preston is confused by the institutional statements which indicate that more than four additional teacher positions could be requested but are not. We are aware that such discrepancies exist in other institutions as well. We point out that any realistic staffing for educational purposes in the Youth Authority must be based

Summary—Continued

on actual attendance figures and should include all classifications of teacher positions so as to permit the greatest flexibility of program.

As a result of the conferences between the agency, Department of Finance, and this office it has been agreed that the agency will furnish actual class attendance figures as a basis for such an over-all ratio.

Therefore we recommend approval of the educational positions requested subject to determination of the actual number required by a projection of the actual attendance figures furnished by the agency for the balance of this fiscal year.

We point out that substantial sums are being expended on a departmental-wide basis for the educational program. The following table shows salary and wage cost proposed for the Fiscal Year 1955-56:

<i>Institution</i>	<i>Total salary and wage costs</i>
Fricot -----	\$52,170
Nelles -----	118,417
Paso Robles -----	94,430
Preston -----	180,517
Los Guilucos -----	72,524
Ventura -----	60,766
Total -----	\$578,824

Generally we are in full accord with a sound program of education insofar as it serves to secure the accomplishment of the objectives of the Youth Authority.

Like any other program having definite objectives there should be a complementary program of continuing measurement of the results obtained by the program, so that the Legislature may be guided in supporting the program in relation to all other governmental services, and so that the agency may direct and redirect its activity into the most fruitful channels in attaining its objectives.

We believe the agency should develop a continuing analysis of its educational program; criteria should be developed to measure trends of effectiveness.

For example, data should be assembled and presented regularly to show how youths who have had the benefit of the Youth Authority program adjust to the public school environment after release, in relation to their adjustment prior to becoming wards. Such an analysis should provide facts which would answer some of these basic questions:

1. Has Youth Authority education raised the level of educational attainment in relation to chronological age, and if so, for what percent of the wards processed?

2. Are there any marked differences among the results achieved by the various facilities?

3. For older wards, how many apply knowledge or skills acquired in the Youth Authority to an employment situation?

4. Where educational maladjustment or retardation is a factor in the delinquency pattern, in what percentage of such cases have delinquency attitudes, so far as education is concerned, been corrected?

All such data should be compared with the established norms for comparable segments of the general population. Such norms should serve

Summary—Continued

initially as goals since adjustment to normal society is the objective of the educational and other related Youth Authority programs.

The questions raised above are not all of the indices of success or failure for the program which should be explored, but merely indicate some of the areas where testing of the program might reveal useful trends.

We are aware that the educational program provides collateral benefits, some of which inure to the benefit of the institution, which are not measurable in terms of educational or vocational achievement. However, unless some progress toward achievement of the primary objective of educational, vocational, and social adjustment can be shown, a fundamental re-evaluation of the program may be in order.

Operating Expenses

A new policy affecting out-of-state travel has been inaugurated during the current year. For the current year and hereafter it is intended to budget out-of-state travel as one item for the entire department in the Departmental Administration budget. This would appear to permit better budgetary control of this always controversial item, inasmuch as the entire budgetary request will be justified in one budget rather than appearing scattered among the budgets of the various facilities. We note that the amount budgeted for the current year is \$2,000 and the amount requested for 1955-56 is \$2,600. The reason for this increase is not apparent from the justification submitted. The agency should explain the nature of this increase.

In-state travel which is shown by items in the budget for the various facilities provides for a total approximately \$2,500 more than is estimated for the current year. The increase is to permit more institutional employees to attend more meetings and conferences than previously. While this is an increased level of service, we feel that it may be justified if these meetings result in improved and standardized procedures.

Equipment

Several of the items of equipment requested raise policy questions. The first of these is in connection with requests for electric water coolers at the Fricot Ranch School for Boys, at Preston School of Industry, and at Ventura School for Girls.

The unit for Fricot is for the school building where the justification states no provision for drinking water has been made. Those for Preston are also for the school building and are intended to replace an ice box type of cooler now in use. The unit for Ventura is to replace an existing electric water cooler in the administration building which is said to be rusted through in several places, and on which the sealed compressor is frozen and needs replacement. This latter unit was purchased for Ventura in 1948 at a cost of \$150. We point out that after consideration of requests for water coolers for institutions in other departments, notably Mental Hygiene and Corrections, it was decided by the Department of Finance, not to request any electric water coolers for those departments except in work areas such as laundries where because of the juxtaposition of steam and hot water lines and the cold water lines, drinking water needed to be cooled.

Summary—Continued

We think this policy should be applied to all institutions including those in the Youth Authority. While ice cold water may be desirable under some circumstances, its appeal is not universal, with many people preferring not to drink very cold water. We do not see what the use of these water coolers will contribute to the over-all program of correction and rehabilitation, nor what detriment will be suffered if they are not made available. We point out that if the experience at Ventura is typical the cost of cooling water would be somewhere in the neighborhood of \$25 or \$30 per year per cooler based on the repair or replacement of a \$150 machine after seven years plus operating costs. This seems to us to be too expensive when compared with the cost of a fountain type of fixture for affixing to the wall, which, except in case of accident, apparently last indefinitely. We find it incredible that the new school building at Fricot could have been built without any provision for drinking water and agree that the deficiency must be corrected, but suggests a simple drinking fountain be installed rather than an electric cooler.

We note that the additional water cooler at Fricot is budgeted at \$241, whereas those for Preston and Ventura are only budgeted at \$175. It would appear that if coolers are to be provided the same type and cost per unit should serve a school building at Fricot as at Preston.

We recommend deletion of all five electric water cooling units in the various Youth Authority agency budgets effecting a total reduction of \$1,116.

Included in the equipment requests for the agency are a number of items which we feel are inadequately justified.

We will discuss some of the larger items which show inadequacy of justification in the analyses of the appropriate institutions.

Another category of equipment requests involving a matter of policy concerns television sets being requested at four boys' and two girls' institutions, which total \$7,756, including antenna installations.

The individual requests are as follows:

<i>Institution</i>	<i>No. of sets requested</i>	<i>Size of set</i>	<i>No. of sets on hand</i>	<i>Cost</i>	<i>Antenna installation</i>	<i>Antenna cost</i>	<i>Total cost</i>
Fricot -----	3	21"	2	\$695	Master	\$500	\$1,195
Nelles -----	1	21"	1	175	None		175
Paso Robles-----	8	21"	0	2,232	Separate	680	2,912
Preston -----	1	24"	0	300	Separate	*	300
Los Guilucos-----	4	27"	0	824	Separate	*	824
Ventura -----	7	21"	1	1,750	Master	600	2,350
	<u>24</u>		<u>4</u>	<u>\$5,976</u>		<u>\$1,780</u>	<u>\$7,756</u>

* Not shown separately.

Heretofore, the only sets available have been donated. The set requested at Nelles is actually a replacement for a donated set. Generally the requests are justified on the grounds that additional recreational activity is needed for the welfare of wards and to assist with problems of discipline and control.

We recommend against approval of the requests.

All except two of the 24 sets are for dormitory installation. We point out that there is a substantial question as to the effect of TV watching

Summary—Continued

on children generally, even nondelinquent children in their own homes. The effects which raise this question have mainly to do with the content of the programs offered, with many of the experts of the opinion that the dramatization of crime and violence on TV is at least partially responsible for increased juvenile delinquency. Others, notably educators, think that TV watching has a bad effect on children's study habits and educational achievement, and many people feel that long hours before a TV set will be bad for children's health. We believe that these objections apply with considerably more force to children who are emotionally unstable and educationally retarded.

On the face of it, it appears that TV in practically all dormitories throughout the Youth Authority may create as many problems as it solves. That this may be the case is shown by a compilation of materials recently published by the Association for Childhood Education (Bulletin 93). This material points out that with normal children, problems invariably arise as to the circumstances under which TV is viewed by children, as to the amount of time to be spent, whose preference as to programs is to be respected, whether programs are fit for juveniles, preoccupation of the children with program subject matter to the exclusion of interest in school work or other recreation. Parental problems are described as centering around control of use of the set, bed and meal time discipline, disagreements between children over use of the set, emotional disturbances resulting from exciting program content, inability to monitor programs in advance for objectional material and difficulty in interesting children in other worthwhile activities.

It is conceded that these and related problems are not unsolvable but that the solutions require constant attention, and considerable skill and patience. The transference of these problems to the institution dormitory setting, we believe, will only enhance the problems of control and discipline which already exist.

We recognize that television is and will continue to be an accepted part of modern life and that many Youth Authority wards will have had prior experience with it, and most will be affected by it after release. We do question whether the State should adopt the policy of providing this form of recreational activity in the Youth Authority installations. The cost of providing this service and of replacement on the average about every five years would be about \$18,000.

We further note that the requests are not made on a uniform basis by all the facilities. Fricot, Ventura, and Paso Robles are asking for sets for all dormitories. Los Guilucos is asking for sets for only four cottages although after completion of the three now under construction, there will be seven units. Nelles and Preston are currently only contemplating one set in the institution. If three more sets are to be requested for Los Guilucos, and Preston and Nelles decide to have sets in each dormitory, there will be 13 or 14 additional sets for Preston and 9 or 10 for Nelles, for a total potential, but not requested this year, of about 25 more sets or possibly an additional \$7,500 to be requested at a later date just for the schools. We note that the reception centers have not asked for sets, but believe that if their use is deemed successful in the schools, they will be requested, requiring an additional 10 sets or an additional three or four thousand dollars. Actually, then, we

Summary—Continued

are now considering what is just the first step in what may amount to a sizable annual outlay for equipment to be replaced about every five years, plus servicing costs in the interim.

The agency has had very little experience with television in dormitories. Experience with similar equipment, i.e., phonographs and radios, has not been encouraging, from the point of view of the care given the equipment, as the abuse has in some instances led to very early replacement.

While there may be merit to the idea that preparing wards for a return to normal society involves making their stay with the Youth Authority as nearly comparable to conditions on the outside as is possible under the circumstances, we think that there is equal merit in the idea that the experience need not be predicated upon having all of the optimum recreational facilities, particularly in times of restricted state finances.

Our specific recommendations for deletion of the items are contained in the appropriate institutional budgets.

DEPARTMENT OF YOUTH AUTHORITY

ITEM 62 of the Budget Bill

Budget page 185

Budget line No. 32

For Support of Departmental Administration From the General Fund

Amount requested	\$1,589,390
Estimated to be expended in 1954-55 Fiscal Year	1,447,832
Increase (9.8 percent)	\$141,558

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$118,613	\$89,711	\$28,902	—	—
Operating expense	33,956	26,306	7,650	—	—
Equipment	—11,011	—11,011	—	—	—
Total increase	\$141,558	\$105,006	\$36,552	—	—

RECOMMENDATIONS

Amount budgeted	\$1,589,390
Legislative Auditor's recommendation	1,524,321
Reduction	\$65,069

Departmental Administration, with offices located in Sacramento, provides over-all administration service and direction to the entire Department of the Youth Authority. It is composed of the Youth Authority Board of five members, and three divisions—the Division of Administration, the Division of Field Services, and the Division of Training and Treatment—responsible for the various areas of the over-all Youth Authority objectives. The Youth Authority is responsible for the acceptance, rejection, classification, program, parole, and ultimate release or other disposition of individual wards accepted by it from the courts.

The Division of Administration provides staff accounting service to all facilities, operating accounting service for several facilities and Departmental Administration, coordinates budget activities and serves as liaison between the Department of Finance and the various facilities.

Departmental Administration—Continued

The Division of Field services provides consultant service in problems of delinquency prevention to local committees, administers the County Juvenile Camp subvention program, assists local probation officers and juvenile bureaus, and supervises the Interstate Probation Compact through its Bureau of Delinquency Prevention and Probation.

The Bureau of Paroles provides parole supervision for wards released on parole.

The Division of Training and Treatment is responsible for the operation and program at the various facilities, for the operation of forestry camps and for the interfacility transportation of wards.

ANALYSIS

The recommended reduction of \$65,069 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
1 Intermediate stenographer-clerk -----	\$2,988	188	51
1 Assistant deputy clerk -----	4,512	188	55
1 Accounting officer II -----	5,106	188	57
1 Intermediate account clerk -----	2,844	188	59
2 Field representatives -----	10,464	189	37
1 Intermediate stenographer-clerk -----	2,988	189	38
7 positions, reducing salaries and wages by -----	\$28,902		

It should be noted that even with the recommended deletion of the above seven positions the agency will still receive the benefit of a total of 20 new positions involving an increase of \$43,651 in salaries and wages.

<i>Operating expense</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Division of Administration:			
Printing -----	\$1,750	188	66
Bureau of Delinquency Prevention			
Operating expenses -----	3,000	189	52
Conferences and educational projects -----	900	189	50
Division of Diagnosis and Treatment			
Educational institutes and workshops -----	500	191	34
Reduction in Operating Expenses -----	\$6,150		
<i>Equipment</i>			
Automobiles, both additional and replacement -----	\$30,017		
Reduction in equipment -----	\$30,017		
Total recommended reduction -----	\$65,069		

The total support budget for this facility is scheduled to increase \$141,558 or 9.8 percent. Population of all facilities is expected to average 2,489, an increase of 215, or 9.5 percent.

This results in the per capita cost for administration services going from \$304 to \$295, a decrease of \$9 or 3.0 percent.

Departmental Administration—Continued

The following table presents a comparison of per capita administrative costs for the Fiscal Years 1946-47 through 1955-56.

Per Capita Administrative Costs—Departmental Administration

Fiscal year	Institution population	Total administrative costs *	Per capita cost	Increase over prior year	
				Amount	Percent
1946-47-----	1,414	\$345,611	\$244	--	--
1947-48-----	1,580	395,893	251	\$7	2.9
1948-49-----	1,620	427,093	264	13	5.2
1949-50-----	1,704	448,617	263	—1	—0.4
1950-51-----	1,780	473,683	266	3	1.1
1951-52-----	1,812	503,115	278	12	4.5
1952-53-----	1,845	549,178	298	20	7.2
1953-54-----	1,783	576,168	323	25	8.4
1954-55-----	2,274	690,230	304	—19	—5.9
1955-56-----	2,489	735,406	295	—9	—3.0

* Exclusive of Bureau of Parole.

At the time the 1954-55 Governor's Support Budget for this facility was presented, it also contemplated an estimated administrative per capita cost of \$295 exclusive of the Bureau of Paroles for the 1954-55 Fiscal Year.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from \$295 to \$304, an increase of \$9, or 3.1 percent.

To the extent that any such upward revisions take place in this per capita figure, without corresponding and offsetting declines in institutional population, it indicates in general the extent of either inability to accurately forecast financing required or inability to operate within the limits of financing provided.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$1,183,508. This represents an increase of \$118,613 or 11.1 percent over the total of \$1,064,895 scheduled for expenditure in this category during 1954-55.

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

Merit salary increase on 222 established positions-----	\$48,660
A total of 27 proposed new positions costing-----	72,553
A change in estimated salary savings of-----	—2,600
Total increase in salaries and wages-----	\$118,613

A total of 96 positions exclusive of the Bureau of Paroles are presently authorized. The agency is requesting an additional nine proposed new positions exclusive of parole positions. This represents an increase of 9.4 percent in staff, as compared to a 9.5 percent increase in population at all Youth Authority facilities.

Despite the fact that the administrative ratio to population should decline as population grows, the Budget provides for new positions at almost exactly the same rate as the rate of population growth.

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

Departmental Administration—Continued

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total† employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1946-47	71.4	156,509	1,414	109.5	—	—
1947-48*	75.6	134,266	1,580	83.8	-25.7	-23.5
1948-49	80.3	142,613	1,620	86.8	3.0	3.6
1949-50	86.2	153,091	1,704	88.6	1.8	2.1
1950-51	87.0	154,512	1,780	85.6	-3.0	-3.4
1951-52	87.6	155,578	1,812	85.9	0.3	0.4
1952-53	87.6	155,578	1,845	84.3	-1.6	-1.9
1953-54	85.0	150,960	1,783	84.7	0.4	0.5
1954-55§	96.5	171,384	2,274	75.4	-9.3	-11.0
1955-56†	105.0	186,480	2,489	74.9	-0.5	-0.7

† Exclusive of the Bureau of Paroles.

* 40-hour week became effective.

§ Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service will average 74.9 hours per ward.

This is 0.5 hours, or 0.7 percent below the level now scheduled for 1954-55.

The apparent decline in level of service results primarily from failure of the agency to achieve its budgeted population of 2,358 for 1954-55. The original budgeted level of service for 1954-55 was 72.3 hours. Thus the proposed level of 74.9 hours now budgeted for 1955-56 represents an increase over that previously contemplated.

The 27 proposed new positions are shown by function as follows:

		Budget	
Functions and positions	Amount	Page	Line
Division of Administration:			
Executive:			
*1 Intermediate stenographer-clerk -----	2,988	188	51
Business Services:			
1 Intermediate clerk -----	2,844	188	53
Records Office:			
*1 Assistant deputy clerk -----	4,512	188	55
Accounting:			
*1 Accounting officer II -----	5,106	188	57
1 Intermediate stenographer-clerk -----	2,988	188	58
*1 Intermediate account clerk -----	2,844	188	59
Division of Field Services:			
Bureau of Delinquency Prevention:			
*2 Field representatives -----	10,464	189	37
*1 Intermediate stenographer-clerk -----	2,988	189	38
Bureau of Paroles:			
1 Supervising placement officer -----	1,832	190	16
3 Placement officer II -----	6,715	190	19
9 Placement officer I -----	21,428	190	25
5 Intermediate stenographer-clerks -----	7,844	190	30
27 Totals -----	\$72,553		

* Recommended for deletion.

Departmental Administration—Continued

Following are individual discussions of the position requests to which we take exception:

1 *Intermediate stenographer-clerk (Budget page 188, line 51)*— \$2,988

This position is requested to augment an existing staff of one secretary-stenographer and one senior stenographer-clerk. It is stated that the increase in the size of the Youth Authority has caused the volume of work in the Directors Office to increase proportionately with specific increases in the volume of correspondence, requests for articles and written material, and in all types of clerical and stenographic work.

We recommend disapproval of the position.

The work load to be performed by the secretarial staff of a departmental director will be directly related to the work load of the director himself. Efficient utilization of top level administrative abilities require that the personal work load of such administrators be kept to a minimum through the delegation of responsibility for added programs, procedures, and facilities in a growing department. The personnel to relieve the Director of the Youth Authority of personal work load in connection with departmental growth has been continuously provided over the years. For example, three positions of deputy director have been created in recent years. As new facilities have been created and new programs implemented they have been staffed with responsible administrative heads who in turn have been supplied with adequate secretarial-clerical help. We believe that the increased volume of work cited by the agency in justification of this request should be reduced by directing correspondence, requests for written materials, and clerical work to the appropriate administrative officers in the department. Proper administration of the department will require that the personal work load of the director remain relatively constant and consequently the work load of his personal staff also should remain relatively constant.

No detailed work load data has been submitted to support the request.

1 *Assistant deputy clerk (Budget page 188, line 55)*----- \$4,512

This position is requested to meet increased work load, to permit proper functioning of several board panels simultaneously, and to establish a promotional pattern for the office of clerk of Youth Authority.

We recommend disapproval of the position.

There are two deputy clerks and the clerk authorized for this function. One of the deputies is stationed in Los Angeles, with the clerk and the other deputy in the Sacramento office. It is proposed that the requested position would also be located in the Sacramento office.

The Youth Authority operated from 1943 until 1946 with only the clerk. In 1946 one deputy was added and in 1953 a second deputy was added. It was in 1953 that the authority was increased in size from three to five members and began to sit in panels rather than in bank. In 1954 one deputy was transferred to Los Angeles.

Departmental Administration—Continued

The following increases in factors affecting the work load of the clerk's office are estimated by the agency:

Year	Wards under jurisdiction		Board orders		Average number of orders per ward	
	Number	Percent increase over 1953	Number	Percent increase over 1953	Number	Percent increase over 1953
1953	8,747	--	23,908	--	2.7	--
1954 (est.)	10,683	22.1	32,049	34.1	3.0	11.1
1955 (est.)	11,143	27.4	33,429	39.8	3.0	11.1

In 1952, the last full year prior to the addition of the second deputy clerk, two positions handled: 8,272 wards under jurisdiction, 20,229 board orders were issued, and the average number of orders per ward was 2.4. Translated into terms of authorized positions, the work load per position for the four years is as follows:

		Per position wards under jurisdiction	Board orders per position
1952	2 positions	4,136	10,114
1953	3 positions	2,916	7,969
1954	3 positions	3,561	10,683
1955	4 positions (proposed)	2,786	8,357
1955	3 positions (recommended)	3,714	11,143

Thus it is apparent that without the requested position, it is estimated there will be 422 fewer wards under jurisdiction per position and only 1,029 more orders per position in 1955 than in 1952. The most significant fact to be adduced from the above is that board policy has more to do with increased work load on the clerical staff than increased population. The increased number of orders is believed to result from the board's new policy of granting furloughs and an increase in the use of parole progress reviews.

We believe that there should be an offsetting factor which was not mentioned in the agency's justification for this position, of decreased transfers between institutions. This should result from better classification and programming at the two new reception centers. Another offsetting factor should be the increased use of parole direct from the reception centers.

We believe that the work load of board members and consequently of the clerical staff is going to grow soon to the point where the clerical requirements will limit the effectiveness of the board, unless a change is made in board procedures. We suggest as an immediate step that a system of forms, for board members to report the orders of the board to the clerk, be devised so as to relieve the clerk and the deputy clerks of the necessity of attending board meetings where cases only are considered. We understand that it is not considered necessary for a deputy clerk to attend board meetings at the forestry camps now, and believe that the personnel available at other facilities can adequately arrange and present the necessary materials without the presence of a clerk.

We also believe some consideration should be given to the value and effectiveness of the board's present ward interview system. The board members themselves will be unable to effectively discharge their duties with an increased case load, without either increasing the membership or revising the basic concept of the Youth Authority Board. Either will

Departmental Administration—Continued

require statutory changes, and the alternatives should be thoroughly explored in advance.

We cannot concur that work load increases justify an additional position at this time, and point out that the basic problem confronting the board cannot be solved by additions to clerical staff.

1 Accounting officer II (Budget page 188, line 57)----- \$5,106

This position is requested to provide the department with one accounting officer grade II to spend almost full time on budgetary matters while the other grade II position supervises the detailed bookkeeping and accounting processes in the central office. This in turn will free the departmental accounting officer to supervise more closely accounting services in the institutions, develop and revise accounting and budgetary procedure manuals, in-service training manuals, instruct new personnel on fiscal procedures, and examine effectiveness and check for compliance with rules and procedures of Department of Finance, State Controller, Board of Control, and the department. The position is also requested on the basis of increased work load resulting from the growth of the department.

We recommend disapproval of the request.

There are 19 positions currently authorized in the accounting section compared with 16 in 1948 when the existing accounting officer grade II was allowed. Thus, a 50 percent increase in the number of top level supervisory positions is requested to supervise an 18.7 percent increase in number of subordinate employees. The increase in subordinate employees has been allowed over the years to care for increases in population and facilities. Increases in ward population at facilities or dollar volume of expenditures do not in and of themselves justify increases in supervisory positions unless they are accompanied by a commensurate increase in the time required for supervisory duties.

While the assignment of one accounting officer grade II solely to budgetary duties may be desirable from the point of view of improved budgetary preparation and control, to do so will result in an improvement in level of service in the budgetary function over what is now authorized. The same is true with regard to freeing the accounting officer grade III to perform duties which are now either not being performed or not being performed efficiently. It should be noted that 350 hours of overtime are estimated for the accounting officers III and II for the current year, or approximately 0.2 position which is not enough by itself to justify an additional position. It seems unlikely that all overtime in this category could be eliminated due to the necessary compression of the budget preparation process into a short period of time.

1 Intermediate account clerk (Budget page 188, line 59)----- \$2,844

This position is requested for increased work load resulting from increased numbers of parolees, foster home placements, and county juvenile camps and homes.

We recommend deletion of the position.

There are currently seven authorized positions in this category of which two are assigned as a unit to parole case load, parolee release,

Departmental Administration—Continued

foster home and county camp processes. While the work load increases cited in support of the request are large, we note that two persons have been assigned to this unit since 1947, the date from which the work load increases are calculated, and that when the increase for the seven-year period is broken down into annual increments, the increase to be expected in the budget year over the current year would only amount to a small fraction of a position—not enough to warrant the authorization of a full position. No detriment suffered currently from the lack of the requested position is noted, and no overtime worked to catch up on backlogs is shown.

In the absence of information to the contrary, we must conclude that the two assigned positions are accomplishing the current work load despite its increase in the past seven years, and that the nominal increase in the budget year can be absorbed.

2 Field representatives (Budget page 189, line 37)----- \$10,464

These positions are requested to provide additional field service in the area of delinquency prevention. No increase in the size of the field representative staff has occurred since 1947 while state population has increased, delinquency rates are up, and the numbers of county and city personnel engaged in law enforcement, probation, and juvenile hall and camp programs have made substantial gains.

We recommend disapproval of the positions.

The Division of Field Services provides consultant service to local communities on juvenile delinquency problems and programs of prevention. In addition, the division handles the probation aspects of the Interstate Parole Compact for the supervision of paroles and probationers, and inspects juvenile homes and camps to determine their eligibility for State Subventions. The professional staff of the division has remained constant since 1947 at one assistant chief, six field representatives, one consultant in juvenile control, one consultant in juvenile camps, and one consultant in juvenile halls. The assigned functions of the division have remained the same during this period.

We do not believe that the work load of field representatives is measured directly in terms of population growth of the State since they operate in assigned areas and deal directly with the communities in these areas. While communities in California have grown larger the number of separate communities has not increased proportionately in recent years. Nor do we believe that field representative work load increases in ratio to the numbers of juvenile police bureaus, juvenile halls, or camps, and certainly not in ratio to the number of persons employed in these activities at the local level. In fact, the opposite should be true—that as more such facilities become established, secure operating experience, and establish procedures, less need for intensive consultation with the field representatives should result. It should likewise be true that as more people in the local communities become interested in the problems of juvenile delinquency, the role of the State in generating and directing that interest should become less.

It is quite true that the area of delinquency prevention is the most important single area of activity in the whole problem of juvenile delinquency. To the extent that preventive measures were successful, they

Departmental Administration—Continued

could save the entire expensive process of incarceration, training, and treatment. Apparently, however, the agency has developed no substantially accurate means of measuring the success or failure of its present approach to the problem. To the extent that delinquency rates might be such a measuring device, we find that in general authorities agree that they are increasing nationally. Such information as is currently available for California is inconclusive to show any definite improvements. As a matter of fact, recent statistics releases indicate that the number of arrests of juveniles has increased in total about 13 percent as compared with an estimated 5 percent increase in state population. Such success as has been achieved in prevention and early treatment and rehabilitation (and for evidence of such success we have only general unsupported statements) may as readily be ascribed to the social atmosphere or economic conditions prevailing at the time as to the direct efforts of this division. We think that this division should show by facts that its present approach is successful or it should confine itself to methods, the success or failure of which can be measured. We suggest that the concentration of the division's presently authorized strength into one area for a period of several years would show whether a concentration of the kind of services now furnished can reduce delinquency rates. If that were the case then it might be worth while, depending on the cost, to furnish such a level of service state-wide. Certainly until some such method of measurement is devised and factual evidence of positive results is adduced, we cannot agree to any expansion of this division.

1 *Intermediate stenographer-clerk (Budget page 189, line 38)*— \$2,988

This position is requested to provide clerical service to the two field representatives previously discussed.

We recommend disapproval of the request.

If the two new field representatives are not allowed, this position should not be. However, even if the two field representatives are allowed, we recommend deletion of this position. There are 5.5 clerical positions authorized currently to service 10 professional positions. We believe that the 5.5 positions could adequately serve 12 professional positions of this type, where in fact a considerable portion of the time is spent in the field.

1 *Supervising placement officer (Budget page 190, line 16)*— \$1,832

3 *Placement officer II (Budget page 190, line 19)*— \$6,715

9 *Placement officer I (Budget page 190, line 25)*— \$21,428

5 *Intermediate stenographer-clerks (Budget page 190, line 30)* \$7,844

Eighteen of the 27 proposed new positions are requested for the Bureau of Paroles. The request is based on estimated case load as of June 30, 1956, with positions scheduled to become effective as case load develops, and are requested at the ratio of one placement officer for each 64 new cases. The five clerical positions are based on a ratio of one stenographer to each three case load parole officers, and one stenographer to each two supervising parole officers.

Allowing for certain exemptions from the application of the ratio, it appears that the bureau will have authorization for 98 case load

Departmental Administration—Continued

placement officers by June 30, 1956, which will be sufficient for the estimated case load at that time.

We recommend approval of the requested parole positions.

The 1954-55 Budget request in this category was based on an estimated year-end case load of 7,279 parolees. This resulted in a request for 21 new placement officer positions which were allowed by the Legislature.

The following table shows the number and percentage by which the estimates for the current and budget years have been reduced in the 1955-56 Budget.

	6-30-54		6-30-55		6-30-56
	No.	Percent	No.	Percent	No.
1954-55-----	5,942		7,279		---
1955-56-----	4,993		5,460		6,316
	949 (16.0%)		1,819 (25.0%)		

This gross error in estimating case load produces the unsound budgetary situation where none of the 29 positions requested for the Bureau of Paroles for the 1954-55 Fiscal Year will be required, and where in fact some of the positions authorized for Fiscal Year 1953-54 will not even be required by the end of Fiscal Year 1954-55. More seriously the error required the budgeting of almost \$70,000 for salaries and wage expense and additional amounts of related operating expense and equipment items to distort the budgetary requirements of the department by approximately \$100,000.

The 1954-55 Budget shows a total of 93 case load parole officers. The agency requested an additional 21 officers, based on their increased case load forecast. These were allowed. However, the 1955-56 Governor's Budget shows that only 86 of the 93 existing positions were utilized and none of the 21 new positions that were allowed. In other words, the agency overestimated its requirements by 28 officers, or 32.6 percent. This is indicative of the need for a required tightening and improved accuracy of budgeting if any reliability is to be affixed to forecasts by the agency and the Department of Finance.

While the current estimate on its face appears more reasonable, we are unable at this time to verify it independently inasmuch as the Department of Finance has traditionally accepted responsibility for the accuracy of such estimates. We do think it is important to point out that at present there is no backlog of cases awaiting admission to Youth Authority facilities, so that past experience with the rate of commitment to the Youth Authority, past experience with average length of stay, and the effect of any proposed policy changes should afford an accurate basis for the 1955-56 Fiscal Year's estimate.

One further factor should be considered. The department is requesting funds for the subvention of an additional nine county camps. The increase in wards for all camps is estimated at 350. If these camps are activated and if this increase in county camp inmates materializes, the rate of increase in commitments to the Youth Authority should decrease.

The importance of an accurate estimate lies in that it is manifestly unfair in a year when the problem of balancing the budget may result

Departmental Administration—Continued

in the curtailment of programs for many agencies, for one agency to receive unneeded allocations of funds.

Operating Expenses

Operating expenses are scheduled at \$355,536 for 1955-56. This is an increase of \$33,956 or 10.6 percent over the amount of \$321,580 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration	\$102,195	\$108,874	\$6,679	6.5
Authority	13,000	13,000	---	---
Bureau of Delinquency Prevention	24,845	30,205	5,360	21.6
Bureau of Paroles	153,950	168,762	14,812	9.6
Division of Diagnosis and Treatment	27,590	34,695	7,105	25.8
Totals	\$321,580	\$355,536	\$33,956	10.6

Administration printing (Budget page 188, line 66) \$8,105

This item contains a request for \$1,000 for shelving and miscellaneous expense to establish a central distribution system for all forms used by the agency and a further request for \$750 for a standard forms catalog and index.

It is proposed to use the existing laundry building at the Northern California Reception Center and clinic as a location to store, receive, and issue the standard forms used by all facilities. The laundry building has not been used for laundry purposes since it was built, the laundry for the reception center being done at Preston School of Industry. It is believed by the agency that substantial savings can be secured by this new method of distribution of standard forms, over the cost of the present method. Presently some forms are centrally distributed by departmental administration, some are procured directly by the various facilities. Savings should result from stocking larger quantities, buying larger quantities, and controlling the quantities used. Incidental benefits should accrue from standardization of usage and the extension of standardization to forms not now standardized. Some experience in the method has been gained by instituting central issuance of all medical forms now in use.

We recommend the reduction of this item by \$1,750 to \$6,355.

We are in complete accord with the agency's objective of saving some of the present cost of supplying forms for the accounting and recording procedures to be accomplished by all facilities. However, we wish to point out that the amount of anticipated savings are not apparent from the information available to this office. No offsetting reductions in the amounts requested for either office supplies or printing have been budgeted in the institution budgets. The justification for this item does not contain an estimate of savings based on an operating plan or the prior experience with central issuance of medical forms. We wish to point out that the location of this proposed supply room is approximately five miles from the departmental office, and we raise the question as to how the system is to be controlled. Will the proposal involve the establishment of a new position, and if so, how will this

Departmental Administration—Continued

affect the projected savings? If presently authorized supply room personnel, either from departmental administration or from the reception center, are to be used, then we raise the further question as to how the duties which are now assigned to them will be handled while they are absent from their posts on this new assignment. There is the further matter of the cost of transportation and travel time if departmental administration employees must travel to the proposed supply room to discharge the function. The cost of mailing forms to the institutions may be an important factor depending on the cost of this item at present. A careful analysis may reveal that the actual potential savings will not amortize this initial request within a short enough period of time, and may also reveal additional potential expenses which will substantially reduce the savings. In any event, the project should not be undertaken until such an analysis is available. As the situation now stands, there is a request for an increase in the budget in the amount of \$1,750 which may result in requests for further increases, or may result in some decreases. Too frequently in the past such increases have been allowed only to find that savings did not materialize or could not be isolated for review. We suggest that the agency resubmit this item with a complete justification if their analysis shows it is worthwhile.

Bureau of Delinquency Prevention operating expenses (Budget page 189, line 52)----- \$30,205

Operating expense for this bureau has been estimated to include telephone, telegraph, travel and automobile expense for the two proposed new positions of field representative which we have previously recommended be deleted. The approximate amount of such related expense items on a pro rata basis is approximately \$3,000.

We recommend that the Department of Finance calculate the amount of such related expenditures and reduce the budget by their deletion in approximately the amount of \$3,000.

Conferences and educational projects (budget page 189, line 50) \$4,000

The Bureau of Delinquency Prevention makes \$500 available to both the University of California and the University of California at Los Angeles for institutes conducted by these schools to train probation, parole, and correctional personnel. Conferences and workshops to develop lay leadership are held throughout the State. Under contract with the California Probation and Parole Association, institutes, workshops, and training sessions are provided by the Youth Authority for probation personnel as well as personnel from juvenile halls, camps, and police bureaus. In addition to the foregoing which have been the program for several years, funds for these additional meetings are requested: That the Youth Authority take over the total cost of operating a semiannual indoctrination course for newly appointed probation officers which was supported in part by the Department of Social Welfare in past years; one training session for supervisory probation personnel; two week-long training institutes for juvenile bureau personnel.

We recommend the deletion of \$900 from the requested amount to reduce it to \$3,100.

Departmental Administration—Continued

The level of expenditure for this function for several years has been \$3,600 per year of which \$500 was devoted to workshop meetings for Youth Authority personnel at the institutions. This budget contains a request for a separate item under the Division of Diagnosis and Treatment for this purpose which is in effect, and is justified as, a transfer of the \$500 to that division. Consequently, the above request is \$900 more than was authorized for this function last year and to that extent is an improvement in the level of service. The additional amount requested for additional meetings is not the actual increased cost to the State, since such meetings involve additional operating expense in the form of travel expense and take the time of state employees who participate as well as clerical staff who prepare materials. In line with our comments contained in our analysis of the position requests by this bureau, we cannot agree to an expansion of the activities of the bureau at this time.

<i>Clothing (including foster home placement) (Budget page 190,</i>	
<i>line 44) -----</i>	<i>\$20,555</i>
<i>Assistance to parolees (budget page 190, line 45) -----</i>	<i>\$22,840</i>

The first of these items, clothing, is primarily for the purpose of assisting parolees through the furnishing of suitable clothing for school, work, or job hunting, whereas the second is for the purpose of making cash advances to parolees. We have commented repeatedly for the past three or four years on the fact that these advances and assistance to parolees should, in the best interests of the State and of the parolees themselves, be repaid by the parolees whenever that is possible. We have pointed out that very nearly one-half of the parolees are employed while on parole status. We have recommended, and the committees of the Legislature have concurred in our recommendation, that a positive program for the repayment of these advances be instituted and that the amount of such recoveries be shown as a budget item. Again such an offset item to show the amount of such recoveries is not incorporated in the budget.

We reiterate our previous recommendations that a positive program for the recovery of these advances be immediately instituted by the agency and that the Department of Finance incorporate into the budget an item showing the amount of these recoveries.

This procedure is followed by the Adult Authority in their budget. We see no reason to make an exception in this matter of proper budgeting, with respect to the Youth Authority.

We believe that the most satisfactory system for insuring the recovery of these advances will be to incorporate the requirement for repayment into the conditions of parole, with a note providing a definite schedule of periodic payments taken to evidence the debt and failure to make prompt payments without reasonably extenuating circumstances, will certainly provide another yardstick to measure the degree of rehabilitation of the wards' moral values.

Departmental Administration—Continued

Division of Diagnosis and Treatment

*Educational Institutes and Workshops (Budget page 191,
line 34)* ----- \$1,000

This item is requested to provide workshop conferences for Educational Supervisors and Teachers and to provide leadership meetings with group supervisors at the institutions.

We recommend the deletion of \$500 to reduce the item to \$500.

Workshop conferences were previously budgeted under the item of conferences and educational projects in the Bureau of Delinquency Prevention at \$500. We do not object to the transfer of the function to the Division of Diagnosis and Treatment but to the extent the budgeted amount is increased it represents an improvement in level of service.

Equipment

Equipment expenditures are scheduled at \$50,346 for 1955-56. This is a decrease of \$11,011 or 17.9 percent under the amount of \$61,357 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$50,346 requested for equipment, the sum of \$20,849 is for replacement of items deemed obsolete or no longer serviceable.

The request by function for replacement equipment is as follows:

Departmental Administration—Youth Authority				
Replacement equipment				
Function	1954-55	1955-56	Increase	
			Amount	Percent
Youth Authority Board -----	\$25	\$50	\$25	100.0
Division of Administration -----	520	406	—114	—21.9
Bureau of Delinquency Prevention --	2,200	3,554	1,354	61.5
Bureau of Paroles -----	20,203	14,829	—5,374	—26.6
Division of				
Diagnosis and Treatment -----	193	2,010	1,817	941.5
Totals -----	\$23,141	\$20,849	—\$2,292	9.9

The further sum of \$29,497 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Additional equipment				
Function	1954-55	1955-56	Increase	
			Amount	Percent
Youth Authority Board -----	\$25	\$25	---	---
Division of Administration -----	2,131	4,032	\$2,171	101.9
Bureau of				
Delinquency Prevention -----	100	916	816	816.0
Bureau of Paroles -----	11,868	23,566	11,698	98.6
Division of				
Diagnosis and Treatment -----	24,092	688	—23,404	—97.1
Totals -----	\$38,216	\$29,497	—\$8,719	22.8

It is to be noted that where items of additional equipment are not directly related to population increases or other work load changes, the acquisition of such items represents an improvement in the level of service. Such items also tend to build up subsequent requirements for replacement items.

Departmental Administration—Continued

The budget as originally submitted by this facility requested \$65,455 for equipment.

Joint conferences were held by the agency and Department of Finance staff members, and a review of equipment requests was made.

As a result, equipment requests were modified to the extent that equipment requests were reduced from \$65,455 to \$50,346, a saving of \$15,109, or 23.1 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted, with the following qualifications and recommendations.

Office additional (Budget page 189, line 5)----- \$4,152

Included in this item is a request for a laminator for plastic covers for ID cards to cost \$185. The agency states that the current price is 25 cents per card for this service, and that it has an initial work load of 1,000 cards the first year with a continuing work load of approximately 500 cards per year. The current practice is to issue ID cards for a two-year period with one-half being issued each year. Unprotected cards are more easily lost or altered, and become unreadable with use. The cost of material is nominal and the time for operating the machine readily absorbed by existing personnel.

We recommend approval of the item subject to the prior determination by the Department of Finance of the desirability of furnishing this service to all state agencies through the central duplicating service of the Bureau of Printing.

Other agencies have the same problems with regard to ID cards as the Youth Authority. The work load set out for the Youth Authority while apparently sufficient to justify the use of such a device is actually a nominal work load for such a machine. The potential work load for this service from all state agencies might well justify a larger or more heavily constructed machine which would not require the same amount of repair or early replacement. Further, other agencies may desire such service for themselves after learning it is available in the Youth Authority with the result that a number of such machines may be distributed throughout the various agencies.

We believe a central service on a reimbursement basis would be preferable. The problem of control of misuse of the machine would also be simplified by locating the service in a central duplicating unit.

Included in the request for equipment is the sum of \$30,017 for the acquisition of 16 replacement automobiles and 11 additional automobiles.

We recommend deletion of this amount.

In line with a policy recommendation by this office, affecting all automotive units, both additional and replacement, it is recommended that:

1. Funds for these items be deleted from the agency support budgets.
2. The Department of Finance request an augmentation of their budget to enable them to procure sufficient vehicles and to provide the agency with necessary transportation services through a fleet management program in the automotive management section.

3. The Department of Finance make necessary revisions in the support budgets of the agencies to delete direct related automotive operat-

Departmental Administration—Continued

ing expenses and provide an offset item for automobile mileage to permit the agency to reimburse the Department of Finance on a mileage basis for the fleet service.

Included in the above amounts for both Replacement and Additional Automobiles is some amount, not separately stated, for seat covers for automobiles for the Bureau of Paroles. To the extent that these seat covers are not for the new units to be purchased, but are for either replacement of existing seat covers or are seat covers for other units now operated by the Bureau of Paroles, they should be allowed.

**Department of the Youth Authority
CALIFORNIA YOUTH AUTHORITY**

ITEM 63 of the Budget Bill

Budget page 192
Budget line No. 8

**For per Diem and Other Current Expenses for the California
Youth Committee From the General Fund**

Amount requested	\$4,000
Estimated to be expended in 1954-55 Fiscal Year	4,000
Increase	None

RECOMMENDATIONS

Amount budgeted	\$4,000
Legislative Auditor's recommendation	4,000
Reduction	None

This committee meets periodically to exchange information on new ideas and methods in connection with juvenile delinquency, correction, and prevention problems. While the conclusions and recommendations of such a committee should prove useful to the Youth Authority, we point out that no evidence of this fact has come to our attention. *We recommend that the practical results of these deliberations should be made available to the Legislature in the future and included as a part of a justification submitted each year in support of this budget request.*

We recommend approval of this item as submitted.

Department of the Youth Authority

DEPORTATION OF NONRESIDENTS COMMITTED TO THE YOUTH AUTHORITY

ITEM 64 of the Budget Bill

Budget page 192
Budget line No. 15

**For Deportation of Nonresidents Committed to the Youth Authority
From the General Fund**

Amount requested	\$39,545
Estimated to be expended in 1954-55 Fiscal Year	33,865
Increase (16.8 percent)	\$5,680

RECOMMENDATIONS

Amount budgeted	\$39,545
Legislative Auditor's recommendation	39,545
Reduction	None

Deportation of Nonresidents—Continued

These funds are for the purpose of paying the expenses of sending wards from other states who have been committed to the Youth Authority back to their state of origin. This expenditure is believed to be worthwhile from the fiscal point of view since, in most cases, it would be in lieu of expensive care and treatment over an extended period of time in Youth Authority facilities. We do point out that, based on the re-estimate of 1954-55 expenditures in the 1955-56 budget, the amount requested in 1954-55 was \$2,435, or 7.2 percent, more than is now thought will be required. The amount requested this year is \$5,680, or 16.8 percent, more than is expected to be spent in the current year.

The amount requested may be somewhat excessive in view of prior estimates. However, expenditures are limited by the terms of the appropriation.

We recommend approval of the item as submitted.

Department of the Youth Authority**TRANSPORTATION OF PERSONS COMMITTED TO THE YOUTH AUTHORITY**

ITEM 65 of the Budget Bill

Budget page 192

Budget line No. 23

For Transportation of Persons Committed to the Youth Authority From the General Fund

Amount requested	\$70,200
Estimated to be expended in 1954-55 Fiscal Year	72,570
Decrease (3.3 percent)	\$2,370

RECOMMENDATIONS

Amount budgeted	\$70,200
Legislative Auditor's recommendation	70,200
Reduction	None

ANALYSIS

We note that the amount of \$70,200 requested in the 1955-56 Governor's Budget is \$19,800, or 22.0 percent, less than the \$90,000 originally requested in the 1954-55 Governor's Budget. The reduced requirement is the result of accepting all deliveries of wards at the nearest Reception Center, rather than at a designated institution or the Waterman Clinic at Preston, and a reduction in the number of wards accepted. Funds are expended for sheriffs' fees and mileage.

We recommend approval of the budget as submitted.

Department of the Youth Authority**MAINTENANCE OF PERSONS COMMITTED TO THE YOUTH AUTHORITY AND PAROLED TO THE CUSTODY OF PRIVATE HOMES**

ITEM 66 of the Budget Bill

Budget page 192

Budget line No. 31

For Maintenance of Persons Committed to the Youth Authority and Paroled to the Custody of Private Homes From the General Fund

Amount requested	\$64,600
Estimated to be expended in 1954-55 Fiscal Year	59,000
Increase (9.5 percent)	\$5,600

Maintenance of Persons Committed and Paroled—Continued

RECOMMENDATIONS

Amount budgeted	\$64,600
Legislative Auditor's recommendation	64,600
Reduction	None

ANALYSIS

These funds are expended to care for Youth Authority wards who can be placed on parole in foster homes. Such wards either have no relatives or other persons who will accept responsibility for them and their care, or it is deemed to be in the best interests of the ward not to return him to his own home or that of other persons who would provide care of him. There is no provision in law for the recovery of any sums so spent by the State from the persons legally responsible for the care of the ward or from the ward's estate. The amount allowed is presently limited to \$65 per month except that the Department of Finance may approve higher rates in exceptional cases. In addition, the county of commitment may reimburse the foster home in an amount not exceeding \$25 per month. This latter amount is recoverable by the county from persons legally responsible for the care of the ward or from the ward's estate.

In view of the fact that foster home care should generally be more beneficial to a ward who can be paroled, than continued institutional care, and of the fact that such care even including the cost of parole supervision is considerably cheaper than the cost of institutional care, we believe this program should be expanded by every possible means to include the maximum number of wards who can benefit from it. The expenditure is limited by the terms of the appropriation.

We recommend approval of the amount requested.

The following table shows the amounts authorized, the current year re-estimate, and the actual expenditures since the 1949-50 Fiscal Year:

	<i>Request</i>	<i>Re-estimate</i>	<i>Actual</i>
1949-50	\$50,000	\$50,000	\$81,518
1950-51	50,000	32,800	24,801
1951-52	33,100	26,780	32,078
1952-53	28,520	35,290	43,899
1953-54	38,500	59,000	53,617
1954-55	71,400	59,000	---
1955-56	64,600	---	---

It is apparent that the estimated requirements for this function have been reasonably closely estimated only once in the seven budget years shown, and we believe that this one close estimate (1951-52) resulted from an unanticipated change of policy with regard to the operation. The agency developed its estimate this year on the basis of the estimated percentage increase in total parole case load over the re-estimated parole case load for the current year, and added that percentage to its 1954-55 Budget request. (Not to the revised budget estimate of the amount required.) The Department of Finance revised the parole case load figures downward and applied the percentage increase properly to the revised estimate to develop the request in this budget.

We point out that the total parole case load does not bear any necessary relationship to the number of wards who will require foster home care, except that it does limit the maximum number of wards who

Maintenance of Persons Committed and Paroled—Continued

could possibly receive such assistance. It might be otherwise if experience with this program were more extended and if the number of parolees in foster homes were not such a minor part of total parole case load. As of December 31, 1954, there were 60 parolees in foster homes or approximately 1 percent of the average parole case load for the current year.

The extent to which parole case load itself has been inaccurately estimated is shown by the following table:

	<i>Proposed</i>	<i>Estimated</i>	<i>Actual</i>
1949-50-----	3,423	3,530	3,640
1950-51-----	3,650	3,740	3,880
1951-52-----	3,890	4,210	4,383
1952-53-----	4,471	4,800	5,019
1953-54-----	5,250	5,942	4,993
1954-55-----	7,279	5,460	---
1955-56-----	6,316	---	---

A comparison of the two tables shows that the actual amount spent for this function of care of parolees in foster homes bears no direct relationship to the actual number of parolees, much less to the estimated number of parolees.

We suggest this item be based in the future on actual prior experience, with increase reflecting only known increases in foster home capacity.

Department of the Youth Authority

NORTHERN CALIFORNIA RECEPTION CENTER AND CLINIC

ITEM 67 of the Budget Bill

Budget page 193

Budget line No. 6

For Support of Northern California Reception Center and Clinic
From the General Fund

Amount requested-----	\$687,846
Estimated to be expended in 1954-55 Fiscal Year-----	642,604
Increase (7.0 percent)-----	\$45,242

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages-----	\$44,427	\$30,951	\$13,476	197	9
Operating expense-----	835	835	---	197	10
Equipment-----	1,650	1,650	---	197	11
Total increase-----	\$45,242	\$31,766	\$13,476	197	19

RECOMMENDATIONS

Amount budgeted-----	\$687,846
Legislative Auditor's recommendation-----	665,541
Reduction-----	\$22,305

The Northern California Reception Center and Clinic is located at Perkins, five miles east of Sacramento. It is a new institution opened in May, 1954, applying a new method of handling Youth Authority wards. Wards accepted by the Youth Authority are received here, their delinquency characteristics studied, a recommendation as to type of

Northern California Reception Center and Clinic—Continued

training and treatment made, and remedial or emergency medical and initial psychiatric treatment provided if necessary. Data and conclusions assembled at this center form the basis for all subsequent consideration of the case by other facilities.

ANALYSIS

The recommended reduction of \$22,305 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
1 Cook -----	\$3,456	194	65
1 Food service assistant-----	2,580	194	66
1 Group supervisor -----	3,810	195	80
3 Group supervisors -----	12,459	195	53
<hr/>			
6 Positions, reducing salaries and wages by-----	—\$22,305		

It should be noted that even with the recommended deletion of the above six positions the agency will still receive the benefit of one new position involving an increase of \$3,630 in salaries and wages.

Per Capita Costs—Northern California Reception Center

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>		<i>Number wards processed</i>	<i>Cost per ward processed</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>			<i>Amount</i>	<i>Percent</i>
1953-54----	6	---	---	---	---	---	---	---
1954-55----	135	\$5,019	---	---	1,115	\$576	---	---
1955-56----	135	5,389	\$307	7.4	1,115	617	\$41	7.1

The total support budget of this facility is scheduled to increase \$50,042 or 7.4 percent.

Average daily population at the institution is anticipated to average 135 wards, the same as the current year.

This results in the per capita cost going from \$5,019 to \$5,389, an increase of \$307, or 7.4 percent. Similarly, the cost per ward processed is scheduled for 1955-56 at \$617, an increase of \$41, or 7.1 percent.

At the time the 1954-55 Governor's Support Budget for this facility was presented it contemplated an estimated per capita cost of \$5,165, and an estimated per ward processing cost of \$566 per ward for 1,233 wards.

Now, on the basis of the 1955-56 Governor's Support Budget, it appears that the per capita figure for 1954-55 has been revised from \$5,165 to \$5,019, a decrease of \$146 or 2.8 percent. The ward processing cost, based now on only 1,115 wards, a decline of 118 wards or 9.6 percent, has been increased from \$566 per ward to \$576 per yard, or 1.8 percent.

The fluctuations in the per capita cost figure and the cost per ward processed figure may result from the fact that this is the first full year of operation, with the attendant adjustments. Under these circumstances we are not critical of the fact that the forecast for wards processed for 1954-55 is not expected to be achieved. However, we point out that the decline in forecast population accompanied by a decline in per capita cost is contrary to the accepted rule that such a decline in population will result in increased per capita costs. To that extent it

Northern California Reception Center and Clinic—Continued

indicates that in fact the facility was over budgeted for the current year.

More important perhaps is the fact that population, both in terms of the average population and wards processed, is estimated exactly the same for 1955-56 as for 1954-55. Apparently the agency either does not anticipate that the numbers of commitments and parole returns will increase or it believes that this is the practical capacity of this facility.

It is important that a processing facility such as this be operated at maximum capacity if unit costs are to be kept to a minimum because of the difficulty of reducing staff in ratio with the reduced processing load. The net result of processing fewer wards is that more time is available for each step in reception center clinic for each ward. In this connection, we note that whereas last year's professional staffing pattern was predicated on an average length of stay of approximately 5.7 weeks per ward, the reduced estimated population for the budget year will result in an average length of stay of 6.3 weeks. No justification, in terms of increased length of time required by the professional staff for the diagnostic, remedial, or classification procedures for this increase has been submitted. We pointed out in our analysis of this budget last year that the time estimate for the various processes indicated that the minimum time for processing a ward could be as little as five days compared to the projected average stay of 5.7 weeks.

We believe that with the 13 months of experience which this facility will have at the start of the 1955-56 Fiscal Year, the average length of stay should be estimated to decline rather than to increase, which would result in lower population estimates to be reflected in lower total costs, or, more wards should be processed to reflect lower per capita and lower per ward processed costs. To the extent that the forecast population either on an average or ward processed basis is overestimated, it will again result in overbudgeting.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$529,501. This represents an increase of \$44,427 or 9.2 percent over the total of \$485,074 scheduled for expenditure in this category during 1954-55.

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

Merit salary increases on 114 established positions.....	\$17,951
A total of four proposed new positions costing.....	13,476
A change in estimated salary savings of.....	13,000
Total increase in salaries and wages.....	\$44,427

A total of 114 positions are presently authorized. The agency is requesting an additional four proposed new positions. This represents an increase of 3.5 percent in staff, compared with no increase in population at this facility.

When compared to the present level of staffing which is one position for each 1.2 wards it is apparent that the ratio of requested new posi-

Northern California Reception Center and Clinic—Continued

tions to change in institutional population represents a 3.4 percent improvement in the level of service indicated by the existing ratio.

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

Total Level of Service—Employee Hours Available per Ward									
Fiscal year	Total Average em- ployees	Level of popu- lation service	of service	Increase over prior year		Wards proc- essed	Level of service	Increase over prior year	
				Amount	Percent			Amount	Percent
1954-55†	114	135	1,500	---	---	1,115	182	---	---
1955-56†	118	135	1,552	52	3.5	1,115	188	6	3.3

† Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service will average 1,552 hours per ward based on average daily population or 188 hours based on the number of wards processed.

This is 52 hours, or 3.5 percent above the level now scheduled for 1954-55 based on average daily population and six hours or 3.3 percent above the current level based on the number of wards processed. These projected increases in level of service result directly from the fact that the agency is requesting new positions without any increase in population.

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

Functions and positions		Budget		
Support and subsistence		Amount	Page	Line
Feeding:				
*1 Cook	-----	\$3,456	194	65
*1 Food service assistant	-----	2,580	194	66
Care and welfare				
Medical, dental, and psychology:				
1 Graduate nurse	-----	3,630	195	78
Custodial and personal care:				
*1 Group supervisor	-----	3,810	195	80
4 Totals	-----	\$13,476		

* Recommended for deletion.

1 Cook (Budget page 194, line 65) ----- \$3,456

This position, together with the existing four cooking positions, is requested to provide one cook on two shifts (overlapping) each day seven days a week.

We recommend deletion of the position.

This position was requested in the original staffing request for this institution in the 1953-54 budget and was deleted by the Legislature. It was again requested in the 1954-55 budget and was again deleted by the Legislature. The primary justification for the position request in this budget is the same as it was in the past two years—that three cooking positions are not enough to provide two shifts a day, seven days a week, with full relief, and that consequently the supervising cook must provide the relief deficiency. According to the agency justification, this deficiency amounts to 46 shifts out of a total of 730 required, or 6.3 percent. This amounts to 0.2 of 1 position. The generally accepted procedure has been that relief deficiencies have been absorbed unless they amounted to more than 0.5 position, and this has been applied

Northern California Reception Center and Clinic—Continued

even to custodial positions manned on a post assignment basis. Only in cases where it has been absolutely impossible to shift assignments to provide coverage and where the only alternative is to leave a critical post uncovered do we feel there is justification for the use of compensated or paid overtime and in those situations the rule against authorizing a full position for less than a 0.5 work load has been applied. Consequently, we cannot agree that this position is needed for relief. The deficiency of 46 shifts can be alleviated by reducing the amount of time in the overlap of shifts.

We again point out that the most nearly comparable institution in size to this facility is the Fricot Ranch School for Boys. This latter institution has operated for many years with the same staffing pattern as now prevails at this reception center.

It is again urged by the agency that supervision of wards who have not had prior institutional experience takes additional time of the supervising cook and the cooks, which they should spend on other duties. We point out that in fact approximately 30 percent of the wards admitted are returns from parole and in fact have had prior Youth Authority institutional experience; in addition, approximately 90 percent of the wards received have a delinquency record indicating that they have spent some time in an institution, probably either in detention in a juvenile hall or in a county youth correctional institution. We believe it is common practice in these institutions to require wards to perform nearly all common culinary duties with the exception of cooking. We know of one juvenile hall with an excellent reputation, where the entire paid culinary staff does the cooking with wards doing all the rest of the work under the supervision of these same cooks.

It is also stated by the agency that the work load imposed on the cooks is such that they can do very little of the baking, and that the supervising cook in addition to the other duties which he must perform which are not primarily the supervising cooks', must also do much of the baking. In support of this contention and to illustrate the baking work load, the agency submitted a list of the baked goods regularly served at this institution. The listing is as follows:

"Food control and food administrator directives show the following: Bake goods for approximately 165 servings of the following:

<i>Food</i>	
Ginger bread	Once a week
Cookies	Four meals a week
Cake	Three times a week
Cobbler	Once a week
Bread pudding	Once a week
Pie	Three meals a week
Cornbread	Twice a week
Cinnamon rolls and snails	Once a week
Coffee cake	Twice a week
Parkerhouse or other luncheon rolls	Twice a week
Baking powder biscuits	Twice a week"

This listing reveals that some one kind of baking goods other than bread are available 22 times each week at the 21 meals served each week. We believe that considerable of the cook's time can be saved if this list of baked goods is reduced. Common experience indicates that

Northern California Reception Center and Clinic—Continued

a normal diet does not include either this quantity or variety of baked food and sweets. It is highly improbable that any ward ever received by the Youth Authority has been accustomed to having these or similar items included in his diet in these varieties and quantities, and it is equally unlikely that he will want or be able to afford them after he leaves the Youth Authority.

1 Food service assistant (Budget page 194, line 66)----- \$2,580

This position is requested to provide two shifts per day seven days a week food service assistant coverage for one boys' and one girls', and one employees' dining rooms. Three meals a day in each dining room seven days a week are served. The primary duty of food service assistants is to supervise wards in the clearing, cleaning, and resetting of the dining and serving areas, and assist with food service.

We recommend deletion of the position.

This position is one of the positions which were requested under the titles of kitchen helper and dining room assistant in the 1953-54 Budget and which were deleted by the Legislature. Again in the 1954-55 Budget eight food service assistants were requested, of which group the Legislature deleted six so that there are now two such positions authorized.

Again we point out that the most nearly comparable institution to the reception center is Fricot Ranch School for Boys, where one food service assistant has been authorized because of the physical arrangement of the culinary area and because of the age (8-15) of the wards. In allowing two positions last year the Legislature allowed one more at the reception center than it had allowed at Fricot in recognition of the fact that there is one more dining room at the reception center than at Fricot.

It is not apparent from the justification submitted by the agency in support of this request just how the two authorized positions are being used at the present time. We do raise the question of the necessity for three meals per day seven days a week in the employees' dining room. The budget indicates an average of only 10 breakfasts served daily, and only 12 suppers. Similarly only 10 dinners are served per day on week ends.

With this small number of meals, and the institution located in an urban setting like Sacramento, we see no justification for operating an employees' dining room as a part of the institutional setting.

We point out that with the heavy custodial coverage allowed at this institution some of the supervision of work details should be able to be accomplished by the custodial staff. We understand that group supervisors at the reception centers are expected to evaluate the individual ward's response to the limitations and obligations of the reception center environment as a part of the diagnostic and classification procedure. Therefore we think it is important that group supervisors utilize any opportunity available for observation of wards in work situations including the kitchen at the reception center.

To allow this position would result in raising the level of service still further above the general level prevailing in other Youth Authority institutions.

Northern California Reception Center and Clinic—Continued

1 Group supervisor (new position) (Budget page 195, line 80) \$3,810

This position is requested to provide full relief for the two receiving and distribution posts plus a small excess to cover overtime necessitated by the early departure and late arrival of the Youth Authority bus on the same day two days a week.

We recommend deletion of the position.

The request for group supervisor staffing in the control distribution assignment as shown by the post assignment schedule submitted with the 1954-55 Governor's Budget was for one position of boys' group supervisor on the first shift and two such positions on the second shift, all with full relief. Additionally one position on the second shift of a girls' group supervisor was shown with full relief. Thus a total of four positions with full relief were requested for the control distribution assignment for the current year.

The post assignment schedule contained in the 1955-56 budget request does not show the control distribution assignment although it does contain all of the other posts which appear in the 1954-55 post assignment schedule. However, it has an assignment called "receiving and distribution," which did not appear last year. We believe that the assignment formerly called "control distribution" has been changed to "receiving distribution" on the 1955-56 post assignment schedules. In our analysis of the 1954-55 Budget request for additional custodial staffing at this institution we recommended the deletion of five new group supervisor positions pointing out that positions in the control center and in the control distribution function were being allowed. Our reasons for agreeing with the latter request was the obvious need for staffing these functions at a reception center.

The Legislature concurred with our recommendation and allowed these positions although three other boys' group supervisors and one of the two girls' group supervisors were deleted. After this deletion there were sufficient positions authorized to staff the control distribution function with three male and one female positions with full relief as had been requested by the agency, recommended by this office, and authorized by the Legislature.

Consequently we cannot agree that the assignment of only two positions without relief to the receiving distribution function, as now shown by the revised 1954-55 post assignment schedule included with the 1955-56 Budget request, is the correct number of positions initially authorized for that function. It would appear that in fact four positions with full relief were authorized for control distribution which has now become receiving distribution. This is more authorized staff than is to be assigned to the function according to the latest post assignment schedule and we cannot agree that an additional position is required.

Apparently the agency has reassigned some of the staff originally requested and approved for control distribution to other tours of duty, thus shorting control distribution and is now back asking that the coverage depleted by reassignment be restored to its former level.

If this be so, we point out that in our opinion the agency should be asking for new positions on a justified basis for such other posts as are

Northern California Reception Center and Clinic—Continued

now being covered with personnel originally intended and allowed for full coverage of control distribution.

In view of the fact that sufficient staff already has been apparently authorized for the receiving distribution function if properly assigned, our inquiry into the background of this request disclosed two items which deserve comment. The first of these is the matter of the late arrival and early departure time of the bus on the same day requiring overtime for the receiving departure officer. We understand that a change of schedules is contemplated so that busses do not arrive and depart on the same day, and we strongly urge such scheduling so that on days when the bus leaves early the extra hours required are not added to extra hours on the same day for a late arriving bus.

The other matter concerns a recent policy change by the agency to allow counties to deliver wards to the reception centers at any time. Originally the policy was to receive wards from the counties only during regular working hours. If it is deemed necessary to receive wards at irregular hours we suggest that it be the duty of the assistant head group supervisor on duty, and one is on duty at all times, to simply receipt for the ward and place him in isolation pending processing by the regular receiving distribution officer unless of course it is convenient for the assistant head to process the ward at the time. We believe that the counties will cooperate to generally deliver wards during daylight hours, except in cases of real emergency. If such cooperation is not forthcoming and the statutory right of the agency is not clear as to whether it must receive wards, at all times; then we suggest that statutory revision be included by the agency to permit it to determine the hours and conditions of receipt of wards from the counties.

3 Group supervisors (existing positions) (Budget page 195,
line 53) ----- \$12,459

These three existing positions are part of a total of 4.8 group supervisor positions which are currently being utilized by the agency to provide a second shift of double coverage in all three dormitories. The policy question involved as to whether double coverage is to be allowed on more than one shift raises the question of the allowance of these positions.

We recommend deletion of the positions.

In the 1954-55 Governor's Budget the agency requested three additional boys' group supervisors and one additional girls' group supervisor over and above those which had been allowed in the initial staffing request the previous year, to provide for two shifts with two positions on each shift for every day in all dormitories.

We opposed this level of staffing for dormitories. The Legislature allowed one girls' group supervisor out of the two girls' group supervisors requested and deleted the three boys' group supervisors which had been requested. The remaining staff in this category was not sufficient to provide such double coverage 16 hours a day if the other posts were staffed as authorized.

The revised post assignment schedule for the current year submitted with the justification for the 1955-56 Budget request shows that de-

Northern California Reception Center and Clinic—Continued

spite the legislative action taken last year, the agency has proceeded to staff the dormitories with double coverage and has apparently used positions authorized by the Legislature for other functions for this purpose.

The facility's actual requirements for custodial staffing below the Assistant Head Group Supervisor level, based on one shift of double coverage each day instead of two are as follows:

<i>Positions</i>	<i>Function</i>
12	For 24-hour seven-day coverage in dormitories with eight hours of double position coverage and 16 hours single position coverage
3	For 24-hour seven-day coverage in the hospital with single position coverage on three shifts
3	For 24-hour seven-day coverage in the control center with single position coverage on three shifts
2	For eight-hour seven-day coverage in receiving distribution with double coverage on one shift
20	Positions requiring 12 positions for relief
32	Positions including full relief
1	Position for girls' laundry, clothing, and distribution supervisor
1	Position for boys' laundry and clothing supervisor
34	Total positions

The agency currently has 37 group supervisor positions (including three senior group supervisors) authorized for an excess of three positions.

The following is a comparison of the level of custodial service proposed at the various Youth Authority facilities:

Proposed Custodial Level of Service for 1955-56

	<i>Total custodial positions</i>	<i>Average population</i>	<i>Level of service</i>
Northern California Reception Center -----	46	135	605
Southern California Reception Center -----	80	270	526
Fricot Ranch School for Boys -----	24	145	294
Fred C. Nelles School for Boys -----	62	314	351
Paso Robles School for Boys -----	59	330	318
Preston School of Industry -----	126	650	344
Los Guilicos School for Girls -----	61	205	528*
Ventura School for Girls -----	68	175	690†

* Includes some custodial positions to be filled on a deferred basis, plus five watchmen.

† Includes 11 girls' group supervisors assigned to culinary duty in the cottages, and five watchmen.

In view of the exceedingly high level of custodial service at this facility, we cannot agree to any expansion of the custody coverage, nor can we agree to the necessity for 16-hour, seven-day-a-week double coverage in dormitories. Other facilities provide coverage for the so-called activity hours with one shift of double coverage. These wards have or should have school or work detail assignments for the daytime hours to at least as great an extent as in other institutions, when they are not actually engaged in a processing activity.

The educational and recreation staff are provided to enable the institution to have a comprehensive educational activity program, and it is imperative that the wards do as much of the housekeeping detail work

Northern California Reception Center and Clinic—Continued

as possible, both as a benefit to themselves and to offset in some small degree the expense of the effort which is being made to help them.

The net result of our recommendation for the deletion of three authorized and 1 proposed new group supervisor positions is to provide the agency with the relief requested for the two receiving-distribution positions (despite our belief that proper administration will largely eliminate the need for overtime relief), while eliminating those positions used for the second shift of double coverage in the dormitories.

Operating Expenses

Operating expenses are scheduled at \$168,735 for 1955-56. This is a decrease of \$835 or 0.5 percent under the amount of \$169,570 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration	\$15,215	\$16,975	\$1,760	11.6
Support and subsistence	93,305	84,960	—8,345	—8.9
Care and welfare	30,450	35,570	5,120	16.8
Maintenance and operation of plant	30,600	31,230	630	2.1
Totals	\$169,570	\$168,735	—\$835	—0.5

Equipment

Equipment expenditures are scheduled at \$2,150 for 1955-56. This is an increase of \$1,650 or 330.0 percent over the amount of \$500 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$2,150 requested for equipment, the sum of \$1,100 is for replacement of items deemed obsolete or no longer serviceable.

The request by function for replacement equipment is as follows:

Function	Replacement equipment 1955-56
Administration	\$200
Support and subsistence	500
Care and welfare	200
Maintenance and operation of plant	200
Totals	\$1,100

The further sum of \$1,050 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1954-55	1955-56	Additional equipment	
			Amount	Percent
Administration	\$100	\$100	---	---
Support and subsistence	100	300	\$200	200.0
Care and welfare	200	550	350	175.0
Maintenance and operation of plant	100	100	---	---
Totals	\$500	\$1,050	\$550	110.0

Northern California Reception Center and Clinic—Continued

The budget as originally submitted by this facility requested \$2,700 for equipment. A total of \$1,400 was for *additional* items. The balance of \$1,300 was for replacement items.

Joint conferences were held by the agency and Department of Finance staff members, and a review of equipment requests was made.

As a result, equipment requests were modified to the extent that additional equipment was reduced from \$1,400 to \$1,050, a saving of \$350, or 25.0 percent.

Requests for replacement equipment were reduced from \$1,300 to \$1,100, a further saving of \$200, making a total reduction in equipment requests at this facility of \$550, or 20.4 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted.

Department of the Youth Authority

SOUTHERN CALIFORNIA RECEPTION CENTER AND CLINIC

ITEM 68 of the Budget Bill

Budget page 198

Budget line No. 6

For Support of Southern California Reception Center and Clinic
From the General Fund

Amount requested	\$1,039,430
Estimated to be expended in 1954-55 Fiscal Year	834,719
Increase (24.5 percent)	\$204,711

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$161,696	\$143,180	\$18,516	---	---
Operating expense	44,315	44,315	---	---	---
Equipment	1,650	1,650	---	---	---
Less:					
Increased					
reimbursement	—2,950	—2,950	---	---	---
Total increase	\$204,711	\$186,195	\$18,516	---	---

RECOMMENDATIONS

Amount budgeted	\$1,039,430
Legislative Auditor's recommendation	964,457
Reduction	\$74,973

The Southern California Reception Center and Clinic is located at Norwalk near Los Angeles. It is a new institution opened in May, 1954, applying a new method of handling Youth Authority wards. Wards accepted by the Youth Authority are received here, their delinquency characteristics studied, a recommendation as to type of training and treatment made, and remedial or emergency medical and initial psychiatric treatment provided if necessary.

Southern California Reception Center and Clinic—Continued
ANALYSIS

The recommended reduction of \$74,973 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>		<i>Amount</i>	<i>Page</i>	<i>Line</i>
1	Senior group supervisor (existing position)-----	\$4,563	200	48
7	Group supervisors (existing positions)-----	27,762	200	49
1	Cook (new position)-----	3,456	199	69
3	Group supervisors (new positions)-----	11,430	200	74
7	Group supervisors (existing positions)-----	27,762	200	49
19	Positions, reducing salaries and wages by-----	\$74,973		

Total recommended reduction, \$74,973.

Per Capita Costs—Southern California Reception Center and Clinic

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>		<i>Number wards processed</i>	<i>Cost per ward processed</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>			<i>Amount</i>	<i>Percent</i>
1954-55	209	\$4,182	---	---	1,494	\$585	---	---
1955-56	270	4,040	-\$142	-3.4	2,215	493	-\$92	-15.7

The total support budget of this facility is scheduled to increase \$216,811, or 24.8 percent.

Average daily population at the institution is anticipated to average 270 wards, an increase of 61, or 29.2 percent.

This results in the per capita cost going from \$4,182 to \$4,040, a decrease of \$142, or 3.4 percent.

Similarly, the cost per ward processed is scheduled for 1955-56 at \$493, a decline of \$92, or 15.7 percent.

Per capita costs for the 1955-56 Fiscal Year are estimated at \$4,040 for an estimated average population of 270. The 1954-55 Governor's Budget was based on an estimated average population of 250 which would have resulted in an estimated per capita cost of \$4,065. These figures have now been revised in the 1955-56 Governor's Budget to show an estimated average population of only 209 wards at a per capita cost of \$4,182, or a 2.9 percent increase in per capita cost compared with a 16.4 percent decrease in population. We also point out, that the 1954-55 Budget was based on an estimate of 2,319 wards to be processed at an average cost of \$438 per ward. These 1954-55 figures have now been revised in the 1955-56 Governor's Budget to 1,494 wards at an average cost per ward processed of \$585, an increase of \$147 or 33.6 percent. This should be compared with the Northern California Reception Center and Clinic figures which show that 1,115 wards are expected to be processed at that facility in 1954-55 at an average cost of \$576 per ward. The agency should carefully examine the operations at the Southern California Reception Center since these cost comparisons are exactly the reverse of a normal trend.

The greater the number of wards processed through a facility the lower the cost per ward processed should be.

Fluctuation in either per capita costs or wards processing costs results from either incorrect population forecasts or failure to operate within the amounts budgeted, or both. When population forecasts are not achieved, per capita or per ward processing costs will inevitably

Southern California Reception Center and Clinic—Continued

rise because of the overhead cost factors which are geared to institutional capacity rather than to population.

The discussion, in the analysis of the Northern California Reception Center, of the relationship between average length of stay and population of the institution, is equally applicable to the operation of the Southern California Reception Center, since the two institutions are performing the same function, and in fact are identical physically except for additional dormitory capacity in the south.

The 1954-55 Governor's Budget was presented on the basis that 2,319 wards would be processed, utilizing 183 positions.

It now appears that the agency will still utilize 171 positions for 1954-55 but will only process 1,494 wards or only 64.4 percent of the forecast work load, but continuing to expend funds for 93.4 percent of the original staff.

It is obvious that unless substantial adjustments are made by the agency in the light of exceptional reductions in work load, the net result is the distortion in both per capita costs and the cost per ward processed here observed.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$767,815. This represents an increase of \$161,696 or 26.7 percent over the total of \$606,119 scheduled for expenditure in this category during 1954-55.

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

Merit salary increase on 171 established positions-----	\$116,680
A total of five proposed new positions costing-----	18,516
A change in estimated salary savings of-----	26,500
Total increase in salaries and wages-----	\$161,696

A total of 171 positions are presently authorized. The agency is requesting an additional five proposed new positions. This represents an increase of 2.9 percent in staff, as compared to a 61 ward or 29.2 percent increase in average daily population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 12.2 additional ward increase in institutional population.

When compared to the present level of staffing which is one position for each 1.2 wards it is apparent that the ratio of requested new positions to change in institutional population appears to represent some leveling off in the level of service indicated by the existing ratio.

This is actually an erroneous impression however which results from the fact that the institution originally forecast an average daily population of 250 for the current year with a year-end population of 315. Had these population figures been achieved instead of the 209 and 270 now estimated for the current year the agency would be requesting five additional positions representing 2.9 percent increase in staff for a 20 ward, or 8 percent increase in average daily population. This would become one new position for each four ward increase in average daily population to compare with a level of staffing of one position for

Southern California Reception Center and Clinic—Continued

each 1.5 wards. Even this comparison, which is the one usually applied to requests for additional positions on a work load basis, does not give the true picture since staffing was allowed on a deferred basis for the estimated year-end population of 315. If we apply the comparison on that basis we find that the agency is requesting five new positions representing a 2.9 percent increase in staff compared with a 45-ward or a 14.3 percent decrease in population.

We direct particular attention to the fact that for 1955-56 the agency contemplates processing only 2,215 wards through this facility. This number is still 104 wards or 4.5 percent below the 2,319 figure originally forecast for 1954-55.

However, the agency in spite of not meeting its prior work load forecast is requesting five additional positions.

Under the circumstances, it is appropriate to examine the present level of staffing before discussing proposed new positions. We believe that some adjustments can be made to effect economies by bringing the operation of this facility more into line with planned capacities as originally intended and thus reducing somewhat the current level of excessive costs on both a per capita and a ward processed basis.

1 Senior group supervisor (Budget page 200, line 48)-----	\$4,563
7 Group supervisors (Budget page 200, line 49)-----	\$27,762

These eight presently existing positions are required to provide 24-hour seven-day-a-week coverage for one dormitory with 16 hours of the 24 being manned with double coverage or two positions. There are currently seven dormitories at this facility with an average capacity of 50 wards for a total institutional capacity of 350. The average daily population is estimated at 270 with the population at both the start and the end of Fiscal Year 1955-56 estimated at 270. Thus only 77 percent of the plant capacity is to be utilized.

We recommend the deletion of these eight positions to effect a saving of \$32,325, and that one dormitory be closed and not used until the remaining dormitories are filled to capacity.

The initial staffing request for this facility in the 1954-55 Governor's Budget was based on the staff required for a 350-bed institution. Known work load factors in the areas of administration, care and custody, and maintenance and operation of plant were applied on the 350-ward levels by comparison with other institutions and due allowance for the nature of this institution. The professional staff required was also estimated on this ultimate population. Positions were allowed on a deferred basis to be filled during the current year as population increased. With full staffing allowed during the current year, it was anticipated that maximum population would be achieved during the 1955-56 budget year; however, we now learn that it is planned to maintain a constant population of 270, or 77 percent of capacity, while it is planned to continue all authorized positions at full year costs.

With a constant population of 270 wards distributed through seven dormitories, the average number of wards per dormitory will be slightly more than 38.5. The reasons advanced for planning to maintain this low ratio of wards to custodial staff are that the institution will still

Southern California Reception Center and Clinic—Continued

be in the "shakedown" stage during the budget year; that the potential for disturbances by wards received at the institution is unknown; that it is necessary to segregate wards on the basis of age; and that a lower ratio of wards to custodial staff is desirable and is one of the objectives of the Youth Authority.

We point out that the capital outlay for one dormitory of the kind constructed at this facility is approximately \$200,000. While we agree that ideally new facilities should be completed and ready by the time population develops to use them, we can see virtually no justification for living quarter facilities to be ready two or more years prior to the development of population, as would seem to be the case here. We cannot say at this time why population for this institution was estimated at 350 for construction purposes, and is now only estimated at 270 for support budget purposes, but regardless of the reason for this discrepancy, we cannot agree with the agency's plan to operate at less than maximum capacities, but with full staffing, for an indefinite time.

For example, one of the agency's reasons for this plan is that the institution will be adjusting to its new quarters and program during the budget year and that lower populations per dormitory and throughout the institution are necessary until staff becomes experienced in new methods and procedures and security features of the physical facilities are tested. This institution received its first wards September 16, 1954. By the beginning of the budget year, it will have been in operation for 9.5 months and by the end of the budget year 21.5 months. We believe that six to nine months is a reasonable time in which to expect the institution to overcome its initial uncertainties of staff and physical plant, and we think that almost two years is unreasonably long. We point out that apparently it is believed that population can be increased from nothing to 270 in the initial 9½-month period, but that thereafter it cannot be further increased because the institution is new.

The agency claims that the wards received in reception centers are unknown to the staff and may be potentially disturbing elements; that it is unsafe to handle them in larger groups than those now budgeted. We do not agree that these wards are wholly unknown quantities. Only about 9.1 percent of the wards currently being committed to the Youth Authority have no prior delinquency record. These, however, will have been in custody by County Juvenile Authorities for some time prior to their receipt by the Reception Center. Over 50 percent are reported to have had a delinquency record without a prior commitment, while 40 percent have had previous commitments. Thus, of the new commitments, over 90 percent have had prior experience with juvenile authorities and most of these will have been in custody on a detention basis if not on a commitment basis. In addition, approximately 28 percent of the wards received by Reception Centers are returned Youth Authority parolees. It would seem to us that if prior information as to a wards potential for creating disturbances is essential to the normal operation of a reception center, such information is available and simple procedures of requiring that such information accompany the ward to the reception center should make it available. We point out further that unless some such procedure is followed, the same situation will

Southern California Reception Center and Clinic—Continued

continue to exist, and the same reason for not operating at capacity will continue so that this difficulty could prevent ever utilizing the facilities provided at their greatest potential.

We also point out that at Preston School of Industry with, we are told, the most difficult, oldest, and hardest to control wards in the entire Youth Authority, boys are handled largely in 50-boy dormitories at very near capacity, and the institution is rapidly replacing its older, smaller capacity living quarters with 50-boy units.

While we recognize the desirability of segregating wards in reception centers by age groups, we point out that even with one dormitory closed at this facility there would still be available five separate boys dormitories for this purpose, whereas institutional segregation by age groups for boys in the Youth Authority is only possible into four age groups. Age separation for girls in the reception centers apparently is not thought to be essential, since only one dormitory at each reception center is used for girls.

While the question of whether 50 wards is the proper size for a living unit in the Youth Authority is certainly an open one, we point out that it is a major policy consideration involving much more than the support budget at one institution. If this policy is to be changed, it should be submitted to the Legislature with a complete factual presentation as to costs of the program and results in order that any benefits may be carefully weighed. The change should not be brought about solely by the device of operating first one new institution and then another at less than capacity while staffing them for full capacity, and most particularly while continuing plans to build larger capacity living units. In no event do we think it would be economical not to operate existing facilities at or near capacity even if it might be desirable to substitute smaller units in new construction. Many of the cost factors involved in the program are directly related to capacity.

In relation to all of the arguments advanced by the agency to support its plan to operate dormitories at this facility at only 77 percent of capacity, we must point out that the plan for the Northern California Reception Center is to operate at an estimated institutional population of 135 with a dormitory capacity of 150, or 90 percent of capacity. We also note that this was the basis for forecasting population at this institution for 1954-55. There is no reason to suppose that the operating situation at the northern reception center is necessarily any different from that at the southern reception center so far as it affects the individual dormitory populations.

The excess capacity of 80 over the 270 budgeted for 1955-56 for this facility is 30 more than the capacity of the dormitory which we recommend be closed. This 30 excess capacity which will still be available after one dormitory is closed is 10 percent of the remaining capacity of 300 which would bring the operating plan for this institution in line with that for the northern reception center.

If the Southern California Reception Center was permitted to operate with staffing for 350 wards while only having a population of 270, the wards sent there would receive a higher level of service than those who go to the Northern California Reception Center, and to that extent would distort the result claimed for the reception center method

Southern California Reception Center and Clinic—Continued

of handling juvenile delinquents. We believe such a result would be highly undesirable aside from its adverse effect on per capita costs. The cost of maintaining a professional, maintenance and care and welfare staff for a 350 population institution with an actual population of only 270, cannot be justified for an extended period of time.

In view of the present budget forecast, we cannot concur in the continuance of established staffing for units that are not necessary to achieve the population forecast and accordingly recommend deletion of these existing group supervisor positions.

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

Fiscal year	Total Level of Service—Employee Hours Available per Ward									
	Total Average Level			Increases over		Wards proc- essed	Level of service	Increases over		
	em- ployees	popu- lation	of service	Amount	Percent			Amount	Percent	
1954-55†	171	209	1,453	---	---	1,494	203	---	---	
1955-56†	176	270	1,158	-295	-20.3	2,215	141	-62	-30.5	

† Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service will average 1,158 hours per ward based on average daily population or 141 hours based on the number of wards processed.

This is 295 hours, or 20.3 percent below the level now scheduled for 1954-55 based on average daily population and 62 hours or 30.5 percent below the current level based on the number of wards processed.

It should be emphasized that the seeming decline in level of service arises from the fact previously discussed as to the agency's inability to meet work load forecasts upon which the 1954-55 Budget staffing was predicated.

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

Functions and positions	Budget		
	Amount	Page	Line
Support and subsistence			
Feeding:			
*1 Cook	\$3,456	199	69
Care and welfare			
Medical, dental, and psychology:			
1 Graduate nurse	3,630	200	72
Custodial and personal care:			
*3 Group supervisors	11,430	200	74
5 Totals	\$18,516		

* Recommended for deletion.

1 Cook (Budget page 199, line 69) ----- \$3,456

This position together with existing positions will provide one cook on each of two overlapping shifts, plus supervising cook coverage, on a full seven-day-per-week basis.

We recommend deletion of the position.

This is one of the positions requested last year as part of the original staffing request and which was deleted by the Legislature. Our reasons for recommending the deletion of this position last year were that the required shift coverage at this institution would be no greater

Southern California Reception Center and Clinic—Continued

than at the Northern California Reception Center. The added work load caused by the greater population at this facility is covered by one position of baker not provided at the Northern California Reception Center. We pointed out that the culinary staffing at this institution would be comparable to other similar facilities without this position. We see no reason why this facility should have a higher level of culinary service than others, and consequently no reason to change our last year's recommendation.

The justification for this position states that seven-day-a-week supervising cook service is planned, and in calculating the culinary requirements, the agency has included the supervising cook for full relief. The duties of the supervising cook—make menus, control ration, order supplies, control sanitation, schedule personnel, integrate culinary program with institutional program, and supervise culinary personnel—do not require seven-day coverage with full relief.

The culinary positions now provided—three cooks and one baker—are sufficient to provide two overlapping shifts of cooks seven days a week, and we cannot concur in this request for full relief for the supervising cook and an increased level of service in the culinary function.

3 Group supervisors (new positions) (Budget page 200, line 74) \$11,430

These positions are requested to provide two receiving and distribution posts in addition to the one now authorized. Two posts will be on the day shift and one on the afternoon and evening shift. These posts handle the receiving and departure of wards and the movement of wards to and from various clinical functions.

We recommend disapproval of the request.

The post assignment schedule submitted with the request for initial staffing of this institution in the 1954-55 Governor's Budget showed four boys' group supervisor positions with full relief assigned to the control distribution post, and one girls' group supervisor with full relief also assigned to control distribution.

In connection with the total request for group supervisor positions in the 1954-55 Budget, we recommended a total of nine positions for deletion, the Legislature deleted six positions leaving one more girls' group supervisor and two more boys' group supervisors than we recommended be allowed. Our recommendation in connection with the control distribution function was as follows: "We recommend the staffing of the control center and control distribution functions as requested with the exception of one girls' group supervisor for the control distribution function. This latter function will be staffed by boys' group supervisors on two shifts with double coverage on both shifts." Inasmuch as we concurred with the agency's request for staffing in this function, with the exception of one girls' group supervisor, it can hardly be contended that such positions as were deleted by the Legislature were the male positions scheduled by the agency for the control distribution function.

Examining the post assignment schedule for 1955-56 submitted in support of the 1955-56 Governor's Budget (and we point out that no revised post assignment schedule for 1954-55 reflected the changes

Southern California Reception Center and Clinic—Continued

necessitated by legislative action was submitted with the 1955-56 Budget), we find that no positions are assigned to control distribution as such and only one position is shown assigned as a receiving and distribution officer, a function which we understood was included in control distribution last year.

The three new positions requested here are designated as detail officer (utility position) in the 1955-56 post assignment schedules. It would appear that what was designated as control distribution in the 1954-55 post assignment schedule is designated as a receiving-departure officer and three utility officers in the 1955-56 post assignment schedules, particularly since there are no other significant variations in the two schedules. On this basis we contend that the four male officers requested and authorized for this function last year are those that are shown for the same function but under different titles this year. We cannot agree with the statement in the budget that only one post is authorized for the receiving distribution function inasmuch as four positions were authorized last year.

In connection with these post assignment schedules we wish to point out that they are on a form supplied by the Department of Finance under instructions from the Department of Finance. They provide space on Part B for the "Name of Assignment or Post" and for the "Post Number." At the bottom of this page (Part B) in capital letters is the following: "Note: post titles and numbers are not to be redesignated." This note was added to this form several years ago at the suggestion of this office to permit the checking of the utilization of authorized positions at any other than the authorized post, and to permit this office to readily determine whether requested new positions have in fact been previously allowed. While not readily apparent because of the agency's failure to properly and fully complete these post assignment schedule forms, it is clear, upon a comparison of the form supplied last year with the one included this year, that these three new positions were in fact authorized last year and should not be allowed this year.

7 Group supervisors (existing positions) (Budget page 200,
line 49) ----- \$27,762

These existing positions are part of a group of 11.2 group supervisor positions which are currently being utilized to provide a second shift of double coverage in all seven dormitories. The agency request contemplates providing double coverage on two shifts as distinguished from our recommendation that such double coverage be staffed on only one shift. This is the determining factor as to the necessity for the seven positions under discussion.

We recommend the deletion of seven positions effecting savings of \$27,762.

In the 1954-55 Governor's Budget, as part of the initial staffing pattern at this facility, the agency requested sufficient group supervisors to provide double coverage on two shifts (16 hours) and single coverage on one (eight hours), for the seven dormitories, together with single coverage on a three-shift basis for the control center and hospital,

Southern California Reception Center and Clinic—Continued

and double coverage on a two-shift basis with an additional girls' group supervisor for the control distribution function.

The Legislature deleted six positions (five boys, one girl) leaving only three positions (two boys and one girl) more than this office recommended, but not enough for double coverage in the dormitories on two of the three shifts, if the other functions were staffed as requested.

Our recommendation was: "We recommend the staffing of the control center and control distribution functions as requested with the exception of one girls' group supervisor for the control distribution function. This latter function will be staffed by boys' group supervisors on two shifts with double coverage on both shifts. We do not recommend double coverage on two shifts for dormitories."

Despite action by the Legislature in deleting positions to reduce the level of double coverage on dormitories, the agency is nevertheless proceeding to staff the dormitories with full double coverage on two shifts and is now requesting additional positions alleging that it does not have sufficient staff in the control distribution function. To the extent that such deficiencies may exist in the control distribution function they are caused by the administrative decision to staff dormitories with full double coverage and to deplete the control distribution staffing which was actually requested by the agency initially, recommended by this office and provided by the Legislature.

If the agency will staff the dormitories with double coverage only to the extent provided by the positions allowed by the Legislature last year, it will have an excess of seven group supervisor positions on the basis of an actual single shift of double coverage dormitory requirements and its 1955-56 group supervisor requirements for other functions.

In analyzing the initial staffing request for the Northern California Reception Center in the 1953-54 Governor's Budget and again last year in analyzing the initial request at this facility, we recognized that problems of custodial security while wards were receiving treatment, other professional service, visiting, being received, et cetera, would require a richer staffing pattern in the receiving distribution function than at training school facilities. We approved the requested positions for the hospital control center and receiving distribution functions on that basis.

The request in the 1955-56 Governor's Budget for group supervisor positions for the receiving distribution function (formerly called control distribution) is for 16 hours a day staffing of this function in two shifts, one double and one single, compared with the 1954-55 request for 16-hour-a-day staffing in two double position shifts. The requests in the 1955-56 Budget for group supervisor positions for the hospital and for the control center is for 24-hour-a-day coverage on three single position shifts, the same as was requested for 1954-55. In calculating the needs of the receiving distribution function, we have allowed three positions with full relief, and in calculating the needs of the institution in this position category, we have assumed that our previous recom-

Southern California Reception Center and Clinic—Continued

mentation for closing one dormitory has been concurred in. Our calculations of group supervisor position requirements is as follows:

- 24 Positions required for 24-hour dormitory coverage with one double coverage shift.
- 3 Positions required for 24-hour hospital coverage.
- 3 Positions required for 24-hour control center coverage.
- 3 Positions required for 16-hour receiving distribution coverage with one double coverage shift.

33 Positions

19.8 Positions for relief.

- 1 Laundry and clothing group supervisor (male).
- 1 Laundry, clothing and distribution supervisor (female).

54.8 Total positions required.

After the deletion of the excess positions related to the dormitory we have recommended be closed, there will be 62 group supervisor positions authorized (including six senior group supervisors) showing an excess of seven positions. If our recommendation for closing one dormitory is not followed, there will be 70 group supervisor positions authorized (including seven senior group supervisors) and the excess chargeable to two shift double coverage will be nine (for savings of \$35,694). We have not calculated relief for the two positions assigned primarily to the clothing laundry detail inasmuch as these are, or should be, five-day, eight-hour posts. This calculation is intended to prevent the use of two double coverage shifts each day in each dormitory and to provide coverage in the other functions as requested by the agency.

Operating Expenses

Operating expenses are scheduled at \$287,285 for 1955-56. This is an increase of \$44,315 or 18.2 percent over the amount of \$242,970 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration -----	\$17,900	\$19,740	\$1,840	10.3
Support and subsistence -----	121,620	148,395	26,775	22.0
Care and welfare -----	54,525	66,000	11,475	21.0
Maintenance and operation of plant -----	48,925	53,150	4,225	8.6
Totals -----	\$242,970	\$287,285	\$44,315	18.2

The request for \$287,285 for 1955-56 for operating expenses is \$8,027 more than was requested for 1954-55. The 1954-55 request of \$279,258 was based largely on an estimated wards processed work load of 2,319, whereas the 1955-56 request of \$287,285 is largely based on an estimated wards processed work load of 2,215. The re-estimate of requirements for 1954-55 continued in the 1955-56 budget of \$242,970 is based on an estimated wards processed work load of 1,494. Thus, it is apparent that the agency now believes that it will require 2.8 percent more money for operating expenses in 1955-56 than it requested in 1954-55 to process 4.5 percent fewer wards. At the same time the agency re-estimates that it

Southern California Reception Center and Clinic—Continued

will only require 12.2 percent less money in 1954-55 for 39.8 percent fewer wards.

Per capita operating expenses for the current and budget years for the two reception centers are estimated as follows based on wards processed:

	<i>Original estimate 1954-55</i>		<i>Re-estimate 1954-55</i>		<i>1955-56</i>	
	<i>Wards</i>	<i>Per ward processed</i>	<i>Wards</i>	<i>Per ward processed</i>	<i>Wards</i>	<i>Per ward processed</i>
Northern California Reception Center	1,233	\$127	1,115	\$170	1,115	\$151
Southern California Reception Center	2,319	120	1,494	164	2,215	130

We recognize that this budget had to be prepared without the benefit of actual operating cost figures as a basis; however, estimates without any factual basis at all normally should not contain the inconsistencies appearing in the table above. The danger lies in the fact that expenditures in this initial period cannot readily be controlled by appropriations, and still they will form the basis for future estimates and appropriations. The need for careful estimating is thus very important in this initial period.

Equipment

Equipment expenditures are scheduled at \$2,150 for 1955-56. This is an increase of \$1,650 or 330.0 percent over the amount of \$500 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$2,150 requested for equipment, the sum of \$950 is for replacement of items deemed obsolete or no longer serviceable.

The request by function for replacement equipment is as follows:

<i>Function</i>	<i>Replacement equipment 1955-56</i>
Administration	\$150
Support and subsistence	300
Care and welfare	300
Maintenance and operation of plant	200
Total	\$950

The further sum of \$1,200 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

<i>Function</i>	<i>Additional equipment</i>			
	<i>1954-55</i>	<i>1955-56</i>	<i>Increase Amount</i>	<i>Percent</i>
Administration	\$100	\$100	---	---
Support and subsistence	100	200	\$100	100.0
Care and welfare	200	800	600	300.0
Maintenance and operation of plant	100	100	---	---
Totals	\$500	\$1,200	\$700	140.0

The budget as originally submitted by this facility requested \$3,287 for equipment.

Southern California Reception Center and Clinic—Continued

Joint conferences were held by the agency and Department of Finance staff members, and a review of equipment requests was made.

As a result, equipment requests were modified to the extent that equipment was reduced from \$3,287 to \$2,150, a saving of \$1,137, or 34.6 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted.

DEPARTMENT OF YOUTH AUTHORITY

ITEM 69 of the Budget Bill

Budget page 203

Budget line No. 24

For Support of Forestry Camps for Boys From the General Fund

Amount requested	\$307,383
Estimated to be expended in 1954-55 Fiscal Year	307,569
Decrease (0.1 percent)	\$186

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$3,460	\$3,460	---	207	53
Operating expense	—4,330	—4,330	---	207	54
Equipment	—4,587	—4,587	---	207	55
Decreased reimbursement from the Division of Forestry	5,271	5,271	---	207	60
Total increase	—\$186	—\$186	---	207	64

RECOMMENDATIONS

Amount budgeted	\$307,383
Legislative Auditor's recommendation	307,383
Reduction	None

Forestry camps are operated at 3 locations, Pine Grove, Ben Lomond, and Coarsegold, for older boys (17-21) who are about ready for parole or are otherwise judged not to require the close confinement of one of the correctional schools. The program is largely work in connection with Department of Natural Resources, Division of Forestry projects. This Division contracts to pay the costs of fire fighting, feeding, clothing, and inmate pay, with the Youth Authority paying the balance of cost. Recreational and educational activities are also made available. Camp life is generally considered as a transition from confinement to parole status.

ANALYSIS

Estimated expenditures by the Youth Authority for Forestry Camps are \$307,383. This is \$186 less than is now estimated for the current year. Current year was estimated at \$311,595 in the 1954-55 Budget.

No change in camp populations is anticipated. This fact, together with decreased requests for operating expenses and equipment, offset by decreased reimbursements from the Division of Forestry, results in a reduction in estimated per capita costs from \$2,053 to \$2,034, a decrease of \$19 or 0.9 percent.

Forestry Camps—Continued

Salaries and wages are increased by \$6,760 to care for merit salary increases partially offset by increased salary savings of \$3,300, leaving a net increase of \$3,460, or 1.2 percent in this category.

Operating expenses are primarily reduced by decreased feeding costs with offsetting adjustments in other categories.

Equipment requests for the three camps both additional and replacement total \$5,370 which is a substantial decrease from the \$9,957 requested for the current year.

An example of what we feel to be an insufficient justification for an equipment request is found in the request for the replacement of a tumbler dryer at the Ben Lomond Camp. The justification submitted discloses that it is planned to replace an eight year old 36 x 30 gas-fired tumbler dryer which cost \$375.66 and which is now estimated to have a trade-in value of \$25, with a new 42 x 42 gas-fired tumbler dryer estimated to cost \$1,200. The reason given for the replacement is that "The present tumbler is in need of immediate replacement as it is in a bad state of repair." On the basis of this justification we raise the immediate question as to why the proposed replacement equipment is quite evidently a larger capacity machine which costs almost three and one-half times what the smaller one cost. We raise the further question of why the machine needs replacement after eight years service when the normal amortization of cost of such equipment is approximately 15 to 20 years. We also need to know what, precisely, is meant by "bad state of repair." The form used for equipment requests and justification provides space for inserting the estimated cost of repair and the basis for estimating this cost of repair. However, in this instance these spaces are left blank. No information is included concerning previous repair costs, broken, damaged, or otherwise unusable parts. No detriment to the program resulting from breakdowns is cited.

We recommend that the Department of Finance be instructed not to release funds for the replacement of the tumbler dryer until a full and sufficient justification has been submitted in conformity with the information requested on equipment check sheets covering replacement items and that the estimated cost of repairs when considered on the basis of the extended life of the unit after repair, clearly makes replacement the economical and practical answer to the problem.

Otherwise, the Department of Finance should delete the purchase price of \$1,200 in equipment and allow sufficient in operating expense to properly repair the unit.

**Department of the Youth Authority
FRICOT RANCH SCHOOL FOR BOYS**

ITEM 70 of the Budget Bill

Budget page 208
Budget line No. 7

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

Amount requested	\$399,157
Estimated to be expended in 1954-55 Fiscal Year	388,693
Increase (2.7 percent)	\$10,464

Fricot Ranch School for Boys—Continued

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages-----	\$16,741	\$10,636	\$6,105	212	27
Operating expense -----	—4,780	—4,780	---	212	28
Equipment -----	—1,497	—2,933	1,436	212	29
Total increase -----	\$10,464	\$2,923	\$7,541	212	38

RECOMMENDATIONS

Amount budgeted-----	\$399,157
Legislative Auditor's recommendation-----	390,365

Reduction -----	\$8,792
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Fricot is the Youth Authority's training school for its youngest age group of boys. Ages range from 8 to 13 although slightly older boys who are immature mentally and emotionally may be sent here if it is decided they will have difficulty adjusting at their own age level. Minimum custody levels are maintained with the emphasis being placed on education and welfare.

ANALYSIS

The recommended reduction of \$8,792 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
0.4 Junior intermediate clerk-----	\$984	209	12
1 Assistant head boys group supervisor-----	4,512	210	61
1.4 Positions, reducing salaries and wages by-----	\$5,496		

It should be noted that even with the recommended deletion of the above 1.4 positions the agency will still receive the benefit of a total of 1.5 new positions at an annual salary cost of \$4,059.

<i>Equipment</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Housekeeping—additional-----	\$241	209	76
Recreation—additional-----	1,195	211	9
Automobile—replacement-----	1,860	211	64
Reduction in equipment-----	\$3,296		
Total recommended reduction-----	\$8,792		

Per Capita Costs—Fricot Ranch School for Boys

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1946-47-----	91	\$1,597	---	---
1947-48-----	92	1,953	\$356	22.3
1948-49-----	98	1,963	10	0.5
1949-50-----	91	2,078	115	5.9
1950-51-----	105	1,953	—125	—6.0
1951-52-----	140	1,870	—83	—4.2
1952-53-----	142	2,311	441	23.5
1953-54-----	144	2,594	283	12.2
1954-55-----	145	2,805	211	8.1
1955-56-----	145	2,885	80	2.9

Fricot Ranch School for Boys—Continued

The total support budget of this facility is scheduled to increase \$11,564 or 2.8 percent.

Population at the institution is anticipated to average 145 wards, which is the same as the current year.

This results in the per capita cost going from \$2,805 to \$2,885, an increase of \$80, or 2.9 percent.

Attention is directed to the very substantial advance in the per capita cost from 1951-52 for about the same population. This increase is \$1,015 or 54.3 percent.

At the time the 1954-55 Governor's Support Budget for this facility was presented, it contemplated an estimated per capita cost of \$2,860 for the 1954-55 Fiscal Year, for 140 wards.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from \$2,860 to \$2,805, a decrease of \$55, or 1.9 percent, for 145 wards.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$294,058. This represents an increase of \$16,741 or 6.0 percent over the total of \$277,317 scheduled for expenditure in this category during 1954-55.

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

Merit salary increases on 61.3 established positions-----	\$9,778
A total of 2.9 proposed new positions costing-----	9,963
A change in estimated salary savings of-----	<u>—3,000</u>
Total increase in salaries and wages-----	\$16,741

A total of 61.3 positions are presently authorized. The agency is requesting an additional 2.9 proposed new positions. This represents an increase of 4.7 percent in staff, as compared to no increase in population at this facility.

Any increase in staff without a corresponding increase in population represents an increase in level of service.

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

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1946-47-----	29.1	63,787	91	701	---	---
1947-48*-----	35.0	62,160	92	676	—25	—3.6
1948-49-----	36.2	64,291	98	656	—20	—3.0
1949-50-----	38.9	69,086	91	759	103	15.7
1950-51-----	40.4	71,750	105	683	—76	—10.0
1951-52-----	45.8	81,341	140	581	—102	—14.9
1952-53-----	54.7	97,147	142	684	103	17.7
1953-54-----	56.7	100,699	144	699	15	2.2
1954-55†-----	61.3	108,869	145	751	52	7.4
1955-56‡-----	64.2	114,019	145	786	35	4.7

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

‡ Budget request.

Fricot Ranch School for Boys—Continued

Under the proposed budget request for 1955-56 the level of service will average 786 hours per ward.

This is 35 hours, or 4.7 percent, above the level now scheduled for 1954-55.

It is 205 hours, or 35.3 percent, above the minimum level of service of 581 hours, experienced in 1951-52 during the period of 10 fiscal years, reflected in the above table. The substantial 40 percent augmentation of staff, going from 45.8 positions to 64.2 positions for practically the identical population accounts for the major increase in per capita costs noted previously.

The 2.9 proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
Administration			
*0.4 Junior intermediate clerk (part time) -----	\$984	209	12
Care and welfare			
Custodial and personal care:			
*1 Assistant head group supervisor -----	4,512	210	61
Medical and dental:			
1.5 Hospital aid (intermittent) -----	4,059	210	63
Maintenance and operation of plant			
(0.1) Institution fire fighter (1 intermittent) -----	408	211	40
2.9 Totals -----	\$9,963		

* Recommended for deletion.

0.4 Junior intermediate clerk (part time) (Budget page 209, line 12) ----- \$984

This position is requested to provide weekend telephone-receptionist coverage. It is stated by the agency that it is now necessary to keep the assistant head group supervisor on duty in the office on weekends to perform this duty.

We recommend disapproval of the position.

This is the same position which was requested last year under the position title of junior clerk, and which was deleted upon the recommendation of this office. The justification submitted this year is, we believe, essentially the same as last year, and we see no reason to change our recommendation. The actual operating situation is somewhat unclear in that the justification states that it is necessary to keep the assistant head group supervisor in the office *at all times* to answer the phone, and at the same time states that when he is not in the office there is no one to answer the phone. It is also stated that the assistant head group supervisor must stay in the office *at all times* on weekends to receive visitors. We assume without knowing that what is actually meant is that a considerable portion of the time of the assistant head group supervisor on duty on weekends is devoted to receiving visitors and to taking such phone calls as may come in, and that it is sometimes inconvenient for him inasmuch as his duties take him to other parts of the premises from the office. If this is the case we point out that a choice of priority of the use of his time must be made in this situation. We cannot believe that the important duty of ascertaining who visitors are and whether they are entitled to be on the grounds, and of authorizing a ward to come from the dormitory for a visit is to be delegated to

Fricot Ranch School for Boys—Continued

a junior intermediate clerk on a part time basis. We think that if such a position were authorized, at best the person so employed could only call the assistant head from wherever he might be and have him come to determine the propriety of the visitors and arrange the visit. At best the arrangement could only save the visitors time and not the assistant head's time. We think that a signal bell or buzzer which could be heard over most of the area where the assistant head might be with a sign advising visitors to push a button and wait, would overcome the present difficulty without the continuing expense of a new position. The telephone situation seems to us to be similar in nature. Telephone calls coming into the institution at other than regular weekday business hours will almost invariably be of an emergency nature or concern the institution in such a manner that they should come to the attention of the assistant head, and again a junior intermediate clerk could do little more than relay the message. It should be possible to have a telephone arrangement which would activate an audible signal so that the assistant head, wherever he was on the grounds could answer the phone at the nearest connected point.

Staffing at an institution of this size must be kept to a minimum with many of the employees performing duties which at a larger institution would not necessarily be delegated to them. This institution has now operated for many years at approximately its present population and without this increase in level of service, and with many other substantial increases in personnel as reflected in previous tables and discussion above.

1 Assistant head boys group supervisor (Budget page 210,
line 61) ----- \$4,512

This position is requested to enable the institution to provide 16-hour assistant head group supervision with full relief.

We recommend disapproval of the position.

Currently there are two assistant head boys group supervisors who, together with the head group supervisor and the superintendent provide supervision of boys group supervisors 16 hours a day seven days a week. This latter category is assigned on post assignments to the three dormitories to provide 24-hour coverage seven days a week by one man with eight additional hours out of each 24 covered by two men. The working situation within a dormitory is as follows:

6 a.m. to 8 a.m.-----	2 men
8 a.m. to 1 p.m.-----	1 man
1 p.m. to 2 p.m.-----	2 men
2 p.m. to 4 p.m.-----	1 man
4 p.m. to 9 p.m.-----	2 men
9 p.m. to 6 a.m.-----	1 man

Assistant head group supervision is scheduled from 6 a.m. to 10 p.m. seven days a week. Head group supervision is scheduled from 8 a.m. to 5 p.m. five days per week with an hour for lunch. The superintendent, who lives on the grounds, assumes his responsibility on a 24-hour seven-day week basis and normally works regularly from 8 to 5, five days a week.

Fricot Ranch School for Boys—Continued

There are three dormitories at this institution housing a total average population of 145 wards. Approximately half of the wards are in school at one time with the other half engaged in work details, and physical education and recreation activities during the same time. Evenings, wards are in the dormitories or engaged in group activities.

The justification for the position request states that 80 percent of the duty performed by an assistant head group supervisor consists of supervision of the group supervisors on his shift, assigning duties, giving instruction and evaluating performance.

There are nine individuals on each shift under the assistant head, six for three hours and three for eight hours on the a.m. shift and six for five hours and three for eight hours on the p.m. shift. On the latter shift three of the men are senior boys group supervisors who should not require much supervision.

We do not believe that the number of boys group supervisors is such as to require this intensive supervision. This institution has operated with approximately the same population since before the two assistant head group supervisors were authorized and to allow an additional position in this category at this time would clearly be an improvement in the level of service. More particularly so, where the original authorization for two positions was granted on the justification that 16-hour seven-day coverage (the amount now again requested), would result with the head group supervisor taking a shift. If it is now thought that it is not practical for the head group supervisor to furnish the relief for the assistants and still perform his primary duty properly, it should be administratively determined whether full performance of head group supervisor duties or 16-hour seven-day assistant head group supervisor coverage contribute the most to the accomplishment of the school's objective, and arrangements made accordingly within the framework of the existing level of service. We suggest that less assistant head group supervision is the more desirable alternative.

We again point out that the level of service for an almost identical population at this institution will have increased by 35.3 percent since 1951-52 if the positions requested this year are approved.

This is an example of how procedures which ultimately affect large areas of the budget become engrafted onto the cost of State Government by the piecemeal or "foot in the door" method. It must have been quite clear to the agency at the time the original request for two positions was made that 16-hour seven-day assistant head coverage could not be accomplished even with the head group supervisor working a shift. Certainly any shifts worked then or now as an assistant head group supervisor would interfere with the discharge of his duties as head group supervisor. If the ultimate objective was full coverage with full relief in this category it should have been set out at the time of the first request for positions in this category. If 16-hour seven-day coverage is provided now, then 24-hour seven-day coverage will be requested within a year or so.

We believe that there is less justification for this type of request at a small compact institution such as Fricot than at other institutions with larger populations and older boys.

Fricot Ranch School for Boys—Continued

Operating Expenses

Operating expenses are scheduled at \$115,465 for 1955-56. This is a decrease of \$4,780 or 4.0 percent under the amount of \$120,245 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration	\$6,005	\$6,630	\$625	10.4
Support and subsistence	75,550	68,760	—6,790	—9.0
Care and welfare	11,730	11,755	25	0.2
Maintenance and operation of plant	26,960	28,320	1,360	5.0
Totals	\$120,245	\$115,645	—4,780	4.0

The \$4,780 reduction in operating expenses is largely the result of reductions in feeding costs and a substantial reduction in the clothing request, offset by minor increases in other categories. Operating expenses appear to be generally in line as budgeted.

We recommend approval of operating expense items as submitted.

Equipment

Equipment expenditures are scheduled at \$4,934 for 1955-56. This is a decrease of \$1,497 or 23.3 percent under the amount of \$6,431 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$4,934 requested for equipment, the sum of \$3,128 is for replacement of items deemed obsolete or no longer serviceable.

The request by function for replacement equipment is as follows:

Function	1954-55	1955-56	Replacement equipment	
			Amount	Percent
Administration	\$25	\$25	—	—
Support and subsistence	2,843	761	—\$2,082	—73.2
Care and welfare	350	100	—250	—71.4
Maintenance and operation of plant	1,438	2,242	804	55.9
Farming and processing	—	—	—	—
Totals	\$4,656	\$3,128	—\$1,528	—32.8

The further sum of \$1,806 is requested for additional items of equipment. The request, by function, for additional equipment is as follows:

Function	1954-55	1955-56	Additional equipment	
			Amount	Percent
Administration	\$25	\$25	—	—
Support and subsistence	677	291	—386	—57.0
Care and welfare	475	1,295	820	172.6
Maintenance and operation of plant	598	195	—403	—67.4
Farming and processing	—	—	—	—
Totals	\$1,775	\$1,806	\$31	1.7

It is to be noted that where items of additional equipment are not directly related to population increases or other work load changes, the acquisition of such items represents an improvement in the level of service. Since such items also tend to build up subsequent requirements for replacement items, a very careful evaluation of the requests for additional equipment should be made at all levels of the budget process.

Fricot Ranch School for Boys—Continued

The budget as originally submitted by this facility requested \$12,700 for equipment.

Joint conferences were held by the agency and Department of Finance staff members, and a review of equipment requests was made.

As a result, equipment requests were modified to the extent that equipment was reduced from \$12,700 to \$4,934, a saving of \$7,766, or 61.1 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted, except for the following items.

Housekeeping—Additional (Budget page 209, line 76)----- \$241
Electric water cooler

This is one of the electric water coolers referred to in our discussion of the policy question involved in equipment item requests in our general summary statement.

We recommend deletion of this item in the amount of \$241.

Recreation—Additional (Budget page 211, line 9)----- \$1,195
3 television sets and central 100-foot tower

These are some of the television sets referred to in our discussion of policy matters under equipment in the general summary.

We recommend disapproval of the request.

Included in the request for equipment is the sum of \$1,860 for the acquisition of one replacement automobile.

We recommend deletion of this amount, in line with the policy recommendation by this office, for fleet management operation of vehicles as discussed under the item for departmental administration.

Department of the Youth Authority
FRED C. NELLES SCHOOL FOR BOYS

ITEM 71 of the Budget Bill

Budget page 213
 Budget line No. 6

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

Amount requested -----	\$849,561
Estimated to be expended in 1954-55 Fiscal Year -----	831,074
Increase (2.2 percent) -----	\$18,487

		Summary of Increase		Budget page	Line No.
		INCREASE DUE TO			
	Total increase	Work load or salary adjustments	New services		
Salaries and wages -----	\$13,704	\$6,568	\$7,136	218	9
Operating expense -----	—1,530	—1,530	---	218	10
Equipment -----	9,723	9,723	---	218	11
Less decreased:					
Surplus products sales -----	—2,300	—2,300	---	218	17
Services to other agencies -----	—1,110	—1,110	---	218	18
	\$18,487	\$11,351	\$7,136	218	21

Fred C. Nelles School for Boys—Continued

RECOMMENDATIONS

Amount budgeted	\$849,561
Legislative Auditor's recommendation	839,950
Reduction	\$9,611

ANALYSIS

The recommended reduction of \$9,611 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
1 Assistant head group supervisor	\$4,626	216	14
1 Group supervisor (effective 11-1-55)	2,510	216	16
2 Positions, reducing salaries and wages by	\$7,136		
<i>Equipment</i>			
Feeding replacement:			
Dishwasher	\$2,300	215	18
Recreation replacement—television set	175		
Reduction in equipment	\$2,475		
Total recommended reduction	\$9,611		

Per Capita Costs—Fred C. Nelles School for Boys

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1946-47	318	\$1,546	---	---
1947-48	311	1,939	\$393	25.4
1948-49	306	2,074	135	7.0
1949-50	308	2,041	—33	—1.6
1950-51	307	2,157	116	5.7
1951-52	310	2,294	137	6.4
1952-53	308	2,640	346	15.1
1953-54	289	2,988	348	13.2
1954-55	305	2,880	—108	—3.6
1955-56	314	2,859	—21	—0.7

The total support budget of this facility is scheduled to increase \$19,487 or 2.2 percent.

Population at the institution is anticipated to average 314 wards, an increase of nine, or 3.0 percent.

This results in the per capita cost going from \$2,880 to \$2,859, a decrease of \$21 or 0.7 percent.

At the time the 1954-55 Governor's Support Budget for this facility was presented, it contemplated an estimated per capita cost of \$2,801 for the 1954-55 Fiscal Year for 320 wards.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from \$2,801 to \$2,880, an increase of \$79, or 2.8 percent for 305 wards.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$687,281. This represents an increase of \$13,704 or 2.0 percent over the total of \$673,577 scheduled for expenditure in this category during 1954-55.

Fred C. Nelles School for Boys—Continued

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

Merit salary increases on 144 established positions	\$10,068
A total of two proposed new positions costing	7,136
A change in estimated salary savings of	3,500

Total increase in salaries and wages \$13,704

A total of 144 positions are presently authorized. The agency is requesting an additional two proposed new positions. This represents an increase of 1.4 percent in staff, as compared to a 3.0 percent increase in population at this facility.

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

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1946-47	121.8	266,986	318	840	—	—
1947-48*	126.9	225,374	311	725	-115	-13.7
1948-49	133.6	237,274	306	775	50	6.9
1949-50	135.7	241,003	308	782	7	0.9
1950-51	135.5	240,648	307	784	2	0.3
1951-52	135.0	239,760	310	773	-11	-1.4
1952-53	142.2	252,547	308	820	47	6.1
1953-54	140.8	250,061	289	865	45	5.5
1954-55†	144.3	256,277	305	840	-25	-2.9
1955-56‡	146	259,296	314	826	-14	-1.7

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

‡ Budget request.

Under the proposed budget request for 1955-56 the level of service will average 826 hours per ward.

This is 14 hours, or 1.7 percent below the level now scheduled for 1954-55.

It is 101 hours, or 13.9 percent above the minimum level of service of 725 hours, experienced in 1947-48 during the period of 10 fiscal years, reflected in the above table.

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

Functions and positions	Budget		
	Amount	Page	Line
Care and welfare			
Custodial and personal care:			
*1 Assistant head group supervisor	\$4,626	216	14
*1 Group supervisor (effective 11-1-55)	2,510	216	16
2 Totals	\$7,136		

* Recommended for deletion.

1 Assistant head boys' group supervisor (Budget page 216, line 14) \$4,626

This position is requested to provide 24-hour seven-day-a-week assistant head boys' group supervisorial coverage at this institution with full relief.

The justification submitted for this position states that the head group supervisor assumes the duties of the assistant head group super-

Fred C. Nelles School for Boys—Continued

visor between the hours of 8 a.m. and 4 p.m. thus precluding his discharging the head group supervisor's duties during that time.

We recommend deletion of the position.

This situation is similar to that at Fricot where an additional assistant head boys' groups supervisor is requested and our analysis of that request is pertinent to this discussion.

The post assignment schedules indicate that as a practical matter, 0.7 of a group supervisor's time is used to provide the relief, and that the head group supervisor in fact does not take a shift at all. A total of 4.8 positions are needed to provide 24-hour seven-day coverage of one post, so that 0.1 position relief is all that is not accounted for. We believe that if the head group supervisor cannot supply this 0.1 relief or if the time involved cannot be left uncovered during the time the head group supervisor is available on the premises and engaged in other duties, that the group supervisor now actually providing 0.7 of the necessary relief can provide 0.8.

This institution operated from 1937 to 1948 with two assistant head group supervisors. One additional was allowed in 1948. In 1951, after having had the request for one additional assistant head deleted by the Legislature in two prior years the fourth position was allowed on the justification that four positions would provide 24-hour seven-day coverage with the head group supervisor taking one shift.

At this institution the assistant head group supervisor is in charge of approximately 11 group supervisors on each shift. As at Fricot we suggest that the utilization of the existing level of service is an administrative decision. In the absence of increased workload due to population increase or a practical situation threatening the achievement of the institutional objectives, we cannot, at this time, recommend approval of what is an increase in level of service.

1 Group supervisor (effective November 1, 1955) (Budget page 216, line 16) ----- \$2,510

This position is requested to staff the new 50 boy restricted detention building. Five existing positions from the discontinued unit together with this position are planned to give two positions on the first shift three positions on the second shift and one position during the night on the third shift.

We recommend deletion of the position.

This is the same position which was requested last year on exactly the same basis on which it is presented this year and which was deleted by the Legislature.

We pointed out last year that this building is a combined disciplinary unit for detention of wards who are so unruly as to be unmanageable in the regular program, and a segregation unit for wards who might suffer harm from other wards or need a period of adjustment to group living before fitting into the regular program.

The building was carefully designed for its intended purpose with separated wings containing individual rooms with locking doors and separate living, dining, and bath facilities. The wings are at right angles to each other in an L shape with a control office located so as to be able to observe the corridors of both wings and both living-dining areas

Fred C. Nelles School for Boys—Continued

from the same position. At the time the capital outlay request for this building was under consideration, this office requested that the design of the building be such that the function could be accomplished with the very minimum of staff. The design described above was that which the agency assured this office would require the least staff. The same design is incorporated in a building for a similar purpose at Paso Robles, and is intended to be used as this type of unit is built at other institutions.

The factor of population increase at this facility is approximately the same as last year with nine-ward increase projected for average population and a 15-ward increase by year end as against a 10-ward average and 15-ward year end for the current year which has not been achieved. As we stated last year we believe such a minor increase should be absorbed within existing staff.

The following table presents a measurement of the level of service devoted to custodial service at this institution:

Custodial Level of Service—Employee Hours Available per Ward

<i>Fiscal year</i>	<i>Total custodial employees</i>	<i>Population</i>	<i>Level of custodial service</i>	<i>Percent increase over prior year</i>
1946-47-----	43.6	318	301	--
1947-48*-----	51.1	311	292	-3.0
1948-49-----	56.9	306	330	13.0
1949-50-----	59.0	308	340	3.0
1950-51-----	58.5	307	338	-0.6
1951-52-----	59.0	310	338	0
1952-53-----	62.4	308	360	6.5
1953-54-----	59.3	289	364	1.1
1954-55†-----	60	305	349	4.1
1955-56†-----	62	314	351	0.6

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service will average 351 hours per ward.

This is two hours, or 0.6 percent above the level now scheduled for 1954-55.

It is 59 hours, or 20.2 percent above the minimum level of service of 292 hours, experienced in 1947-48 during the period of 10 fiscal years, reflected in the above table.

At Preston School of Industry, where a disciplinary company is established for the wards who cannot be handled in the regular program and where, we are told, the toughest juveniles directly under the care of the Youth Authority are held, the in-dormitory staffing pattern only provides for two shifts with two positions and one shift of one position compared with the 2-3-1 pattern being asked for here. If this position were granted then it would be reasonable to expect that a similar position would be asked for at Paso Robles, Preston, and all new segregation detention units in the future.

We believe that with the physical custody security built into this building the establishment of a new higher level of custodial service for detention segregation units is not justified.

Fred C. Nelles School for Boys—Continued

Operating Expenses

Operating expenses are scheduled at \$175,150 for 1955-56. This is a decrease of \$1,530 or 0.9 percent under the amount of \$176,680 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration -----	\$11,585	\$11,355	—\$230	—2.0
Support and subsistence -----	99,720	100,105	385	0.4
Care and welfare -----	13,050	13,215	165	1.3
Maintenance and operation of plant -----	44,475	41,925	—2,550	—5.7
Farming and processing -----	7,850	8,550	700	8.9
Totals -----	\$176,680	\$175,150	—\$1,530	—0.9

Operating expenses appear to be in line as budgeted.

Equipment

Equipment expenditures are scheduled at \$15,945 for 1955-56. This is an increase of \$9,723 or 156.3 percent over the amount of \$6,222 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$15,945 requested for equipment, the sum of \$13,379 is for replacement of items deemed obsolete or no longer serviceable.

The request by function for replacement equipment is as follows:

Function	1954-55	1955-56	Replacement equipment	
			Increase	
			Amount	Percent
Administration -----	\$100	\$100	---	---
Support and subsistence -----	615	8,360	\$7,745	1,259.3
Care and welfare -----	900	2,325	1,425	158.3
Maintenance and operation of plant -----	1,418	1,660	242	17.0
Farming and processing -----	630	934	304	48.2
Totals -----	\$3,663	\$13,379	\$9,716	265.2

The further sum of \$2,556 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1954-55	1955-56	Additional equipment	
			Increase	
			Amount	Percent
Administration -----	\$50	\$50	---	---
Support and subsistence -----	140	582	\$442	315.7
Care and welfare -----	1,604	814	—790	—49.3
Maintenance and operation of plant -----	715	1,070	355	49.7
Farming and processing -----	50	50	---	---
Totals -----	\$2,559	\$2,556	\$7	0.3

It is to be noted that where items of additional equipment are not directly related to population increases or other work load changes, the acquisition of such items represents an improvement in the level of service. Such items also tend to build up subsequent requirements for replacement items.

The budget as originally submitted by this facility requested \$22,186 for equipment.

Fred C. Nelles School for Boys—Continued

Joint conferences were held by the agency and Department of Finance staff members, and a review of equipment requests was made.

As a result, equipment requests were modified to the extent that they were reduced from \$22,186 to \$15,945, a saving of \$6,241, or 28.1 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted, with the following exception:

Feeding replacement (Budget page 215, line 18) (Dishwasher) \$5,490

"The old dishwasher in need of replacement is a war surplus item. No provision can be had for controlling the temperature of the water. Sanitary standards recommend 180 degrees and 160 degrees but we are unable to get thermometer for this obsolete piece of equipment. The manufacturer advises this is a special dishwasher manufactured to Navy specifications and parts are not available. Considerable difficulty has been experienced in keeping the equipment in operating condition."

We recommend deletion of the \$2,300 requested for this item to reduce the amount in this category to \$3,190.

The statement quoted above is the justification submitted in support of this request for authorization to expend \$2,300 for a new dishwasher. It is essentially the same justification submitted for the request for the same replacement in the 1954-55 Budget which was deleted by the Legislature. In recommending the deletion last year we said: "While it may be true that replacement parts are not available from the original manufacturer, we believe that maintenance and repair problems on this machine can be solved in other ways. For example, there are available a variety of water temperature control valves and equipment which can be adapted to use with this machine if the present equipment cannot be replaced. Virtually all machined parts and most fabricated parts can be reproduced from the manufacturer's specifications, physical measurements, or the broken part itself, at the machine shops at either Folsom State Prison, or San Quentin, or any commercial custom machine shop. In the absence of a justification indicating that the machine is generally worn out and that immediately needed repairs will cost an excessive amount, we recommend against approval of this replacement."

Subsequent to receiving the justification for the request in the 1955-56 Budget, we inquired of the agency to determine what had been done about our suggestion of last year concerning the replacement of parts, and whether there were in fact deficiencies in the machine which the agency had failed to mention specifically in its justification. This inquiry elicited the information that a shaft on the machine had had to be adjusted three times the prior week; that some part or parts were rusted almost through, and that the Department of Corrections had said they are not interested in making parts for this kind of equipment generally. No information is available as to the cost of repairs which have been made, nor is any estimate available as to the cost of making any currently needed repairs. Whether any effort has been made to secure water temperature control equipment and adapt it for use with the machine is not stated in the justification or known to Departmental

Fred C. Nelles School for Boys—Continued

Administration in Sacramento. The actual age of this machine nor the number of years it has been used at this facility are not shown. Since no estimated cost of repairs is shown, no basis for such estimate is shown.

As the situation now stands, after requesting the replacement last year and having the request denied, with specific recommendations for alternative courses of action, and with specific deficiencies in the justification pointed out, we find the agency again requesting the replacement although no evidence is submitted of any effort on the part of the institution to explore the suggestions made last year. Apparently, also, the agency still cannot supply the necessary information which was lacking from last year's justification since it is still lacking this year.

In the meantime the fact remains that the agency has used the machine for one additional year, apparently without a major breakdown and apparently without being able to automatically control the water temperature. We have nothing to controvert the possibility that it may well last another year. We suggest that the agency either explore the possibility of correcting the deficiencies, if any, in the manner that has been suggested now for two consecutive years, or assemble the information necessary to properly support a request for the replacement of a \$2,300 item.

In view of the insufficient justification we cannot concur in the agency request at this time.

Recreation replacement (Budget page 216, line 38)----- \$1,162
One television set

In line with our discussion of television policy in the General Summary for the Youth Authority we recommend the deletion of \$175 for the replacement of one television set to reduce this item to \$987.

Farming and Processing—Production and Expenditures

	1952-53	1953-54	1954-55	1955-56
Local production consumed -----	\$11,352	\$11,279	\$11,300	\$11,300
Surplus products sales -----	1,782	2,758	4,200	6,500
Total value of production -----	\$13,134	\$14,037	\$15,500	\$17,800
Salaries and wages -----	\$8,184	\$8,592	\$8,592	\$8,592
Operating expenses -----	6,012	6,433	7,850	8,550
Total operating costs -----	\$14,196	\$15,025	\$16,442	\$17,142
Gross operating profit -----	—\$1,062	—\$988	—\$942	\$658
Equipment costs -----	328	1,064	680	984
Value of production in excess of expenditures -----	—\$1,390	—\$2,052	—\$1,622	—\$326

This farming operation has now failed to show any value of production in excess of expenditures since 1951-52. In fact, if the estimates for the current and budget years above are correct, the total excess cost of this operation will have been \$5,390 by June 30, 1956 for the four-year period. It had been hoped that the increase in production to supply the Southern California Reception Center with some of its food requirements would result in a more favorable budget

Fred C. Nelles School for Boys—Continued

request. However, that apparently is not now anticipated. We again urge a complete re-evaluation of this program with a view to either making it self-supporting or eliminating it.

**Department of the Youth Authority
PASO ROBLES SCHOOL FOR BOYS**

ITEM 72 of the Budget Bill

Budget page 219
Budget line No. 7

For Support of Paso Robles School for Boys From the General Fund

Amount requested	\$804,876
Estimated to be expended in 1954-55 Fiscal Year	717,425
Increase (12.2 percent)	\$87,451

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$58,221	\$38,559	\$19,662	223	46
Operating expense	27,101	27,101		223	47
Equipment	2,129	—551	2,680	223	48
Total increase	\$87,451	\$65,109	\$22,342	223	57

RECOMMENDATIONS

Amount budgeted	\$804,876
Legislative Auditor's recommendation	785,294
Reduction	\$19,582

Paso Robles School for Boys is the newest Youth Authority training school, having been formally dedicated in May 1954 after completion of the new construction. The institution had been operated in temporary buildings for several years prior to that time.

Boys of 14 to 17 are committed here. The custody features are somewhat more secure than at Fred C. Nelles School for Boys. Although the age groupings at these two schools overlap, this institution is generally regarded as the school for more mature individuals.

ANALYSIS

The recommended reduction of \$19,582 consists of the following amounts in the categories indicated:

Salaries and wages	Amount	Budget	
		Page	Line
1 Assistant headgroup supervisor	\$4,512	221	66
2 Boy's group supervisors	7,620	221	67
1 Stationary fireman	3,720	222	53
4 positions, reducing salaries and wages by	\$15,852		

It should be noted that even with the recommended deletion of the above four positions the agency will still receive the benefit of a total of five new positions involving an increase of \$21,858 in salaries and wages.

Paso Robles School for Boys—Continued

<i>Equipment</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Recreation additional	\$2,680	222	16
Automobile replacement	1,050	222	75
Reduction in equipment	\$3,730	---	---
Total recommended reduction	\$19,582	---	---

Per Capita Costs—Paso Robles School for Boys

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1947-48	46	2,456	---	---
1948-49	97	2,312	—144	—5.9
1949-50	127	2,004	—308	—13.3
1950-51	137	1,996	—8	—0.4
1951-52	137	2,247	251	12.6
1952-53	136	2,565	318	14.2
1953-54	152	3,082	517	20.2
1954-55	311	2,307	—775	—25.1
1955-56	330	2,439	132	5.7

The total support budget of this facility is scheduled to increase \$94,451 or 12.5 percent.

Population at the institution is anticipated to average 330 wards, an increase of 19, or 6.1 percent.

This results in the per capita cost going from \$2,307 to \$2,439, an increase of \$132 or 5.7 percent.

This is just the reverse of the normal trend. Increased population should result in decreased per capita cost.

At the time the 1954-55 Governor's Support Budget for this facility was presented, it contemplated an estimated per capita cost of \$2,608 for the 1954-55 Fiscal Year.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from \$2,608 to \$2,307, a decrease of \$301, or 11.5 percent, although average population continues to be estimated at 311, the same figure which was forecast last year.

Thus it appears that this facility was overbudgeted by approximately 11.5 percent last year if this year's estimate is correct. If the traditional pattern of overbudgeting these facilities is followed, the actual figures for the current year will again be less than is now estimated. Further, it would appear that inasmuch as the 1955-56 budget request is based on the actual 1953-54 expenditures adjusted to the revised estimated 1954-55 budget, the 1955-56 budget may be overestimated in approximately the same percentage.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$578,122. This represents an increase of \$58,221 or 11.2 percent over the total of \$519,901 scheduled for expenditure in this category during 1954-55.

Paso Robles School for Boys—Continued

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

Merit salary increases on 119.8 established positions-----	\$21,011
A total of nine proposed new positions costing-----	37,710
A change in estimated salary savings of-----	—500

Total increase in salaries and wages-----	\$58,221
---	----------

A total of 119.8 positions are presently authorized. The agency is requesting an additional nine proposed new positions. This represents an increase of 7.5 percent in staff, as compared to a 6.1 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 2.1 additional ward increase in institutional population.

When compared to the present level of staffing which is one position for each 2.6 wards it is apparent that the ratio of requested new positions to change in institutional population represents a 19.2 percent improvement in the level of service indicated by the existing ratio.

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

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1947-48*-----	18.8	33,389	46	726	---	---
1948-49-----	42.1	74,770	97	771	45	6.2
1949-50-----	49.5	87,912	127	692	—79	—10.2
1950-51-----	53.7	95,371	137	696	4	0.6
1951-52-----	53.3	94,661	137	691	—5	—0.7
1952-53-----	56	99,456	136	731	40	5.8
1953-54-----	77.4	137,462	152	904	173	23.7
1954-55†-----	119.8	212,765	311	684	—220	—24.3
1955-56†-----	128.8	228,749	330	693	9	1.3

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service will average 693 hours per ward.

This is nine hours, or 1.3 percent above the level now scheduled for 1954-55.

It is nine hours, or 1.3 percent above the minimum level of service of 684 hours, experienced in 1954-55 during the period of nine fiscal years, reflected in the above table.

Paso Robles School for Boys—Continued

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

<i>Functions and positions</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Care and Welfare			
Custodial and Personal Care:			
*1 Assistant head group supervisor-----	\$4,512	221	66
*3 Group supervisor (delete 2)-----	11,430	221	67
Education and Religion:			
2 Youth Authority teacher-----	9,024	221	69
1 Arts and crafts teacher-----	4,512	221	70
1 Recreation and physical education teacher-----	4,512	221	71
Maintenance and Operation of Plant,			
Light, Heat, and Power:			
*1 Stationary fireman-----	3,720	222	53
9 Total-----	\$37,710		

* Recommended for deletion.

1 Assistant head boys group supervisor (Budget page 221, line 66)----- \$4,512

This position will provide the relief necessary for 24-hour, 7-day assistant head boys' group supervisor coverage. There are currently four authorized assistant head group supervisors and 4.8 are required for around the clock manning. Relief is currently provided by the head group supervisor and by boys group supervisors when they are available.

We recommend deletion of the position.

The situation is similar to that at Nelles School for Boys and at Fricot and our analysis of the position requests at those institutions are pertinent to the analysis of this request.

The history of the growth of coverage in this category in this school is similar to that in Nelles and Fricot, with the last two positions added in 1953 to "together with existing positions—provide 24-hour, 7-day per week supervising coverage."

Here, as in the other institutions, the assistant head group supervisor supervises boys group supervisors and senior boys group supervisors, who are at the bottom of three layers of supervision: the assistant heads, the head group supervisor and the superintendent. We believe that this entire supervisory staff is sufficient to provide supervisorial coverage on all shifts. The present ratio of supervisors to those supervised in this category is 1 to 12, making no allowance for the fact that there are seven senior boys group supervisors among those supervised.

We question the necessity for an assistant head boys group supervisor to be on duty during the day when the superintendent and the head boys group supervisor are on duty, and available regardless of whether they are engaged in other duties.

3 Boys group supervisors (Budget page 221, line 67)----- \$11,430

These positions are to provide 16-hour (4 p.m. to 8 a.m.) seven-day control center-security sound system coverage.

We recommend deletion of two positions to save \$7,620 and reduce this request to \$3,810.

Paso Robles School for Boys—Continued

We recognize the desirability of security sound system coverage for this institution but cannot agree to the necessity for 16 hours a day coverage. Fred C. Nelles School for Boys, which is the most nearly comparable Youth Authority facility has one group supervisor assigned to its control center from 4 p.m. to 12 midnight according to its post assignment schedule.

The agency is not requesting that the proposed post be manned during the day time, stating that during the day shift the post is already adequately manned by a boys group supervisor on secondary assignment, or the telephone receptionist.

We see no reason to increase the level of coverage for the control center at this facility above that experienced at the Fred C. Nelles School, in the absence of a detailed justification showing the necessity.

The deletion of two of the three requested positions is based upon a recomputation of the coverage requirements after deletion of one post.

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

Custodial Level of Service—Employee Hours Available per Ward

Fiscal year	Total custodial employees	Population	Level of custodial service	Increase over prior year	
				Amount	Percent
1947-48*	7.8	46	301	—	—
1948-49	20.8	97	381	80	26.6
1949-50	24.0	127	336	—45	—11.8
1950-51	27.0	137	350	14	4.2
1951-52	28.0	137	363	13	3.7
1952-53	28.0	136	366	3	0.8
1953-54	35.9	152	419	53	14.5
1954-55†	55	311	314	—105	—25.1
1955-56†	59	330	318	4	1.3

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service will average 318 hours per ward.

This is four hours, or 1.3 percent above the level now scheduled for 1954-55.

It is 17 hours, or 5.6 percent above the minimum level of service of 301 hours, experienced in 1947-48 during the period of nine fiscal years, reflected in the above table.

This institution is the newest training school in the Youth Authority and was designed to keep custodial staffing at a minimum, consequently future requests in this category should be thoroughly justified on the basis of contribution to over-all objective or specific facts of inadequacy of coverage shown.

1 Stationary fireman (Budget page 222, line 53)----- \$3,720

This position, together with two stationary firemen and one stationary engineer, now authorized, will provide sufficient staff for boiler coverage 16 hours per day, seven months per year, and for 21-hour coverage five months per year and permit two days per week of steamfitter work by one of the positions.

We recommend deletion of the position.

Paso Robles School for Boys—Continued

We question the necessity for two days per week of steamfitter work at this new institution. Two days per week equal 104 days per year, or 5.5 months full working time for one man. The three authorized positions are enough to provide the requested 16-hour coverage for seven months and 21-hour coverage for five months. We also question the necessity for 21-hour coverage for five months. The obvious reason for additional coverage in the winter is because of the additional temperature rise necessary from lower night-time temperatures. We believe that, if it is actually necessary to start the heating plant five hours early on the average for five months during the winter, there may be some question as to the adequacy of the capacity of the heating plant. This deficiency is unlikely in a new, modern institution such as Paso Robles, but if design deficiency is the cause of operating difficulty, the cost of correcting such deficiencies should be weighed against the continuing cost of a new position before requesting the position. No such information has been supplied in support of this request.

Realistic scheduling of the extra time necessary in the winter to secure comfortable temperatures by the time they are required should provide sufficient extra time for the three authorized positions to do any currently necessary steamfitter work.

Operating Expenses.

Operating expenses are scheduled at \$223,991 for 1955-56. This is an increase of \$27,101 or 13.8 percent over the amount of \$196,890 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration	\$11,560	\$13,220	\$1,660	14.4
Support and subsistence	113,275	124,921	11,646	10.3
Care and welfare	22,760	29,755	6,995	30.7
Maintenance and operation of plant	42,595	48,395	5,800	13.6
Farming and processing	6,700	7,700	1,000	14.9
Totals	\$196,890	\$223,991	\$27,101	13.8

This category of expense is estimated to increase \$27,101, or 13.8 percent, while population is expected to increase only 6.1 percent and an increase of 11.2 percent is requested in salaries and wages. Of the \$58,221 increase in salaries and wages, \$21,001 is for merit salary increases, so that the new service and other work load increase in salaries and wages is actually only 6 percent when adjusted for salary savings changes. Thus it would appear that some items of operating expenses at this institution may have been too generously estimated.

For example, four new teaching positions have been allowed subject to the furnishing of attendance figures which will justify that number. These four positions represent an increase of 33.3 percent in teaching staff. The increase in operating expense categories directly related to these positions is 40 percent. Another example is in feeding costs where the cost for the 1955-56 Budget Year is estimated at 16.8 percent more than the current year, compared with a 6.1 percent increase in population with no offsetting price increase or any explanation as to a ration change or other factor.

Paso Robles School for Boys—Continued

The actual expenditure in this category for 1953-54 is \$118,057. When the budget request for that year was presented, it asked for \$162,705, or approximately 38 percent more than was actually required. The operating expense estimate for 1954-55 now contained in the 1955-56 Budget of \$196,890 is \$38,500, or 16 percent, less than the \$235,390 which was requested in the 1954-55 Budget.

Thus, we have an increase in operating expense which is apparently much higher than the increase in work load factors which should form the basis for such increases. The immediate past history of estimating operating expenses at this institution indicates that such expenses have usually been overestimated.

A re-examination of these estimates and careful budgetary control should produce some savings in this category at this facility.

Equipment

Equipment expenditures are scheduled at \$8,703 for 1955-56. This is an increase of \$2,129 or 32.4 percent over the amount of \$6,574 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$8,703 requested for equipment, the sum of \$3,818 is for replacement of items deemed obsolete or no longer serviceable.

The request by function for replacement equipment is as follows:

Function	1954-55	1955-56	Replacement equipment	
			Amount	Increase Percent
Administration -----	\$150	\$100	—\$50	—33.3
Support and subsistence -----	225	250	25	11.1
Care and welfare -----	550	600	50	9.1
Maintenance and operation of plant	1,325	1,300	—25	—1.9
Farming and processing -----	1,320	1,568	248	18.8
Totals -----	\$3,570	\$3,818	\$248	6.9

The further sum of \$4,885 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1954-55	1955-56	Additional equipment	
			Amount	Increase Percent
Administration -----	\$465	\$100	—\$365	—78.5
Support and subsistence -----	50	150	100	200.0
Care and welfare -----	2,264	2,930	666	29.4
Maintenance and operation of plant	150	1,500	1,350	900.0
Farming and processing -----	75	205	130	173.3
Totals -----	\$3,004	\$4,885	\$1,881	62.6

It is to be noted that where items of additional equipment are not directly related to population increases or other work load changes, the acquisition of such items represents an improvement in the level of service. Such items also tend to build up subsequent requirements for replacement items.

The budget as originally submitted by this facility requested \$21,542 for equipment.

Joint conferences were held by the agency and Department of Finance staff members, and a review of equipment requests was made.

Paso Robles School for Boys—Continued

As a result, equipment requests were modified to the extent that equipment was reduced from \$21,542 to \$8,703, a saving of \$12,839, or 59.6 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted, except for the following:

Recreation additional (Budget page 222, line 17)----- \$2,680
8 television sets with aerials

This item is discussed in our general summary statement under the heading of equipment.

We recommend deletion of \$2,680.

Included in the request for equipment is the sum of \$1,050 for the acquisition of one replacement automobile.

We recommend deletion of this amount, in line with the policy recommendation by this office, for fleet management operation of vehicles as discussed under the item for Departmental Administration.

Farming and Processing—Production and Expenditures

	1952-53	1953-54	1954-55	1955-56
Local production consumed-----	\$4,978	\$6,310	\$13,360	\$13,598
Surplus products sales-----	152	---	200	200
Total value of production-----	\$5,130	\$6,310	\$13,560	\$13,798
Salaries and wages-----	\$1,824	\$2,014	\$2,114	\$2,148
Operating expenses-----	5,572	5,569	6,700	7,700
Total operating costs-----	\$7,396	\$7,583	\$8,814	\$9,948
Gross operating profit-----	-\$2,266	-\$1,273	\$4,746	\$3,850
Equipment costs-----	573	1,081	1,395	1,773
Value of production in excess of expenditures-----	-\$2,839	-\$2,354	\$3,351	\$2,077

The substantial increase in local production consumed estimated for the current year is expected to result in a substantial value of production over expenditures for the first time in several years. This is an encouraging trend, however, it should be remembered that this operation carries only 0.5 of a position on the pay roll, whereas the Fred C. Nelles School for Boys farming operating previously discussed has two such positions. The approximately \$6,000 difference in wage costs accounts in part for the difference in the profit in the two operations.

Department of the Youth Authority
PRESTON SCHOOL OF INDUSTRY

ITEM 73 of the Budget Bill

Budget page 224
 Budget line No. 7

For Support of Preston School of Industry From the General Fund

Amount requested-----	\$1,554,093
Estimated to be expended in 1954-55 Fiscal Year-----	1,475,716
Increase (5.3 percent)-----	\$78,377

Preston School of Industry—Continued

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages-----	\$57,538	\$54,082	\$3,456	230	39
Operating expense -----	24,190	24,190	---	230	40
Equipment -----	2,289	1,464	825	230	41
Less:					
Increased surplus product sales -----	—6,000	—6,000	---	230	48
Plus:					
Decreased service to employees -----	360	360	---	230	46
Total increase -----	\$78,377	\$74,096	\$4,281	230	51

RECOMMENDATIONS

Amount budgeted-----	\$1,554,093
Legislative Auditor's recommendation-----	1,553,268
Reduction -----	\$825

Preston is the oldest and largest training school in the Youth Authority. With a population in excess of 600 it is designed to give the greatest degree of custodial security with a high fence topped with concertina barbed wire, a guarded gate, and in recent years a horseback perimeter patrol. The wards range in age from 16 to 21 and include those in this category who require stricter custodial security. Capacity of the institution is being increased to 675 with appropriate increases in educational and service facilities. With a large population this institution traditionally has the lowest per capita costs of any Youth Authority training school.

ANALYSIS

The recommended reduction of \$825 consists of the following amounts in the categories indicated:

<i>Equipment</i>	<i>Amount</i>
Academic education replacement-----	\$525
Recreation additional -----	300
Total recommended reduction-----	\$825

Per Capita Costs—Preston School of Industry

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1946-47-----	568	\$1,622	---	---
1947-48-----	643	1,787	\$165	10.2
1948-49-----	601	2,040	253	14.2
1949-50-----	618	2,000	—40	—2.0
1950-51-----	655	1,933	—67	—3.4
1951-52-----	650	2,134	201	10.4
1952-53-----	661	2,369	235	11.0
1953-54-----	655	2,511	142	6.0
1954-55-----	594	2,633	122	4.9
1955-56-----	650	2,535	—98	—3.7

The total support budget of this facility is scheduled to increase \$83,877 or 5.4 percent.

Preston School of Industry—Continued

Population at the institution is anticipated to average 650 wards, an increase of 56, or 9.4 percent.

This results in the per capita cost going from \$2,633 to \$2,535, a decrease of \$98, or 3.7 percent.

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

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1946-47	220.5	483,336	568	851	---	---
1947-48*	242.8	431,213	643	671	-180	-21.1
1948-49	258.0	458,208	601	762	91	13.6
1949-50	250.6	445,066	618	720	-42	-5.5
1950-51	247.2	439,027	655	670	-50	-6.9
1951-52	248.0	440,448	650	678	8	1.2
1952-53	259.8	461,405	661	698	20	2.9
1953-54	263.2	467,443	655	714	16	2.3
1954-55†	258.6	458,741	594	772	58	8.1
1955-56‡	267.1	474,370	650	730	-42	-5.4

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

‡ Budget request.

Under the proposed budget request for 1955-56 the level of service will average 730 hours per ward.

This is 42 hours, or 5.4 percent below the level now scheduled for 1954-55.

It is 60 hours, or 9.0 percent above the minimum level of service of 670 hours, experienced in 1946-47 during the period of 10 fiscal years, reflected in the above table.

At the time the 1954-55 Governor's Support Budget for this facility was presented, it contemplated an estimated per capita cost of \$2,770 for the 1954-55 Fiscal Year.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from \$2,770 to \$2,633 a decrease of \$137, or 4.9 percent.

The 1954-55 Governor's Budget requested an expenditure program of \$1,530,085. Legislative reductions of \$43,192 left authorized expenditures totaling \$1,486,893. In spite of the re-estimated increase in population of 13 wards or 2.2 percent, the agency now re-estimates that total expenditures for 1954-55 will only be \$1,475,716. This results in a savings of \$11,177.

The above trend may be indicative of some small degree of over-budgeting in connection with this agency.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$1,230,077. This represents an increase of \$57,538 or 4.9 percent over the total of \$1,172,539 scheduled for expenditure in this category during 1954-55.

Preston School of Industry—Continued

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

Merit salary increases on 257.1 established positions	\$32,407
A total of 10 proposed new positions costing	32,631
A change in estimated salary savings of	—7,500
Total increase in salaries and wages	\$57,538

A total of 257.1 positions are presently authorized. The agency is requesting an additional 10 proposed new positions. This represents an increase of 3.9 percent in staff, as compared to a 9.4 percent increase in population at this facility.

On the basis of the proposed budget, the agency is requesting one additional position for each 5.6 additional ward increase in institutional population.

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

Custodial Level of Service—Employee Hours Available per Ward

<i>Fiscal year</i>	<i>Total custodial employees</i>	<i>Population</i>	<i>Level of custodial service</i>	<i>Increase over prior year</i>	
				<i>Amount</i>	<i>Percent</i>
1946-47	101.2	568	391	--	--
1947-48*	124.5	643	344	—47	—12.0
1948-49	132.0	601	390	56	13.4
1949-50	127.0	618	365	—25	—6.4
1950-51	125.1	655	339	—26	—7.1
1951-52	126.2	650	345	6	1.8
1952-53	126.5	661	340	—5	—1.4
1953-54	125.9	655	341	1	0.3
1954-55†	122.2	594	365	24	7.0
1955-56‡	126.0	650	344	—21	—5.8

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

‡ Budget request.

Under the proposed budget request for 1955-56 the level of service will average 344 hours per ward.

This is 21 hours, or 5.8 percent below the level now scheduled for 1954-55.

It is five hours, or 1.5 percent above the minimum level of service of 339 hours, experienced in 1950-51 during the period of 10 fiscal years, reflected in the above table.

The 10 proposed new positions are shown by function as follows:

<i>Functions and positions</i>	<i>Amount</i>
Care and Welfare	
Custodial and personal care:	
1 Senior group supervisor (effective December 1, 1955)	\$2,387
4 Group supervisor (effective December 1, 1955)	8,740
Education and religion:	
2 Youth Authority teachers	9,024
2 Instructor in general shop	9,024
Maintenance and Operation of Plant	
1 Automotive equipment operator	3,456
10 Total	\$32,631

Preston School of Industry—Continued

Operating Expenses

Operating expenses are scheduled at \$383,855 for 1955-56. This is an increase of \$24,190 or 6.7 percent over the amount of \$359,665 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration	\$16,995	\$18,530	\$1,535	9.0
Support and subsistence	156,625	159,700	3,075	2.0
Care and welfare	24,480	28,200	3,720	15.2
Maintenance and operation of plant	111,140	131,300	20,160	18.1
Farming and processing	50,425	46,125	—4,300	—8.5
Totals	\$359,665	\$383,855	\$24,190	6.7

The increase is primarily the result of the inclusion of approximately \$20,000 for special maintenance projects. Operating expenses appear generally to be in line as budgeted.

Equipment

Equipment expenditures are scheduled at \$26,921 for 1955-56. This is an increase of \$2,289 or 9.3 percent over the amount of \$24,632 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$26,921 requested for equipment, the sum of \$18,650 is for replacement of items deemed obsolete or no longer serviceable.

The request by function for replacement equipment is as follows:

Function	1954-55	1955-56	Replacement equipment	
			Increase	
			Amount	Percent
Administration	\$443	\$466	\$23	5.2
Support and subsistence	8,974	4,125	—4,849	—54.0
Care and welfare	1,272	4,784	3,512	276.1
Maintenance and operation of plant	3,760	2,680	—1,080	—28.7
Farming and processing	4,110	6,595	2,485	60.5
Totals	\$18,559	\$18,650	\$91	0.5

The further sum of \$8,271 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	1954-55	1955-56	Additional equipment	
			Increase	
			Amount	Percent
Administration	\$150	\$150	---	---
Support and subsistence	560	560	---	---
Care and welfare	2,408	5,358	\$2,950	122.5
Maintenance and operation of plant	1,235	995	—240	—19.4
Farming and processing	1,720	1,208	—512	—29.8
Totals	\$6,073	\$8,271	\$2,198	36.2

It is to be noted that where items of additional equipment are not directly related to population increases or other work load changes, the acquisition of such items represents an improvement in the level of service. Such items also tend to build up subsequent requirements for replacement items.

The budget as originally submitted by this facility requested \$77,416 for equipment.

Preston School of Industry—Continued

Joint conferences were held by the agency and Department of Finance staff members, and a review of equipment requests was made. This review may be supplemented where necessary by personal inspection and appraisal in the field.

As a result, equipment requests were modified to the extent that equipment was reduced from \$77,416 to \$26,921, a saving of \$50,495, or 65.2 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted, except for the following items:

Academic education—replacement (Budget page 228, line 23) — \$2,035
3 Electric water coolers

This is one of the policy items discussed in our general summary statement.

We recommend the deletion of \$525 to reduce this item to \$1,510.

Recreation—additional (Budget page 228, line 28) ————— \$300
1 Television set with aerial

This is one of the television sets discussed in our general summary statement.

We recommend deletion of \$300.

Farming and Processing—Production and Expenditures

	1952-53	1953-54	1954-55	1955-56
Local production consumed.....	\$98,097	\$90,999	\$92,000	\$94,000
Surplus products sales.....	6,427	15,991	23,000	29,000
Total value of production.....	\$104,524	\$106,990	\$115,000	\$123,000
Salaries and wages.....	38,835	42,268	42,678	42,488
Operating expenses.....	42,952	50,078	50,425	46,125
Total operating costs.....	\$81,787	\$92,346	\$93,103	\$88,613
Gross operating profit.....	22,737	14,644	21,897	34,387
Equipment costs.....	2,849	5,418	5,830	7,803
Value of production in excess of expenditures.....	\$19,888	\$9,226	\$16,067	\$26,584

Estimated increases in the value of production over expenditures results primarily from the increased total value of production, and is a trend in the right direction. With a positive program for supplying foods and services to other Youth Authority facilities, this function can be an important contribution not only to rehabilitation of wards but also by offsetting a small part of the cost of operating this institution.

**Department of the Youth Authority
LOS GUILUCOS SCHOOL FOR GIRLS**

ITEM 74 of the Budget Bill

Budget page 231
Budget line No. 7

For Support of Los Guilucos School for Girls From the General Fund

Amount requested	\$679,906
Estimated to be expended in 1954-55 Fiscal Year.....	529,142
Increase (28.5 percent).....	\$150,764

Los Guilucos School for Girls—Continued

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages -----	\$90,440	\$86,596	\$3,844	235	34
Operating expense -----	54,995	54,995	---	235	35
Equipment -----	5,329	5,329	---	235	36
Totals -----	\$150,764	\$146,920	\$3,844	235	45

RECOMMENDATIONS

Amount budgeted -----	\$679,906
Legislative Auditor's recommendation -----	464,837

Reduction -----	\$215,069
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This institution is a training school for girls between the ages of 13 and 16. Five new girls' dormitories are planned to replace all but one of the existing living units. Two of these new dormitories are completed with the other three to be completed during calendar year 1955.

The new dormitories provide individual rooms for each girl. The rooms are being fitted with lock doors. Each has a picture window and every effort is made to provide a cheerful, comfortable atmosphere. The program is primarily educational with emphasis being placed on home economics together with arts and crafts. The most serious disturbance to occur at a Youth Authority institution in recent years, occurred at this institution in March of 1953.

ANALYSIS

The recommended reduction of \$215,069 consists of the following amounts in the categories indicated:

Salaries and wages	Amount	Budget	
		Page	Line
1 Assistant superintendent -----	\$8,080	231	76
1 Intermediate stenographer-clerk -----	3,463	231	71
1 Accounting officer, Grade I -----	4,512	231	76
1 Senior account clerk -----	3,630	231	78
1 Bookkeeping machine operator, Grade II -----	3,456	232	7
1 Intermediate account clerk -----	3,164	232	8
1 Supervising cook I -----	4,044	232	49
1 Housekeeper -----	3,180	232	52
3 Assistant head group supervisors -----	15,348	233	30
3 Senior group supervisors -----	13,500	233	31
12 Group supervisors -----	49,104	233	32
2 Watchmen -----	6,592	233	33
1 Arts and crafts teacher -----	4,896	233	48
1 Home economics teacher -----	4,298	233	49
1 Chief of institution maintenance -----	5,496	234	34
1 Building maintenance man -----	3,976	234	37
1 Intermediate typist-clerk -----	2,844	232	15
(0.1) Temporary help (psychiatric service) -----	1,000	233	65
3 Youth Authority teachers (one effective 12/1/55, and two 1/1/56) -----	6,820	233	69
1 Recreation and physical education teacher (effective 1/1/56) -----	2,148	233	72
1 Music teacher (effective 10/1/55) -----	3,276	233	74
38 Positions, reducing salaries and wages by -----	\$152,827		

Los Guilucos School for Girls—Continued

<i>Operating expense</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Operating expenses—various, to be calculated by the Department of Finance-----	\$59,267	235	35
Reduction in operating expenses-----	\$59,267		
<i>Equipment</i>			
Recreation, additional-----	\$825	234	19
Recreation, replacement-----	150	234	20
Structures, additional-----	2,000	234	59
Reduction in equipment-----	\$2,975		
Total recommended reduction-----	\$215,069		

At the time the 1954-55 Governor's Support Budget for this facility was presented, it contemplated an estimated per capita cost of \$3,591 for the 1954-55 Fiscal Year for an average of 181 wards.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from \$3,591 to \$4,126, an increase of \$535, or 14.9 percent, for an average of only 135 wards.

To the extent that any such upward revisions take place in this per capita figure, without corresponding and offsetting declines in institutional population, it indicates in general the extent of either inability to accurately forecast financing required or inability to operate within the limits of financing provided.

It is now forecast that the agency will have estimated savings of \$89,099 out of the original 1954-55 appropriation.

Per Capita Costs—Los Guilucos School for Girls

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1946-47-----	101	\$1,676	---	---
1947-48-----	104	2,092	\$416	24.8
1948-49-----	113	2,067	—25	—1.2
1949-50-----	121	1,927	—140	—6.8
1950-51-----	117	2,125	198	10.3
1951-52-----	116	2,396	271	12.7
1952-53-----	135	3,205	809	33.8
1953-54-----	107	4,279	1,074	33.5
1954-55-----	135	4,126	—153	—3.6
1955-56-----	205	3,482	—644	—15.6

The total support budget of this facility is scheduled to increase \$156,834 or 28.2 percent.

Population at the institution is anticipated to average 205 wards, an increase of 70, or 51.9 percent.

This results in the per capita cost going from \$4,126 to \$3,482, a decrease of \$644, or 15.6 percent.

On the basis of the foregoing analysis of per capita cost trends, it appears that the trend at this institution is in the right direction—substantially increased population, only a moderate increase in total request as compared to population and a substantial decrease in per capita costs. This comparison, however, is only with what is *now* estimated will be the situation for the current year. It would be well to

Los Guilucos School for Girls—Continued

review how the current year was presented in relation to the next preceding year when it was offered for budget approval yast year.

"The total expenditure of this facility is scheduled to increase \$133,413 or 25.8 percent.

"Population at the institution is anticipated to average 181 wards, an increase of 67 or 58.8 percent.

"This results in the per capita cost going from \$4,531 to \$3,591 a decrease of \$940 or 20.7 percent."

From this it appears that the current year trend looked just as favorable when it was presented as the new budget request looks this year. Although by now it has been re-estimated that wards will only number 135; that total support will be \$92,867 less; and that per capita costs will be \$4,126, instead of \$3,591.

The following presents in tabular form the recent history of the budget requests made by this facility. The table presents a year-by-year comparison horizontally, of the original request in the Governor's Budget for the year in the left-hand column, with the re-estimate the following year and the actual figures of expenditures, as they become known in the third year. The table demonstrates graphically what happens when budget requests are unrealistically high.

<i>Fiscal year</i>	<i>Requested</i>			<i>Revised estimate</i>			<i>Actual</i>		
	<i>Popu- lation</i>	<i>Total support</i>	<i>Per capita</i>	<i>Popu- lation</i>	<i>Total support</i>	<i>Per capita</i>	<i>Popu- lation</i>	<i>Total support</i>	<i>Per capita</i>
1951-52	140	\$290,430	\$2,075	135	\$313,030	\$2,319	116	\$283,625	\$2,396
1952-53	201	435,773	2,168	155	414,337	2,673	135	432,650	3,205
1953-54	199	543,208	2,730	114	516,526	4,531	107	464,470	4,279
1954-55	181	649,939	3,591	135	447,072	4,126			
1955-56	205	713,906	3,482						

One of the most significant things about the above presentation is that invariably since Fiscal Year 1951-52 populations have been estimated high, revised downward on a re-estimate in the current year, and have actually been substantially lower, in the three years for which we have complete figures. For 1954-55 the original estimate of 181 has already been revised down to 135.

Several effects stem from this failure on the part of the department to even approximate its population forecasts at this institution. First, per capita costs are invariably higher than the figure which is first presented in support of the budget. Second, per capita costs are invariably higher than they would be if the budget were authorized on a more realistic population forecast.

It is axiomatic for institutional operations that higher populations produce lower per capita costs and lower populations produce higher per capita costs. Consequently it is not surprising to find that per capita costs at this institution have invariably gone higher when population was less than predicted. The institution has continuously been authorized to staff and operate for a higher population level than has been achieved.

This is illustrated by the following table which is an actual and a percentage comparison of the differences between the bases on which budget requests have been made and actual expenditures.

Los Guilucos School for Girls—Continued

<i>Fiscal year</i>	<i>Population</i>	<i>Amount</i>		<i>Population</i>	<i>Percent</i>	
		<i>Total support</i>	<i>Increased per capita</i>		<i>Total support</i>	<i>Increased per capita</i>
1951-52-----	—24	—\$6,805	\$321	—17.1	—2.3	15.5
1952-53-----	—66	—3,123	1,037	—32.8	—0.7	47.8
1953-54-----	—92	—81,684	1,389	—46.2	—15.0	50.9
1954-55*	—46	—72,984	683	—25.4	—11.2	19.0

* The comparison for this year is as between the original budget estimate and the re-estimate in the 1955-56 Budget since actual figures are not available.

The foregoing shows that in 1951-52, the last so-called normal year for this institution, a failure to achieve forecast population by 17.1 percent only saved 2.3 percent of the amount budgeted and increased per capita costs by 15.2 percent. Similarly in 1953-54, the first year subsequent to the disturbances which are advanced as the reason for the unusual cost figures at this institution, the actual population was 46.2 percent less than forecast. Only 15 percent of the budgeted funds were not expended, however, and per capita costs jumped 50.9 percent. Already for the current year the agency has decided that it will fail to make its population forecast by 25.4 percent, but that this will only result in spending 11.2 percent less of the amount budgeted and per capita costs will be 19 percent more than estimated. Unless this particular institution should prove to be the exception to the rule that budgets (even revised budgets) are generally over-estimated and seldom underestimated, the actual figures for this year will show even less of the money budgeted unspent and even higher per capita costs, and this will be true even if the revised population forecast is met.

There are several undesirable results from the budgetary control point of view. One of these is that the budget as presented always appears to be in improvement over the previous year, and to that extent creates an erroneous impression as to the trend in the actual costs of operation. To the extent that happened, the Legislature is not correctly informed by comparisons shown in any one Governor's Budget, since generally it appears as if the next year will be better.

The more serious and lasting effect, however, is that a level of service for this institution, which is unwarranted by the scope of its actual operation is established. For example, in the 1952-53 budget a staff of 83 positions was authorized for an estimated year end population of 205. Although population actually declined to only 85 the budget shows that in fact 75.5 positions were filled. Of course this was the year when serious disturbances occurred at this institution in March, which accounts for the decline in population. However, the 1953-54 budget represented that year-end population would be 240. On that basis 99.6 positions were authorized. Actual population for that year (1953-54) turned out to be 138, and 79.7 positions were actually filled or only 3.3 less than were authorized for an estimated population of 205 in 1952-53. Nineteen new positions were requested for 1954-55, and 16 were authorized by the Legislature which together with 98.6 authorized positions carried over by the agency in the budget, provided a total staff of 114.6 positions, represented as being necessary to care for a year-end population of 240. It should be noted that this is the same population which had been projected for 1953-54 when 99.6 positions

Los Guilucos School for Girls—Continued

were authorized. The preliminary analysis of 1955-56 Governor's Budget requested by the Department of Finance shows that there were seven vacant positions as defined by Section 17, Budget Act of 1954, which should be continued, and five other vacant positions on September 30, 1954. Thus the agency apparently now has 114.1 positions authorized (although the Governor's budget only shows a carry over of 113.2) for the current year for what is now estimated as a 135 ward year-end population. With 102.1 positions actually filled there were 2.5 more positions filled on September 30, 1954 to care for 119 wards than were authorized to care for 240 wards in 1953-54.

Thus the increase in personnel and expenditures at this institution cannot possibly have resulted from increased population although that is the basis on which new positions have been requested and allowed and is the basis on which new positions in the 1955-56 Fiscal Year are requested. Despite the fact that some authorized positions have not been filled each year and the fact that population estimates have not been met, the actual number of filled positions has been far in excess of the number which were justified by the actual population, and we believe far in excess of the number which would have been authorized for the actual population if reasonably accurate estimates had been used as the base for requesting new positions since 1952-53.

The most nearly comparable Youth Authority facility to Los Guilucos is the Fricot Ranch School for Boys where year-end population has been approximately 145 for the last four or five years. In 1951-52 Fricot had a staff of 46 filled positions and a year-end population of 138. Los Guilucos had a staff of 52.9 positions for a population of 117. In 1953-54 Fricot had a staff of 56.7 filled positions for a population of 146. Los Guilucos had a staff of 79.7 positions for a population of 138. For the current year Fricot has an authorized staff of 61.3 positions for an estimated population of 145 and Los Guilucos has an authorized staff of 113.2 for an estimated population of 135.

The increase in staff for Fricot for 1954-55 over 1951-52 is 15.3 positions or 33 $\frac{1}{3}$ percent compared to a 7-ward or 5.1 percent increase in population. It seems clear that this increase in staffing will include authorized increases of the program level of service as well as the very small increase in work load occasioned by the 7-ward increase in population. During the same period Los Guilucos experienced a 60.3 or 114 percent increase in authorized positions compared to an 18-ward or 15.4 percent increase in population.

If we allow 15.4 percent of the 60.3 position increase at Los Guilucos for work load increase and allow 28.2 percent for authorized increases in program level, we find that the increase in authorized staff should have amounted to 26.3 positions. On this basis Los Guilucos has the benefit of 34 authorized positions more than it should have received during the current year, and of these 34 excess positions 21.5 are filled.

The budgetary reason advanced to justify the current use of these filled positions and the continued authorization of the other excess positions is that population is going to increase to 240 during the budget year—the same reason that has been advanced for the last

Los Guilucos School for Girls—Continued

two years for securing additional positions and for retaining authorized positions and the same reason that is advanced to support the request in this budget for six new positions.

We do not believe that population at this institution will grow to 240 from its present 135 level in the immediate future unless there is a change in the present policies of the Youth Authority.

Several facts lead us to this conclusion. A total of 327 girls of all ages were accepted by the Youth Authority during 1953-54. In the first five months of Fiscal Year 1954-55 there have been 130 girls accepted by the Youth Authority. If this latter figure is projected on a 12-month basis it appears the 1954-55 total will be approximately 312. If we take the capacity of Los Guilucos as 150 and of Ventura as 175 there are a total of 325 beds for girls available on a yearly basis. The median length of stay for girls in Youth Authority institutions is 10 months with 50.3 percent of all girls being at this level in 1953-54. With a 1.2 turnover factor the 325 beds can handle 390 girls. No statistical breakdown of the number of parolees returned, classified by sex, is immediately available to us; however, if the percentage returned is the same for both boys and girls it would appear that girls returned from parole should number approximately 30, and the excess capacity assumed in our calculation should be sufficient to provide for these.

Several general conditions also tend to support our conclusion that the Los Guilucos population will not grow to 240 during the budget year. One of these is the fact that the Youth Authority has been able to clear up the backlog of wards, who had been accepted by the Youth Authority but who were awaiting transfer to one of its facilities, which existed prior to September of 1954. Without such a backlog the commitment rate and the rate of parolee return together with the length of stay in an institution will govern the institutional populations. All of these factors are controllable to a greater or lesser degree by the Youth Authority.

The Youth Authority itself has stated in connection with its capital outlay program that "When the new Los Guilucos School was planned some seven years ago, the Youth Authority was receiving a greater number of younger girls than is available today. This is due in part to better probation services at the county level."

In view of these facts we believe the agency is faced with one or two alternatives: One: reduce the staff, the floor area and facilities in use at Los Guilucos to the level of a 150-ward institution and plan to keep it there until real population increases occur. Two: plan immediately to utilize the excess floor area and facilities at their maximum capacity.

The latter alternative might provide a solution to the problem of whether to rehabilitate the Ventura School for Girls or whether to build a new school for older girls. The present planned capacity of Los Guilucos is 250 of which apparently only 150 will be needed for younger girls. The present capacity of Ventura is 175 for a total girls' school requirement of 325, thus the addition of two 40-girl dormitories at Los Guilucos would take care of present requirements and one additional dormitory would provide room for a substantial initial expansion of the facilities for older girls. We recognize that an expansion

Los Guilucos School for Girls—Continued

of feeding, recreation, education and utility facilities would undoubtedly be needed for such an increase; however, the economies to be reflected in reduced per capita costs resulting from a 330- or 370-ward institution under one administrative setup rather than two, should go far toward offsetting the additional capital outlay. The objection to having both younger and older female wards in the same institution will undoubtedly be raised; however, we believe that such separation, if it is deemed necessary, can be achieved by scheduling, program, and regulation as is done at the Deuel Institution or that it can be achieved by physical separation on the same site, and still retain the advantages and economies of single administration and larger population.

Whether the above alternative or some other use of the excess capacity at Los Guilucos is finally adopted we think the size of the present operation should be cut back at this time, since any alternative use will possibly take several years to develop.

Consequently we recommend that the present population be consolidated into three of the new dormitories, two of which are presently occupied though only partially, as soon as possible and all other ward living units except the hospital and detention units be closed. We also recommend the deletion of the following positions:

32 existing positions to save \$136,739, as follows:

Administration Executive:

1 Assistant superintendent (Budget page 231, line 70)-----	\$8,080
1 Intermediate stenographer-clerk (Budget page 231, line 71)-----	3,463

Business and Accounting Office:

1 Accounting officer grade I (Budget page 231, line 76)-----	4,512
1 Senior account clerk (Budget page 231, line 78)-----	3,630
1 Bookkeeping machine operator II (Budget page 232, line 7)-----	3,456
1 Intermediate account clerk (Budget page 232, line 8)-----	3,164

Support and Subsistence:

1 Supervising cook I (Budget page 232, line 49)-----	4,044
1 Housekeeper (Budget page 232, line 52)-----	3,180

*Care and Welfare:**Custodial and Personal Care*

3 Assistant head group supervisors (Budget page 233, line 30)-----	15,348
3 Senior group supervisors (Budget page 233, line 31)-----	13,500
12 Group supervisors (Budget page 233, line 32)-----	49,104
2 Watchmen (Budget page 233, line 33)-----	6,592

Education and Religion:

1 Arts and crafts teacher (Budget page 233, line 48)-----	4,896
1 Home economics teacher (Budget page 233, line 48)-----	4,298

Maintenance and Operation of Plant:

1 Chief of institution maintenance (Budget page 234, line 34)-----	5,496
1 Building maintenance man (Budget page 234, line 37)-----	3,976

Totals—32 positions ----- \$136,739

We further recommend that the accounting functions be transferred to Departmental Administration Accounting and that the Budget of Departmental Administration be augmented by the addition of the sum of \$7,290 to pay for the following positions to handle the added work load due to the transfer of the accounting function from Los Guilucos to Departmental Administration.

Los Guilucos School for Girls—Continued

1 Accounting technician II	\$4,073
1 Intermediate account clerk	3,217

The result will be to provide this facility with a staff comparable to that at Fricot Ranch School for Boys, with appropriate adjustments for its particular characteristics. For example, sufficient custodial staff is provided to staff the detention unit which is available at this institution but not at Fricot, and sufficient watchmen's service is provided for 16-hour-a-day coverage in that category. A slightly larger educational staff and full nursing coverage for the hospital is provided. In addition, two positions with full relief are allowed for the receiving function. These excess positions over the Fricot staffing pattern are recommended in recognition of the fact that this institution is for the training and treatment of female wards who have shown a tendency to be difficult to control at this age level.

The reductions in staffing proposed will still leave this facility with 18 more positions than provided at Fricot Ranch School for a higher average population than has been the recent experience at Los Guilucos.

The foregoing reductions in existing positions are of course predicated upon maintaining the population at Los Guilucos at approximately its current level.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$507,302. This represents an increase of \$90,440 or 21.7 percent over the total of \$416,862 scheduled for expenditure in this category during 1954-55.

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

Merit salary increases on 113.2 established positions	\$38,352
A total of 6 proposed new positions costing	16,088
A change in estimated salary savings of	36,000

Total increase in salaries and wages \$90,440

A total of 113.2 positions are presently authorized. The agency is requesting an additional six proposed new positions.

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

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1946-47	39.4	86,365	101	855	---	---
1947-48*	43.6	77,434	104	745	-110	-12.9
1948-49	43.9	77,966	113	690	-55	-7.4
1949-50	45.7	81,163	121	671	-19	-2.8
1950-51	45.7	81,163	117	694	23	3.4
1951-52	50.9	90,398	116	779	85	12.2
1952-53	75.5	134,088	135	993	214	27.5
1953-54	79.7	141,547	107	1,323	330	33.2
1954-55†	113.2	201,043	135	1,489	166	12.5
1955-56‡	119.2	211,699	205	1,033	-456	-30.6

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

‡ Budget request.

Los Guilucos School for Girls—Continued

Under the proposed budget request for 1955-56 the level of service will average 1,033 hours per ward.

This is 456 hours, or 30.6 percent, below the level now scheduled for 1954-55. This distortion occurs because of agency failure to achieve population forecasts as previously discussed.

It is 362 hours, or 53.9 percent, above the minimum level of service of 671 hours, experienced in 1949-50 during the period of 10 fiscal years, reflected in the above table.

The 6.0 proposed new positions are shown by function as follows:

Functions and positions	Budget		
	Amount	Page	Line
Administration			
General office:			
*1 Intermediate typist-clerk -----	\$2,844	232	15
Care and welfare			
Medical and dental:			
* (0.1) Temporary help (psychiatric service) -----	1,000	233	65
Education and religion:			
*3 Youth Authority teacher (1 effective 12-1-55, 2 effective 1-1-56) -----	6,820	233	69
*1 Recreation and physical education teacher (effective 1-1-56) -----	2,148	233	72
*1 Music teacher (effective 10-1-55) -----	3,276	233	74
6 Totals -----	\$16,088		

* Recommended for deletion.

1 Intermediate typist-clerk (Budget page 232, line 15) ----- \$2,844

This position together with one position now authorized in the same category is requested to provide approximately 10-hour-per-day switch-board—information service.

We recommend deletion of the position.

Under our recommendation for a reduction of staff to compare with the Fricot staffing pattern we have recommended one more position in this category than is authorized at Fricot in recognition of the fact that the location of this institution creates some additional need for telephone-receptionist coverage. The existing position was authorized in the 1953-54 Budget to provide relief for the then existing telephone receptionist coverage, and we now find another position being requested in effect to provide relief for that position. As we have pointed out previously at a small institution this type of position has very low priority. Even at larger institutions, this service is furnished only on a limited scale. We believe that the present eight-hour coverage utilized to cover the hours deemed necessary other than normal working hours will provide an adequate level of service at this institution.

0.1 Temporary help (psychiatric service) (Budget page 233, line 64) ----- \$1,000

To provide emergency psychiatric treatment for the more emotionally disturbed girls.

We recommend deletion of the position.

No justification of any kind has been submitted for this position. It was not included in the agency's original budget request and no additional documentation has been forwarded to this office. It would seem

Los Guilucos School for Girls—Continued

that the request should be supported at the very least by a statement of the kind and frequency of emergency situations which seem to require psychiatric services.

We point out that no training school in the Youth Authority currently has such a position, although a similar request is made in the Ventura budget for the budget year. It was our understanding when the two new reception centers were activated that wards' requirements for psychiatric treatment were to be determined there and treatment given when indicated. Wards who require prolonged or continuous psychiatric treatment should be transferred to the Department of Mental Hygiene. In the case of a true emergency it should be possible to call on psychiatric service from the Northern California Reception Center which is only 70 miles away. This would appear to us to be the better practice in any event since the ward patient will have come to the institution from one of the reception centers and the psychiatrist there will be better able to care for her than a part-time on-call psychiatrist.

We also raise the question as to who decides, and on what basis, that a particular ward needs emergency psychiatric attention.

3 Youth Authority teachers (Budget page 233, line 67)-----	\$6,820
1 Recreation and physical education teacher (Budget page 233, line 70)-----	2,148
1 Music teacher (Budget page 233, line 73)-----	3,276

These teaching positions are requested on the basis of the estimated population increase to 240 for this institution.

We recommend the deletion of these positions.

If our previous recommendation for reduction of staff to the level for a 150 capacity institution is followed these positions should not be allowed because the teaching positions not recommended for deletion should be sufficient for that size institution. If our recommendation for reduced staffing is not followed these positions should be allowed in accordance with our discussion of the general teacher ratio problem subject to the limitation contained in that recommendation.

Operating Expenses

Operating expenses are scheduled at \$169,335 for 1955-56. This is an increase of \$54,995 or 48.1 percent over the amount of \$114,340 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration -----	\$7,975	\$9,600	\$1,625	20.4
Support and subsistence-----	58,810	93,035	34,225	58.2
Care and welfare-----	16,630	26,920	10,290	61.9
Maintenance and operation of plant	30,925	39,780	8,855	28.6
Totals -----	\$114,340	\$169,335	\$54,995	48.1

In line with our recommendation for reducing the capacity of this institution, appropriate reductions in operating expenses should also be made.

Los Guilcos School for Girls—Continued

We recommend that all operating expense be reduced by approximately 35 percent to save \$59,267. We further recommend that the Department of Finance recalculate the various items of operating expense so as to apply the reduction in the most appropriate categories.

Equipment

Equipment expenditures are scheduled at \$7,569 for 1955-56. This is an increase of \$5,329 or 237.9 percent over the amount of \$2,240 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$7,569 requested for equipment, the sum of \$2,913 is for replacement of items deemed obsolete or no longer serviceable.

The request by function for replacement equipment is as follows:

Function	Replacement equipment			
	1954-55	1955-56	Amount	Increase Percent
Administration -----	\$50	\$150	\$100	200.0
Support and subsistence -----	586	1,183	597	101.9
Care and welfare -----	418	825	407	97.4
Maintenance and operation of plant -----	352	755	403	114.5
Totals -----	\$1,406	\$2,913	\$1,507	107.2

The further sum of \$4,656 is requested for additional items of equipment. The request, by function, for additional equipment is as follows:

Function	Additional equipment			
	1954-55	1955-56	Amount	Increase Percent
Administration -----	\$235	\$100	—\$135	—57.4
Support and subsistence -----	75	150	75	100.0
Care and welfare -----	25	1,256	1,231	4,924.0
Maintenance and operation of plant -----	499	3,150	2,651	531.3
Totals -----	\$834	\$4,656	\$3,822	458.3

It is to be noted that where items of additional equipment are not directly related to population increases or other work load changes, the acquisition of such items represents an improvement in the level of service. Such items also tend to build up subsequent requirements for replacement items.

The budget as originally submitted by this facility requested \$20,832 for equipment.

Joint conferences were held by the agency and Department of Finance staff members, and a review of equipment requests was made. This review may be supplemented where necessary by personal inspection and appraisal in the field.

As a result, equipment requests were modified to the extent that they were reduced from \$20,832 to \$7,569, a saving of \$13,263, or 63.7 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted, except for the following items, and such items as may be related to the excess positions which have been recommended for deletion.

Los Guilucos School for Girls—Continued

Recreation—additional (Budget page 234, line 19)----- \$825
4 Television sets—\$800

This item includes \$800 for four 27-inch screen television sets for installation in ward living units.

We recommend deletion of \$800 for television sets to reduce this item to \$25.

This recommendation is in line with our discussion of the over-all policy regarding television sets in the general summary at the start of our analysis of the Youth Authority budget.

Recreation—replacement (Budget page 234, line 20)----- \$250
1 Piano—\$150

This item includes the sum of \$150 for the replacement of a piano which has been damaged to the extent that repairs are estimated to cost \$125 and refinishing to cost \$50.

We recommend deletion of \$150 for this replacement piano reducing this item to \$100.

We note that there are currently seven pianos at this institution. After currently contemplated construction is completed there will only be six dormitories, and inasmuch as we are recommending that only three of these be used for some time to come we do not believe the replacement of this piano is necessary.

Structures—additional (Budget page 234, line 59)----- \$3,050
1 Paint spray booth—\$2,000

This item is requested for use by the painter to refinish furniture such as school desks, chairs, tables, pianos, etc., on the basis that it is imperative for protection of the health of the painter and to eliminate the hazard of explosive vapors as well as to provide a dust-free atmosphere for the high gloss finishes.

We recommend deletion of \$2,000 to reduce this item to \$1,050.

This is another example of an insufficient and inadequate justification for a major additional equipment item. No information as to the volume of work to be handled is provided. We think that the number of school desks, chairs, tables, pianos, etc., refinished on an annual basis should be given. Such an estimate should be based on normal expectancy and not on the work load which resulted from the disturbances in 1953. We do not believe that the normal refinishing for an institution of less than 150 girls could possibly require the use of a spray booth for a sufficient number of days a year to justify a \$2,000 investment. It should be possible to schedule spraying in the shop at times when other activities there are at a minimum so as to reduce the dust factor. In view of the fact that the refinishing is occasioned by the wards lack of respect for state property and apparent disregard for the quality of the items which are furnished to them, we do not believe that it is essential for the refinish jobs to be absolutely dust free and high gloss.

The health of the painter is of course a serious concern. However, we do not see how a paint spray booth will serve to protect him since

Los Guilucos School for Girls—Continued

he must be in the booth while spraying. A respiratory mask is the usual protective equipment for this operation.

We inquired of the agency as to the hazard of explosion and were informed that painting currently is done within the shop building at a point just through the wall from where the high voltage transformers for the institution are located, and it is believed that when the windows in the shop building are open and spraying is occurring, a fire could result if the transformer lead-in terminals should arc over at that time. We suggest that the shop windows at this point be closed while spraying is being done, or that spraying be done at some other location in the shop.

Consideration should also be given to having major furniture refinishing projects done through and by correctional industries in the prison program, since they are already in the furniture manufacturing and refinishing business on a commercial scale and are correspondingly equipped.

Department of the Youth Authority
VENTURA SCHOOL FOR GIRLS

ITEM 75 of the Budget Bill

Budget page 236

Budget line No. 7

For Support of the Ventura School for Girls From the General Fund

Amount requested	\$687,698
Estimated to be expended in 1954-55 Fiscal Year	639,470
Increase (7.5 percent)	\$48,228

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$20,460	\$10,764	\$9,696	240	29
Operating expense	3,314	3,314	---	240	30
Equipment	24,454	24,454	---	240	31
Total increase	\$48,228	\$38,532	\$9,696	240	39

RECOMMENDATIONS

Amount budgeted	\$687,698
Legislative Auditor's recommendation	672,627
Reduction	\$15,071

This institution provides Youth Authority service for girls in the 16- to 21-year-old age bracket. The program emphasizes education, both academic and vocational. Minimal custody security is planned with girls living in smaller groups in seven cottage type dormitories. Each cottage has its own food preparation and serving facilities rather than the central cooking and dining facilities which are utilized at other Youth Authority institutions. This institution is crowded at its present capacity.

**Ventura School for Girls—Continued
ANALYSIS**

The recommended reduction of \$15,071 consists of the following amounts in the categories indicated:

<i>Salaries and wages</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
0.2 Psychiatrist (part-time) -----	\$1,728	236	37
1 Vocational counselor -----	4,980	236	39
1 Intermediate stenographer-clerk -----	2,988	236	40
2.2 Positions, reducing salaries and wages by -----	\$9,696		

It should be noted that even with the recommended deletion of the above 2.2 positions the agency will still receive the benefit of one new position involving an increase of \$3,456 in salaries and wages.

<i>Operating expense</i>	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Special repairs and maintenance:			
Install laundry lint collectors -----	\$1,800	239	61
Reduction in operating expenses -----	\$1,800		
<i>Equipment</i>			
Office replacement -----	\$175	237	39
Housekeeping, additional -----	1,050	238	8
Recreation, additional -----	2,350	239	21
Reduction in equipment -----	\$3,575		
Total recommended reduction -----	\$15,071		

Per Capita Costs—Ventura School for Girls

<i>Fiscal year</i>	<i>Institution population</i>	<i>Per capita cost</i>	<i>Increase over prior year</i>	
			<i>Amount</i>	<i>Percent</i>
1946-47 -----	179	\$1,764	---	---
1947-48 -----	164	2,406	\$642	36.4
1948-49 -----	164	2,685	279	11.6
1949-50 -----	166	2,686	1	0.03
1950-51 -----	181	2,587	—99	—3.7
1951-52 -----	179	2,855	268	10.3
1952-53 -----	174	3,254	399	14.0
1953-54 -----	172	3,746	492	15.1
1954-55 -----	175	3,872	126	3.4
1955-56 -----	175	4,156	284	7.3

The total support budget of this facility is scheduled to increase \$49,728 or 7.3 percent.

Population at the institution is anticipated to average 175 wards which is the same as the current year.

This results in the per capita cost going from \$3,872 to \$4,156, an increase of \$284, or 7.3 percent.

Per capita costs have increased by \$2,392 per ward or 133 percent during the 10-year period reflected in the above table.

Per capita costs at this institution have traditionally been the highest in the Youth Authority, and have only been exceeded in recent years by Los Guilucos and the reception centers. Had the per capita costs at Los Guilucos been held in line as they should have been, this institution would have continued to have the highest costs of any Youth

Ventura School for Girls—Continued

Authority training school, regardless of size. We would normally expect per capita costs at the reception centers to run higher than at training schools because of the concentration of professional medical, social, and psychiatric services, as well as because of the number of different wards who pass through the centers in the course of a year.

Several reasons account for the high per capita costs at this institution. One is the higher level of custodial service at girls' institutions resulting from the smaller capacity of living quarters, and the policy of having male watchmen patrol the grounds, both of which conditions do not exist at boys' schools. Another is the operating plan at this institution where cooking and dining facilities are provided separately in each of the seven dormitories and where 11 group supervisors are assigned as culinary personnel to handle the separate cooking operations.

In addition this institution will be 40 years old in 1956, and has had little improvement or modernization in that time. Maintenance and operation costs are inevitably higher in an institution of this age unless there has been a continuous program of modernization to replace obsolete and outmoded facilities with modern and more efficient equipment and facilities.

Several years ago it was decided to build a new modern plant with greater capacity for the girls in the 16 to 21 age group, and the funds for this project were appropriated by the Legislature. The present institution was operating at capacity, and would not only need to be enlarged, but thoroughly and completely remodeled to become a modern efficient operation. It was believed at that time that because of the original design of the school it would be impractical and prohibitively expensive to do such a remodeling job. One of the criteria for this judgment was that the excessively high per capita costs resulted partially from the hilly nature of the location of this school with its attendant high operating and maintenance costs. Another was the unusual method of cooking and feeding occasioned by the lack of central culinary facilities, and the belief that even if a central kitchen and dining room were added, the space in the cottages which is now used for cooking and feeding could not readily and efficiently be converted to sleeping space so as to increase the capacity of the cottages.

Now, despite the pressing necessity to reduce the excessively high per capita costs at this institution, and despite the fact that a site has been purchased and working plans drawn, this Governor's Budget contains an item of \$150,000 for so-called "immediately necessary" renovation and a \$25,000 item for temporary classrooms. We understand this is only the beginning of a continuing program of modernization at a rate of \$50,000 a year calculated to extend over the next five years, and the original appropriation for the new institution is scheduled to revert to the General Fund.

The support budget for this institution was submitted by this facility in the belief that the plan to build a new institution has been abandoned. Consequently the budget contains many items, particularly equipment items and maintenance items which have been deferred for a number of years. Inasmuch as the budget seems to indicate that it is

Ventura School for Girls—Continued

actually planned to continue use of this institution in its present location we have not recommended the deletion of these items as we have for several years past. However, we are still of the opinion that the institution should not be continued in its present location any longer than is necessary. *An immediate decision should be made with respect to the recommendation, contained in our analysis of the Los Guilucos budget, to consolidate the two girls' schools. If that is deemed to be impractical, then construction should be started on the new institution immediately.*

In either of these two events, the Department of Finance should again review these budgets to delete any and all items of expense and equipment which cannot be utilized in a different location, or the acquisition of which can be deferred.

At the time the 1954-55 Governor's Support Budget for this facility was presented, it contemplated an estimated per capita cost of \$3,837 for the 1954-55 Fiscal Year, for 175 wards.

However, now on the basis of the 1955-56 Governor's Support Budget it appears that the per capita figure for 1954-55 has been revised from \$3,837 to \$3,872 an increase of \$35, or 0.9 percent, for the same ward population.

To the extent that any such upward revisions take place in this per capita figure, without corresponding and offsetting declines in institutional population, it indicates in general the extent of either inability to accurately forecast financing required or inability to operate within the limits of financing provided.

Salaries and Wages

The total amount requested for salaries and wages for 1955-56 is \$528,547. This represents an increase of \$20,460 or 4.0 percent over the total of \$508,087 scheduled for expenditure in this category during 1954-55.

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

Merit salary increases on 108 established positions-----	\$9,948
A total of 3.2 proposed new positions costing-----	13,212
A change in estimated salary savings of-----	<u>—1,700</u>
Total decrease in salaries and wages-----	\$20,460

A total of 108 positions are presently authorized. The agency is requesting an additional 3.2 proposed new positions. This represents an increase of 3.0 percent in staff, as compared to no increase in population at this facility.

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

Ventura School for Girls—Continued

Total Level of Service—Employee Hours Available per Ward

Fiscal year	Total employees	Total annual man-hours	Population	Level of service	Increase over prior year	
					Amount	Percent
1946-47-----	73.9	161,989	179	905	---	---
1947-48*	85.3	151,493	164	924	19	2.1
1948-49-----	90.7	161,083	164	982	58	6.3
1949-50-----	94.7	168,187	166	1,013	31	3.1
1950-51-----	94.5	167,832	181	927	—86	—8.5
1951-52-----	95.3	169,253	179	946	19	2.0
1952-53-----	97.5	173,160	174	995	49	5.2
1953-54-----	102	181,152	172	1,053	58	5.8
1954-55†-----	108	191,808	175	1,096	43	4.1
1955-56†-----	111.2	197,491	175	1,129	33	3.0

* Forty-hour week became effective.

† Estimate as shown in 1955-56 Budget.

† Budget request.

Under the proposed budget request for 1955-56 the level of service will average 1,129 hours per ward.

This is 33 hours, or 3.0 percent above the level now scheduled for 1954-55.

It is 224 hours, or 24.8 percent above the minimum level of service of 905 hours, experienced in 1946-47 during the period of 10 fiscal years, reflected in the above table.

The 3.2 proposed new positions are shown by function as follows:

Functions and positions	Amount	Budget	
		Page	Line
Care and welfare			
Medical and dental:			
*0.2 Psychiatrist II (part-time)-----	\$1,788	238	70
Classification and counseling unit:			
*1 Vocational counselor-----	4,980	238	72
*1 Intermediate stenographer-clerk-----	2,988	238	74
Maintenance and Operation of Plant			
Motor vehicle operation:			
1 Automotive equipment operator-----	3,456	239	52
3.2 Total-----	\$13,212		

* Recommended for deletion.

0.2 Psychiatrist, part time (Budget page 238, line 70)----- \$1,728

To provide one day per week psychiatric service for the emotionally disturbed girls.

We recommend deletion of the position.

A similar request was contained in the budget for the Los Guilucos School for Girls, and our comments contained in our recommendation to delete that request are pertinent here. It should be noted that the request for Los Guilucos was based on an alleged need for emergency psychiatric service, whereas here no mention is made of any emergency aspect of the situation. We call attention to the fact that at least this position was requested by the institution in its original budget request and documentation furnished in support of the request, which was not the case at Los Guilucos.

The proposed method of operation for this position is to have a psychiatrist at the school eight hours a week when he will "make clinical observations and diagnoses of emotionally disturbed young girls

Ventura School for Girls—Continued

sent to us. Treatment also done where practicable and recommendations made as to disposition of case." This appears to be an exact duplication of what we understood would be the psychiatric function of the reception centers. That this is so is recognized by this facility with the further statement: "It is realized that full-time psychiatric services at the clinics will do much to screen and to assist these girls, but with the distance involved to the southern clinic, the transportation problem is such that it would be impracticable and more expensive to provide transportation for out-patient services than to maintain some continuous work here at the school."

This facility is located about 75 or 80 miles from the Southern California Reception Center, and it would be as feasible to care for emergency psychiatric cases at or from the Southern California Reception Center as it would be to care for Los Guilucos cases at or from the Northern Reception Center. In the absence of specific data as to the numbers of cases involved we cannot assume, with the agency, that the cost of transportation would exceed the cost of this requested new position.

No basis is given for the estimate that the number of cases will utilize one day a week of a psychiatrist's time. We raise the question as to why it is thought that this school with a population of 175 will require one day a week of such service at a cost of \$1,728 while it is thought that \$1,000 on an intermittent basis will be sufficient for Los Guilucos with a proposed population of 240.

At the very least, we think it is proper to delete a request of this kind for new service until the effects of the new psychiatric services provided by the reception centers have been fully explored and every effort made to realize the benefits which those clinics were supposed to give. One of these benefits was the concentration of psychiatric services in these clinics for better service and to screen out cases needing psychiatric attention before they reached the training schools.

We have given considerable emphasis to discussing these psychiatric positions, although the amount involved is not large, for the reason that the request raises a very important policy question. To allow these positions at this time is, in effect, to admit that one of the reasons advanced for creating reception centers was fallacious; namely, that wards so emotionally disturbed as to be disruptive influences in a school would be screened out, and either treated before going to a training school, or otherwise handled. If a factual showing could be made, after several years of attempting to solve this problem through the reception centers, that it was not possible to screen out these emotionally disturbed wards, a request might be in order for special care for such wards at training schools, with a corresponding decline in psychiatric service at the reception centers.

However, until such a showing is made, we cannot agree to even a small increase in level of service for these two girls' institutions. On the basis of the past history this could turn out to be only the first step in a program, the ultimate objective of which is probably a full-time resident psychiatrist for all institutions.

Ventura School for Girls—Continued

1 Vocational counselor (Budget page 238, line 72)----- \$4,980

1 Intermediate stenographer-clerk (Budget page 238, line 73)--- 2,988

The request for this position is based primarily on the results of a one-year study, financed by the Rosenberg Foundation, at this institution. The intermediate stenographer-clerk is to provide clerical service for the vocational counselor, and to alleviate the general clerical shortage at the institution. The results of this study indicated that 95 percent of the girls at this institution, where the age range is 16 to 20 years and the median age is 17.5, go to an employment situation upon release rather than back to school. The study indicates that there is a great need for adequate preparation or training in occupational skills. It also indicates that before a girl can be trained for any particular occupation, an adequate vocational appraisal must be made. Also, it indicated a much more thorough integration and coordination of the academic school program and the work experience program provided in the various trades offered at the institution. A position of vocational counselor has been active at this school for the past two years, also financed by the Rosenberg Foundation. (NOTE: The justification states two years at one point, 10 months at another.)

We recommend the deletion of these positions.

The agency has stated in its justification material that at the time it did not have statistical evidence of the success of this counseling program, but that a parole placement follow-up program is in operation and that the results of this follow-up should be available by the end of January, 1955. If the results of this follow-up program show substantial improvement in the rate of success on parole, we will be prepared to modify our recommendation. Such improvement should be for a group who have had the benefit of vocational counseling compared with a group who have not had such counseling.

In the event the results are inconclusive, or if no other factual evidence of the value of this position is forthcoming, we will continue to recommend deletion of the item. If additional time is necessary to show that the position makes a real contribution to the rehabilitation program, such additional time should not, we believe, be at state expense. The experiment was originally begun as a private undertaking. We can see no justification for an assumption that the State should underwrite the cost of completing the experiment when it could not be completed within the time estimated and the amounts of money made available by the Rosenberg Foundation. This is particularly true where the report on the study and the actual work done to date appear to have been largely devoted to confirming the obvious. So far as we are able to determine no controls or standards by which to measure the success or failure of the program have been established. On the basis of the information furnished to date we have nothing but broad general statements of opinions to the effect that this general type of activity is useful.

The report itself is more generally devoted to pointing out the psychiatric, psychological, recreational, and administrative problems at the institution which will have to be solved before vocational counseling can be successful, than it is to the precise problems of vocational training for specific job opportunities and of job placement. It appears that

Ventura School for Girls—Continued

what may really be needed is special attention from the Department of Employment to help parolees find work, or special emphasis by placement officers on finding jobs and assisting parolees to keep the jobs.

Even if we assume that vocational counseling will help solve the rehabilitation problem, the fact remains that vocational training opportunities at this school are limited, and in view of the size of both the present and the potential population we cannot see the feasibility of adding the great variety of courses and training programs which would be necessary to fit girls for the variety of interests and aptitudes which the study states exist. The vocational training program at this school is limited to about three categories of training: clerical, and sales work which are learned as a part of the commercial classwork of the academic school; "needle trades" work, which is learned as a vocational training course; and service occupations such as waitress, domestic servant, and laundry worker, which can be learned as part of the living routine at the institution. To enlarge the training opportunities is going to involve the establishment of numerous skilled training positions and expensive installations of equipment and training facilities. We do not believe the school should embark on a program of counseling girls for vocational interests when the facilities for training are not available, without some assurance that the training will in fact be used after release, or without consideration of the cost of training. For example, this institution has had the "needle trades" vocational training program for several years. It is claimed to be very successful and to have generated interest and cooperation from the clothing manufacturing industry in the Los Angeles area. However, a study of jobs obtained by 82 parolees reveals only one girl definitely in a job in the garment trades, and two who are described as "power and machine operators" who may be in clothing manufacture. True, the listing is not correlated to the numbers of girls who have had this training. It is not even possible to ascertain whether these girls had been in the school when power sewing was available. Elsewhere in the report it is stated that at the time the report was written it was known that five girls had secured jobs in the garment industry. Again, however, this figure is not related to the numbers who had had training. Whether the 82 in the group mentioned above are all of the parolees who were employed at the time the listing was made; or what part of the total parolee case load was not employed but looking for work; whether the education given this group of 82 or any part of it at Ventura had assisted them in securing their jobs; whether unemployed parolees could not take advantage of job opportunities because of educational deficiencies at Ventura; and to what extent the job seeking experiences of this group had varied from that of a "normal" group of young girls, are not considered in this report or in any of the evaluation material which has come to our attention. We are completely at a loss to see how a vocational counselor can effectively proceed to counsel without the kind of factual data we have mentioned, but beyond that it is not possible to decide intelligently whether a vocational counselor position can be of value to the institution without that kind of information.

Ventura School for Girls—Continued

It should also be remembered that these girls on the average spend a relatively short period of time at this facility. Many of them will have had prior employment experience, and will have learned by experience many of the things which a counselor might advise them are helpful. Many of them will have reached a grade placement level in school where they will have received public school vocational training and counseling. There is a real question as to how many of the wards for whom this service is intended actually need it and how many of those who need it can profit by it. Considerable emphasis is placed on the necessity to advise girls going on parole as to how to look for work, how to dress, how to behave, what to say and do so as to get the job and keep it. We believe this can be more successfully accomplished by the group supervisors who deal with these girls on a day-to-day basis than by a vocational counselor dealing with the entire turnover of population. Pre-parole orientation by the placement officers seems to offer an equally good opportunity. The confidence and backing which these girls cannot expect from friends and relatives when they go to seek work must come from people with whom they have a multiplicity of daily contacts and from the placement officer in charge of their case. It cannot come normally from a vocational counselor who performs a routine of testing and interviewing all the girls who pass through the school.

If the routine proposed and the time elements are reasonably accurate this position could not possibly provide the contemplated service to all the girls who would go through Ventura in a year. Consequently we would expect that another position would be requested within a year or so. In the same manner, if this position is established here it would seem reasonable to establish similar positions in other institutions where wards go to employment situations rather than back to school. We are opposed to the establishment of policies by piecemeal consideration of one particular situation at a time. We believe that new programs must be considered fully with all the implications for future costs in mind, and must be based on a thorough study of the possible benefits.

It has been advanced as a reason for allowing this position that the Rosenberg Foundation financed the present position for one year with the understanding that the agency or the Department of Finance would continue the position as a state responsibility. Such an understanding obviously cannot bind the Legislature. We believe the Rosenberg Foundation is fully aware that such assurances are properly subject to legislative review, and that the Legislature must be guided by the facts as to the value of the proposed program.

If the position of vocational counselor is not allowed the position of stenographer-clerk should not be allowed. No evidence substantiating a general shortage of clerical help at the institution has been submitted. This institution has a clerical staff authorized comparable to that at other institutions.

Further, there has been no substantial variance in the total average daily population at this facility for the past several years.

Ventura School for Girls—Continued

Operating Expenses

Operating expenses are scheduled at \$139,495 for 1955-56. This is an increase of \$3,314 or 2.4 percent over the amount of \$136,181 estimated to be expended in the 1954-55 Fiscal Year.

The request by function for operating expenses is indicated below:

Function	1954-55	1955-56	Increase	
			Amount	Percent
Administration	\$9,780	\$10,630	\$850	8.7
Support and subsistence	84,435	82,919	—1,516	—1.8
Care and welfare	18,905	18,580	—325	—1.7
Maintenance and operation of plant	23,061	27,366	4,305	18.7
Totals	\$136,181	\$139,495	\$3,314	2.4

Install laundry lint collector (Budget page 239, line 61)..... \$1,800
Overhaul washer and dryer (Budget page 239, line 62)..... 1,800

The two laundry dryers now in use throw lint into the surrounding area creating a fire hazard and it is proposed to construct a lint collection system to dispose of the lint.

The agency justification for the \$1,800 repair item states that a washer and mangle have been running for 10 years without a major overhaul and that minor repairs are increasing in frequency. It also states that many bearings, journals and parts cannot be replaced without a complete disassembly.

We recommend deletion of the \$1,800 for installation of the lint-collection system.

We further recommend approval of the \$1,800 for repair of the washer and dryer, subject to our ascertaining that the full amount is needed for repairs for laundry equipment.

We point out that the budget request is for repairs to a washer and a dryer. The agency justification for this item does not mention repairs to a dryer, but does request money for repairs to a washer and a mangle. There is also an equipment item for the replacement of one of two dryers which states that the poorer of the two dryers is to be replaced and the better to be repaired. Further, the agency justification for the requested \$1,800 for a lint collection system states that the two laundry dryers throw lint out on the roof and surrounding ground areas, with no reference to the contemplated replacement of one dryer and repair of the other. With the apparent contradictions and inadequacies of the justifications for these items which appear to be parts of a related problem we are unable to make a firm recommendation as to the repair item. We believe it will be necessary to visit the institution and discuss the problem on the ground before a satisfactory understanding can be achieved. We do recommend the deletion of the lint collection system at this time for the following reasons: the one new dryer should reduce the lint problem to manageable proportions since we understand that new equipment of this kind is designed to prevent the dissipation of lint into the surrounding area. If the one old dryer would still create a lint fire hazard, the amount saved by not installing the collection system plus the amount for the repairs to the dryer planned to be retained, would unquestionably be more than the cost of replacing the additional dryer and might even be more than replacing

Ventura School for Girls—Continued

both dryers so that it may be possible to replace both dryers for less than it will cost to install the lint collection system and repair one dryer. It certainly should be cheaper than one new dryer, a lint collection system, and repairs to the old dryer.

The entire justification in this matter, as we understand it, appears inconsistent and incomplete.

Equipment

Equipment expenditures are scheduled at \$31,066 for 1955-56. This is an increase of \$24,454 or 269.8 percent over the amount of \$6,612 estimated to be expended in the 1954-55 Fiscal Year.

Out of the total of \$31,066 requested for equipment, the sum of \$17,686 is for replacement of items deemed obsolete or no longer serviceable.

The request by function for replacement equipment is as follows:

Function	Replacement equipment			
	1954-55	1955-56	Amount	Increase Percent
Administration -----	\$50	\$852	\$802	1,604.0
Support and subsistence -----	1,900	12,341	10,441	549.5
Care and welfare -----	887	2,885	1,998	225.2
Maintenance and operation of plant -----	1,525	1,608	83	0.5
Totals -----	\$4,362	\$17,686	\$13,324	305.5

The further sum of \$13,380 is requested for *additional* items of equipment. The request, by function, for additional equipment is as follows:

Function	Additional equipment			
	1954-55	1955-56	Amount	Increase Percent
Administration -----	\$951	\$758	—\$193	—20.3
Support and subsistence -----	100	1,750	1,650	1,650.0
Care and welfare -----	824	9,682	8,858	1,075.0
Maintenance and operation of plant -----	375	1,190	815	217.3
Totals -----	\$2,250	\$13,380	\$11,130	494.7

It is to be noted that where items of additional equipment are not directly related to population increases or other work load changes, the acquisition of such items represents an improvement in the level of service. Such items also tend to build up subsequent requirements for replacement items.

The budget as originally submitted by this facility requested \$51,433 for equipment.

Joint conferences were held by the agency and Department of Finance staff members, and a review of equipment requests was made.

As a result, equipment requests were modified to the extent that equipment requests were reduced from \$51,433 to \$31,066, a saving of \$20,367, or 39.6 percent.

On the basis of the foregoing review and reductions, we believe that equipment requests are generally in line as now budgeted, except for the following:

Ventura School for Girls—Continued

Office replacement (Budget page 237, line 39)----- \$802
1 Electric water cooler—\$175

This is one of the electric water coolers discussed in our general summary statement at the beginning of our analysis.

We recommend deletion of \$175 for the replacement of this water cooler, reducing this item to \$627.

Housekeeping, additional (Budget page 238, line 8)----- \$1,320
15 9 x 12 rugs—\$1,050

These rugs are requested for the rooms in dormitories rented to employees who must live in a small room in a cottage dormitory.

We recommend deletion of \$1,050 for the requested rugs to reduce this item to \$270.

These rooms have been rented for many years at a nominal rental (\$10, \$11, \$13 a month) without rugs. An improvement in level of service is not warranted without a compensating increase in reimbursement. It has been pointed out that as these buildings became older the floors have shrunk, warped, and become uneven and it is said that it is impractical to sand them as the large cracks between the boards would still remain. This is indicative of the generally deteriorated condition of this institution. However, we believe it would be exceedingly uneconomical to put new rugs on floors in the condition described. Rugs placed on floors in this condition could not be expected to last more than a very few years before being in for replacement. It would appear to be uneconomical even if the floors were sanded, if large cracks would remain. At the minimum rental it would take six months rental income to pay for the rugs. More economical means should be developed to improve the floor condition. For example, the floors could be covered with Masonite or hard board underlayment for approximately 60 cents per square yard, and then covered with asphalt tile at about an additional 80 cents per square yard.

The materials could be furnished to the employees and they could make this simple installation as a "do-it-yourself" project with assistance if necessary from ward help or existing maintenance staff.

The total cost would not exceed \$1.50 per square yard for materials in contrast to the approximate \$5 per square yard for rugs that would not hold up under the conditions described.

Laundry replacement (Budget page 238, line 9)----- \$3,047
1 Laundry dryer (installed)—\$1,277

There are two dryers in use at this institution, which are driven by sprocket gears and chains which are constantly breaking down and are unsafe. Upon recommendation of the American Laundry Company it is planned to replace the worst one and rebuild the better one to a reasonable state of efficiency.

We recommend the approval of this item subject to an appraisal of the entire laundry problem at this institution.

In line with our comments concerning special maintenance items in the operating expense section of this analysis we may recommend the augmentation of this item to provide for both dryers being replaced

Ventura School for Girls—Continued

and a deletion of the portion of the repair item commented on at that point.

Recreation, additional (Budget page 239, line 21)----- \$2,350
7 Television sets with master antenna and lead-ins—\$2,350

In line with our comments in the equipment section of our general summary at the start of the Youth Authority analysis we recommend deletion of this item.

EDUCATION**State Financing of Education**

Before discussing the budget requests of the agencies which administer the educational programs of the State of California, we would like to call to the Legislature's attention certain problems in the field of public education. None of these problems are new, indeed many are very old, but we are particularly aware of them this year because of the recently developed enrollment projections which indicate that some of the unsolved problems will become increasingly acute, unless some action is taken. In two instances at least, material is being prepared which we hope will present sound and reasonable solutions to the issues.

State expenditures for education in the 1955-56 Fiscal Year total approximately \$599,500,000, which represents 39 percent of total state expenditures and 64 percent of the expenditures from the General Fund. In rounded figures, they are as follows:

Support of the public schools-----	\$428,500,000
Interest on public school building program-----	8,900,000
University and state colleges-----	119,500,000
Department of Education and special schools-----	10,700,000
Teachers' retirement-----	25,600,000
Free textbooks-----	5,700,000
Miscellaneous-----	600,000
	<hr/>
	\$599,500,000

To view properly the pressing educational problems it is necessary to consider the recently completed projections of public school and higher education enrollments. It appears that by 1960, with the present system of support, the cost of support of public schools will reach \$562,000,000. There is good reason to estimate that expenditures for the university and state colleges will not be less than \$150,000,000. By adding other educational costs it appears that the educational expenditures for 1960 will be nearly equal to the total General Fund revenue for the current year. One cannot predict with precision the revenue to the General Fund in 1960, but it is a fact that both the school age population (0-20) and the aged population (65 and over) are growing faster than other population groups (20-64). Expressing the same fact but with different data, in 1950 there were slightly under 300 school age children (5-17) per 1,000 adults age 20-64. In 1960 it appears that there will be 400 school age children per 1,000 adults. Realistically, it is safe to assume that there will be public pressures to increase the level of state expenditures for education. It should also be noted that other state programs will grow because of increased population. For example, from all indications, inmates in prisons and mental hospitals will grow at