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located in Stockton, currently consists of the Karl Holton School, O. H. Close School, and the newly constructed, but as yet unoccupied, DeWitt Nelson School. This complex has a population potential of 1,200 youths. Yet it is located in a geographic area that at best could support only one of the three institutions.

Results of the client questionnaire substantiate the geographic problems currently being faced by the California Youth Authority. Only 10% of CYA wards and 42% of county wards were in institutions located within 25 miles of their homes. Seventy-five percent of Youth Authority wards were confined in facilities more than 50 miles from where they lived. Furthermore, when asked to report the number of visits they had received while in the institution, 90% of county wards had been visited by their families at least once, but almost one-third of the sampled Youth Authority wards had never received a visit.

### Institutional Design

The majority of California's juvenile institutions, at both the county and State level, were designed and built prior to the development of any specific correctional program. In the majority of instances correctional administrators and staff have had to tailor their programs to fit existing physical structures. During the survey, institutional administrators repeatedly complained about the poor design of their buildings, noting that there were few architects who exhibited an awareness of correctional problems and programs. They expressed the need for more assistance from the State in developing appropriate physical designs. Some asserted that the Youth Authority, which traditionally has had the responsibility of approving plans, has concerned itself principally with determining whether or not a structure would meet minimum physical standards, such as square footage, number of wash basins, etc. Of Youth Authority institutions, only the three most recent were designed and constructed on the basis of a detailed program plan. However, the Youth Authority is now insisting on a detailed program statement before it will authorize the construction of any new State institutions. But this new practice is not likely to have any appreciable effect, since the Department is more likely to close State institutions than to authorize the construction of new ones. The Youth Authority is also beginning to play a more active role in advising county authorities with program and building design. Because most new construction is anticipated to take place at the local level, the emerging advisory role of the State is likely to prove extremely valuable. This trend is entirely consistent with the principle outlined in the previous chapter of establishing a close partnership between State and counties.

### Institutional Size

Just as with location and design, the physical size or capacity of an institution is not a neutral factor. Size can either impede or facilitate the functioning of the institution. The President's Commission on Law Enforcement and Administration of Justice, which established a maximum

standard of 150 youths per institution, stressed that this standard "is based on experience which shows that the smaller the facility the more likely it is to enhance the impact of program".<sup>29</sup> It further quotes the American Psychiatric Association as asserting that "The treatment atmosphere tends to breakdown in institutions where the population rises above (150)" because of "such therapeutic dangers as rigidity and formality necessary to help a large organization function".<sup>30</sup>

The State legislature took a strong position on the issue of size for county camps, ranches, and schools in Article 13 of the Juvenile Court Act by limiting all such facilities to a maximum of 100. Even this, however, is double the 40 to 50 capacity standards recommended for local facilities by the President's Commission.<sup>31</sup>

California counties have, of necessity, adhered to the State standard of 100. The average capacity of county facilities was 67 in 1970.

The State of California on the other hand, has not only failed to adhere to the standards imposed upon the counties, but has also flagrantly violated even the national standards. Chart VII dramatically illustrates the gigantic size of the Youth Authority institutions and compares them with the national standard and average county size. Only the four conservation camps (with 80 bed capacities) fall within any reasonable standard. The remaining super-structures, resembling giant concrete fortresses, range in size from 270 for Los Guilucos to 1,200 for the massive Youth Training School. The average for all Youth Authority institutions is 380, more than two and a half times the national standard and nearly four times the standard imposed upon California counties.

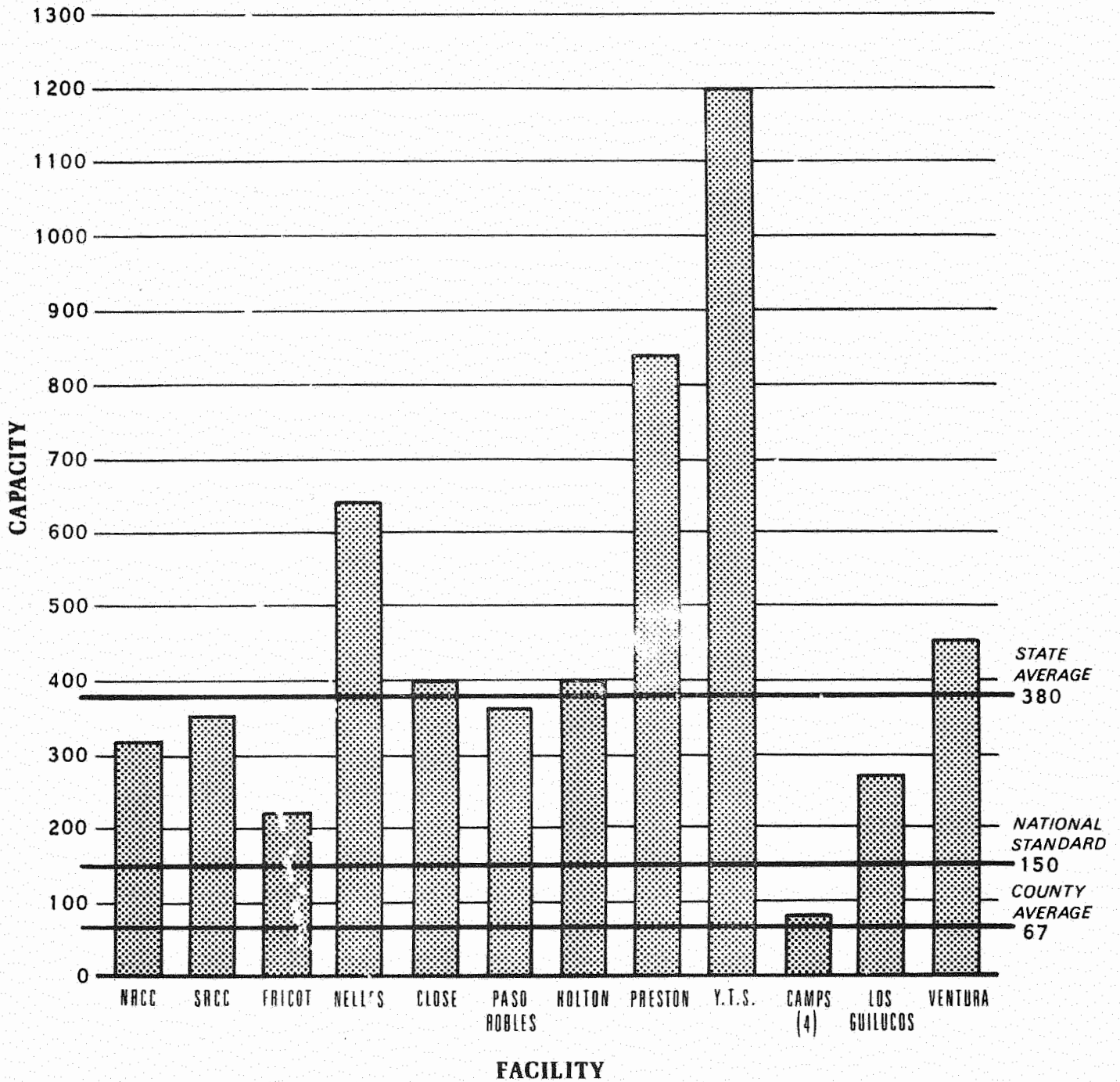
### Living Unit Size

The professional correctional literature stressing the importance of small living units or cottages as an essential pre-requisite for developing a therapeutic environment is voluminous.<sup>32</sup> The most recent and perhaps most extensive collection of literature supporting the idea of small units is by Knight.<sup>33</sup> After reviewing numerous studies on the importance of size in correctional and medical-psychiatric institutions, Knight concludes:

"In general, the evidence indicates that in such institutions small living-unit size is crucial to the implementation of effective and humanitarian treatment. Size alone...creates organizational pressures toward custodial rather than treatment operations. The net effect of these pressures tends to alienate inmates from treatment involvement."<sup>34</sup>

CHART VII

INSTITUTION SIZE  
YOUTH AUTHORITY FACILITIES



He adds, further, that:

"There are, indeed, compelling indications that large living units give rise to pressures that reinforce the worst in young people. To the extent that is true, our clients are the victims of the system itself."<sup>35</sup>

Several of the classic studies of training schools, reflecting the fact that much delinquency is a group phenomenon, stress the importance of constructively using small group interaction within institutions as the primary tool for modifying attitudes and behavior.<sup>36</sup> As cottage size increases, not only does it become more difficult to individualize treatment, but problems of coping with youth behavior greatly increase.

Recidivism rates are at best crude measures of the success or failure of an institution's program because there are many other intervening variables that operate in the community to determine the type of adjustment made by the youth. However, there is some evidence to suggest that smaller living units (combined with better staffing ratios) result in more law-abiding post-release behavior than the larger units. In a recent report of a long-range evaluation of the Youth Authority Fricot Study, which compared a small 20-boy unit with a traditional 50-youth cottage, Jesness showed that there was substantially lower parole violations among members of the experimental group as compared with the boys who had been placed in the larger units.<sup>37</sup>

While living unit size of all county facilities was not obtained, it appears that most, if not all, local institutions operate with living units of 30 or less youths. New facilities often have substantially smaller units.

On the other hand, during post-war years of rapid growth the Youth Authority constructed almost all of its units to a standard 50 bed capacity. This is two and one-half times the recommended national standard for homogeneous youth groups.<sup>38</sup> Compared both to county facilities and to new training schools throughout the nation, the Youth Authority has not progressed in this respect. In fact, some of its earliest institutions had substantially smaller units than is now the case. By way of contrast, over 90% of all new or planned training school living units in the United States in 1967 had capacities of 30 or less. Fifty-four percent of these units had capacities of 20 beds or less.<sup>39</sup> Increasingly, however, the Youth Authority administration has become concerned about cottage size and has built some of its newest living units in a way that they can be divided in half, should additional funds become available.

### Staffing Ratios

The strength of any correctional program is its staff. Whatever other resources are available, insufficient numbers of qualified staff dooms the program to failure before it starts. One of the most fundamental casework principles is that change occurs through close interpersonal relationships, especially through contact with "significant others". If staff do not have

the time and opportunity to "get close" to youth, they are not likely to effect any positive change. Two key personnel issues center around the number and type of staff needed. This section will focus on the former, i.e. staffing ratios, while the following sections will discuss staff characteristics and qualifications, supportive types of staff, and training needs.

Chapter III listed various standards that should apply to staff members in all juvenile facilities. The most crucial staffing ratios are those that relate to line staff directly supervising youth around the clock, and to specialized treatment staff.

Although the staff ratio varies from institution to institution, the 15 study counties had an overall staffing ratio of approximately one employee for every 2.5 youths. This is well beyond the minimum standard recommended by the Juvenile Institution Task Force (substantially more than 1 employee for every 2 youths). Many administrators of local institutions expressed concern over the lack of treatment personnel. They indicated that it was difficult to convince their Boards of Supervisors of the need for additional professionally trained staff, since the Youth Authority standards do not specify a ratio for this type of personnel.

The Youth Authority has a somewhat better overall ratio of 1 staff person for every 2.1 wards. However, this is nearly double the staffing ratio of New York and Pennsylvania<sup>40</sup> and reflects very little improvement over the past 20 years.<sup>41</sup> Institutions are relatively well staffed with teachers (one for every 15 wards), minimally well-staffed with clinicians and caseworkers, but very thinly staffed with youth counselors or group supervisors. In other words, the staffing pattern is weakest at the point where staff have the most contact with the youths. Until very recently, each line worker had to supervise 50 wards--a ratio that has seriously aggravated the Youth Authority's problems of coping with large living units. The Youth Authority is now authorized to use "5-post" coverage, a ratio that allows doubling of line staff during the most important day and early evening hours. This plan is being implemented in most of the State's institutions. However, this still leaves a staff ratio of only 1 to 25 during key hours --at least two and one-half times the standard recommended for county institutions.<sup>42</sup>

In view of the greater proportion of difficult and disturbed youth being committed to the State institutions, additional problems can be anticipated unless considerable improvement is made in reducing living unit size and bolstering line and treatment staff ratios.

### Staff Characteristics and Qualifications

Staff qualifications are an endless topic of discussion. The reader who wishes to review some of the more significant statements and positions on this issue, relevant to juvenile institutions, is referred to the following documents: Task Force Report: Corrections, by the President's Commission on Law Enforcement and Administration of Justice;<sup>43</sup> Manpower and Training in Correctional Institutions, by the Joint Commission on Correctional Manpower

and Training;<sup>44</sup> Standards for Juvenile Homes, Ranches, and Camps, by the California Youth Authority;<sup>45</sup> and The Practitioner in Corrections, by the California Probation, Parole, and Correctional Association.<sup>46</sup>

The literature and expressed opinions of professionals in the field highlight two polarized views. First, correctional workers should be "super-qualified", i.e. they should be "all things to all men", and second, specific qualifications make no difference. The Juvenile Institution Task Force takes a middle, somewhat less extreme position on this issue. The Task Force suggests that the most crucial qualification for an institutional line worker (as well as for supervisory personnel and other specialists) is the ability to relate to and effect behavioral changes in those youth placed in correctional institutions. College training and graduation in the behavioral sciences, while desired, is not necessary. Professional treatment staff (including probation officers and caseworkers) should possess the above-mentioned ability plus a college degree in the behavioral sciences. Administrators, in addition to both of the above qualifications, should have training in managerial techniques. An extremely important factor is that "New Careerists" and other para-professionals, including ex-offenders, should not be eliminated from the possibility of entering and advancing in the institutional system.

The Task Force survey of the 15 study counties enumerated local staff members according to formal position held, race, age, education, and college major. Table X presents the findings. The data clearly suggest that Negro and Mexican-American staff, employees who are under 30 years of age, and college graduates are seriously underrepresented in California juvenile institutions. For example, according to the Bureau of Criminal Statistics, almost half (48%) of the Youth Authority wards throughout the State are Negro or Mexican-American.<sup>47</sup> However, Table X reveals that only 14% of the staff in the study sample are drawn from these same groups. It should be noted that the Youth Authority administration reports that the statewide proportion of minority group employees is 22%. Considering only these variables, county institutions appear to have the ability to attract a somewhat better qualified staff. As Table X shows, staff in these facilities are younger, better educated, and have more relevant educational backgrounds. No doubt the ability of county institutions to attract these types of persons is in large measure related to their more favorable geographic locations. County facilities are more likely, than State juvenile institutions, to be located closer to urban areas, colleges and universities. At the same time, however, the Youth Authority has a significantly higher percentage of supervisors, administrators and functional specialists<sup>48</sup> holding at least a Master's degree (33% compared to 19% for county institutions).

### Para-professionals

It is now a well-established fact that indigenous workers, including ex-offenders, who do not have traditional educational or other formal qualifications can be a valuable correctional resource.<sup>49</sup> The advantages of "New Careerists" and other similar programs are not only mentioned in the literature,<sup>50</sup> but were also pointed out by many practitioners in the

TABLE X

STAFF CHARACTERISTICS  
(Percentage Distribution)

VARIABLE	All Staff (N-1167)		Administrators (N-111)		Supervisors (N-179)		Line Workers (N-400)	
	CYA	COUNTY	CYA	COUNTY	CYA	COUNTY	CYA	COUNTY
RACE								
White	82	77	91	87	84	77	76	73
Black	8	12	6	6	6	11	9	15
Brown	6	7	0	3	7	6	10	8
AGE								
Under 30	16	37	1	9	5	21	29	53
Over 50	21	12	30	25	18	10	12	5
EDUCATION								
High School	24	10	9	10	20	4	35	8
2 yrs. College	32	18	25	7	47	23	45	33
BA Degree	13	40	12	30	13	47	13	50
1 yr. Grad. Work	11	17	8	30	5	15	4	9
MA Degree	18	12	45	23	14	8	1	1
MAJOR								
Behavioral Sci.	44	57	51	50	71	59	52	59
Public Admin./Bus.	7	5	13	3	8	2	9	2
Education	19	14	15	20	9	19	9	12
Other	29	24	20	27	23	20	31	27

survey sample. Like volunteers, para-professionals enrich correctional services, not as replacements but as supplements and extended hands for regular line workers. They also possess certain unique advantages. As the President's Commission states:

"Contact with a person who has overcome handicaps and is living successfully in the community could mean a great deal more to an offender than conventional advice and guidance."<sup>51</sup>

However, verbal support tends to be substantially stronger than actual hiring and use of para-professionals. Approximately two-thirds of all levels of both State and county staff indicated that they could both use and would want to make use of "New Careerists". Over 90% felt such persons should "be allowed and encouraged to work their way to regular line and supervisory positions". However, only about one-half of all staff reported that their respective agencies actually employed para-professionals. But in no institution, with the exception of one (a small county boys' camp), did the staff completely agree that their agency either had or had not employed a "New Careerist". Thus, as with classification systems, it is apparent that institutional workers lack considerable information with respect to the whole area of para-professional staff in juvenile corrections. In fact, Youth Authority institutions do not have a "New Careerist" program at the present time, but they have employed a number of inmates and parolees as aides.

As with any innovation in the field of corrections, there have been a number of problems with para-professional programs. However, the experience accumulated thus far suggests that these programs can be successful if they utilize careful screening procedures, receive the full support of regular staff, assign meaningful tasks to the para-professionals, and provide them with relevant training, incentives and opportunities to work their way up the "correctional ladder".<sup>52</sup>

### Volunteers

Volunteers are now a widely accepted and used resource for all areas of corrections. The literature advocating the use of volunteers is growing rapidly.<sup>53</sup> While correctional agencies have traditionally been wary about letting "outsiders" into their program, the involvement of volunteers in a wide range of institutional and non-institutional activities has become commonplace throughout the State. Discussion of their advantages and possible disadvantages is contained in the System Task Force Report and in the above-mentioned literature.

The Task Force survey found that every institution in the sample, with the possible exception of one Youth Authority conservation camp, had a volunteer program. More than one-third of the staff reported that their facilities had made "regular/consistent" use of volunteer workers. Slightly more than half felt volunteer programs should be expanded within their institutions, while only 5% felt that they should be eliminated.

## Training

A comprehensive study of training and manpower needs for California corrections was conducted in two phases during 1968 and 1969-70.<sup>54</sup> The resulting reports asserted that budgetary resources for training, particularly for institutional staff, are grossly inadequate; training is too often viewed as a luxury rather than necessity; sophisticated planning for and evaluation of training activities is a rarity; primary training targets (trainers and first line supervisors) are frequently missed; and there is little coordination of training efforts, knowledge, and resources within and between California's correctional agencies.

Tables XI through XIII rank training needs as perceived by administrators, supervisors, and line workers. Thus, in Table XI, administrators felt that they most needed training in the "management", "planning techniques", and "program budgeting" areas; supervisors (Table XII) most wanted training in "planning techniques", "human relations", and "management" areas; and line workers (Table XIII) selected "individual/group counseling", "human relations", and "racial/cultural differences" as their primary training need areas. The gaps between training believed to be required and training received are also indicated in these tables. For the administrators in both the State and county institutions, the greatest gap is felt to be in the area of "research and evaluation". For the supervisors, the biggest gap appears to be in the area of "planning", while for the line personnel the largest gap is perceived to be in the area of "racial and cultural differences".

Probation subsidy funds have clearly resulted in an oasis of training for many counties, although the beneficiaries of this training generally have been the field supervision staff. The Youth Authority allocates \$15,000 annually for the training of county personnel. However, considerably more than this will be required if training programs are to reach staff members employed in local institutions. At the State level, less than 1% of the total Youth Authority institutions budget is allocated for staff training in those facilities.

## Working Conditions and Morale

As a group, juvenile institutions workers at both the State and county levels reported satisfactory working conditions. The major dissatisfaction expressed related to insufficient clerical and stenographic help. Administrators as a group rated working conditions best, suggesting either that they themselves have better conditions or that they are not fully in touch with the problems of their staff. Thirty-seven percent of county staff and 51% of Youth Authority staff reported dissatisfaction with the promotional opportunities in their agencies. There was very strong support (between 80% and 90%), particularly at the line worker level, for the idea of allowing employees to transfer between correctional agencies throughout the State. There was a similar degree of support expressed for the idea of creating rank and pay increases for line workers that paralleled those of the first line supervisory level.

TABLE XI

TRAINING NEEDED AND RECEIVED:  
ADMINISTRATORS  
(Percentage Distribution)

TRAINING CATEGORY	CYA		COUNTY	
	NEEDED	RECEIVED	NEEDED	RECEIVED
Management Training	93	68	70	68
Planning Techniques	85	37	74	54
Program Budgeting	79	58	77	41
Research & Evaluation Techniques	80	20	69	24
Human Relations	75	74	70	59
Confrontation/Arbitration Techniques	72	28	66	34
Racial/Cultural Differences	68	56	63	29
Individual/Group Counseling	56	33	69	46
Law-Pre-Legal	57	17	46	14

TABLE XII

TRAINING NEEDED AND RECEIVED:  
SUPERVISORS  
(Percentage Distribution)

TRAINING CATEGORY	CYA		COUNTY	
	NEEDED	RECEIVED	NEEDED	RECEIVED
Planning Techniques	88	35	79	34
Human Relations	84	65	82	62
Management Training	90	50	66	43
Racial/Cultural Differences	87	55	74	23
Individual/Group Counseling	81	48	82	68
Confrontation/Arbitration Techniques	78	33	71	38
Research & Evaluation Techniques	72	23	58	21
Law-Pre-Legal	58	14	59	23
Program Budgeting	53	22	47	19

TABLE XIII

TRAINING NEEDED AND RECEIVED:  
LINE WORKERS  
(Percentage Distribution)

TRAINING CATEGORY	CYA		COUNTY	
	NEEDED	RECEIVED	NEEDED	RECEIVED
Individual/Group Counseling	91	61	92	69
Human Relations	85	44	87	51
Racial/Cultural Differences	86	36	85	22
Confrontation/Arbitration Techniques	82	30	74	32
Research & Evaluation Techniques	63	22	60	27
Planning Techniques	64	22	49	16
Law-Pre-Legal	60	10	49	10
Management Training	58	16	27	4
Program Budgeting	28	4	13	2

In spite of generally satisfactory working conditions reported by the great majority of staff, many employees felt that the morale in their agencies was not particularly high. Twenty-two percent of Youth Authority staff and 56% of county personnel reported agency morale as being high, while 34% and 11% respectively, indicated morale in their department was low. When asked: "Would you recommend corrections as a career to a young person?" 63% of Youth Authority and 76% of county workers answered in the affirmative.

### Public Relations

Lack of knowledge generally means lack of support. Without community support, corrections cannot hope to operate effectively. Yet, corrections has traditionally done a poor job of "telling its story" particularly with regard to what happens in its institutions. Much of the news reaching the public about institutions has to do with escapes, knifings, riots, and so on. This is unfortunate since field work during the present study discovered considerably more constructive interest in the community about corrections, including institutions, than is apparent to correctional personnel.

The Juvenile Institution Task Force found that sophisticated public relations programs are a rarity at either the State or local levels. But it is evident that some efforts are being made to inform the public. One out of four staff members, mostly supervisors and administrators, reported that they had spoken before a community group about their institution in the past year. About 8% had made four or more presentations during the same period.

### Fiscal Support

One of the most obvious factors about institutions is that they are expensive. However, the State of California, in partnership with counties, has developed a network of institutions for delinquent children for the purpose of protecting society and rehabilitating those children. Hence, the State and the counties, i.e. the people of California, as long as they place youth in these institutions, have a commitment to provide them with the capability of achieving their objectives. The core of this commitment is adequate financial support.

In 1945, and particularly, 1957 legislation, the State strongly encouraged the counties to build and operate their own juvenile institutions by pledging to share the cost of these facilities. The intent of the 1957 law<sup>55</sup> appears clearly to have been to provide roughly matching funds for the construction and maintenance of these facilities. However, as almost all local administrators complained, the limits on the State's matching funds that were set in 1957 have never been revised to reflect increases in construction and maintenance costs. County institutions now cost approximately \$12,000 per bed to build, and from \$199 to \$1,310 per month per ward, with an average monthly cost of \$550.<sup>56</sup> Yet, the State continues to subsidize at the rate of only \$3,000 per bed for construction and only \$95 per month per ward for maintenance. In other words, the State is actually subsidizing

only 25% of the construction cost and 17% of the maintenance cost. All county personnel interviewed reported that their counties were encountering serious financial difficulty. All stated emphatically that they would not be able to improve existing programs or develop new ones unless there was a substantial increase in State or Federal subsidies to local institutions. In brief, there is a widespread feeling among county officials that, while the State never promised them a "rose garden", they were led to believe that the State would honor its commitment to match or at least substantially assist with the funding of local juvenile facilities. The resulting anger and distrust toward the State is considerable.

The cost of maintaining the State's juvenile institutions is approximately \$36,400,000 per year. Whereas these institutions provide services for approximately 28% of the Youth Authority wards at any given time, they consume 71% of the Youth Authority Support Budget (\$51,600,000 for 1970-71). For fiscal year 1970-71, the institutional per capita cost per year ranged from a low of \$4,648 for the youth conservation camps to \$9,030 for Los Guilucos School for Girls, with an overall average of \$6,754.<sup>57</sup> The average monthly cost was thus \$563, compared to roughly \$550 per month for wards in county institutions.

Like the counties, the Youth Authority has been hard pressed to obtain adequate financial resources. However, the Youth Authority administration feels that, compared to other State agencies, they have fared rather well in budget allocations. The relatively satisfied view of some administrative and budget personnel is in sharp contrast to that of many institutional workers who feel greatly handicapped with large units and poor staffing ratios. However, Youth Authority administrators are aware that, if the counties continue to commit fewer youths, a greater proportion of whom are "hard-core" delinquents, the smaller numbers and harder-to-manage types of wards will raise the average cost at an increasingly rapid rate.<sup>58</sup>

#### IV. RESEARCH AND EVALUATION

Up to this point the network of juvenile institutions in California has been described in terms of its goals, functions, and resources. Before outlining the Task Force's recommendations, it is important to assess the effectiveness of the system. The balance of this chapter deals with three issues relevant to research and evaluation. First, it deals with the general role of research and evaluation in California's juvenile institutions; second, it examines the relevant evidence regarding the impact of these institutions; third, it projects what are the most promising directions for juvenile institutions to follow.

##### Role of Research and Evaluation

A basic principle of good correctional practice is that research and evaluation must be an integral part of every program. Programs must be held accountable for producing reasonably acceptable results. The field of

corrections needs constantly to evaluate what it has done, how it is doing, and what new strategies are needed to improve overall performance. In spite of the importance of research, the President's Commission on Law Enforcement and Administration of Justice has stated that:

"The most conspicuous problems in corrections today are lack of knowledge and unsystematic approach to the development of programs and techniques. Changes in correctional treatment have been guided primarily by what Wright calls "intuitive opportunism", a kind of goal-oriented guessing."<sup>59</sup>

The Commission's report continues:

"Failure to attempt really systematic research and evaluation of various operational programs has led to repetitive error. Even more, it has made it impossible to pinpoint the reasons for success when success did occur."<sup>60</sup>

The Final Report of the Joint Commission on Correctional Manpower and Training points to the heart of the problem:

"Correctional agencies in the main are not committed to research and are reluctant to obligate funds and personnel to assessment of correctional efforts."<sup>61</sup>

Basically, there are two types of research that are particularly relevant to corrections. The first is essentially a descriptive compilation of data, e.g. on population movement and client characteristics. This kind of information is necessary for budgetary considerations, population projections, and general planning. The second type of research, sometimes called "action-research", pertains to involvement in program planning and evaluation. The researcher should not be an "ivory tower" isolate but should be part of a team, along with administrators and line staff, in deciding program goals, helping to develop specific strategies and criteria for measuring success or failure, observing the program as it is carried out, evaluating and interpreting the results, and disseminating the findings or conclusions to other correctional practitioners.

At the county level, some effort has been made in recent years to gather descriptive population data. As yet, however, these efforts have not resulted in a well-developed records-keeping system. Whatever available data exist are received and published by the Bureau of Criminal Statistics. The second type of research, however, is still a novelty. Many administrators of county facilities believed that sophisticated research was too complicated or expensive for their departments, and that its findings were of questionable value. They also felt that "action-research" is more properly the responsibility of the State. In short, there is not much local understanding of or commitment to "action-research".

The Youth Authority, on the other hand, has been a national leader in both types of research for a number of years. Annually it publishes volumes of data on population movement, rates, trends, ward characteristics, and so on. In addition, it has a sizeable research staff that is deeply involved in evaluating current programs and disseminating this information. However, on the basis of comments made by a number of Youth Authority research staff and institutional personnel, a considerably greater financial investment in research will be required (at the present time approximately \$500,000 or 1% of the Youth Authority Support Budget is being allocated to research). This suggests that a number of problems concerning the importance and relevance of research continue to be unrecognized. Some field personnel felt that researchers were not of sufficient assistance in helping them to evaluate their operations, particularly at the key decision-making points in the system. They also asserted that, even when their programs were evaluated, the results were frequently not used as the basis for further action. A number of research staff agreed with the point that at times there was sufficient administrative follow-through on their research findings. On the other hand, administrative officials reported that action was in fact taken whenever the results of research were specific enough to warrant it. However, they claimed that research results were frequently not that "clear-cut". Whatever the actual situation, direction for improvement would appear to lie in the recommendation made by the President's Crime Commission for a closely intertwined team effort by administration, research personnel, and field staff.<sup>62</sup>

#### Impact of Correctional Programs

Perhaps the least comfortable question for correctional personnel to ask themselves is "What are we accomplishing?". The discomfort centers around accountability and the need to justify one's professional existence and efforts. Perhaps this is one of the major reasons why the State of California has made a relatively small commitment to careful evaluation of its correctional programs. Inadequate resources for proper evaluation are further compounded by traditional problems of determining what criteria to use for determining success or failure and of assessing how well these criteria are met.

At the county level. The only follow-up study of local juvenile facilities on a broad-scale is one conducted by the Bureau of Criminal Statistics.<sup>63</sup> This study followed the delinquent or criminal history for 18 months of the 4,765 juveniles released from all county institutions in 1966. The Bureau found that two-thirds of both the boys and girls were not convicted of a serious law violation within the 18 month period. Twenty-eight percent of the total group, however, were committed to the Youth Authority within that time. Considering only those youth who successfully completed their camp program, 77% were not convicted of serious law violations. In addition, it was found that for youths serving more than 3 months in a camp, there was no relationship between time spent in the institution and success or failure upon release. In other words, "those youths released after four or five months did substantially as well as those youths released after nine or ten months".<sup>64</sup>

This study suggests two important conclusions. First, a rather high percentage of county camp graduates succeed when "success" is defined by serious law violation committed over a reasonably lengthy period after release. Second, beyond a certain point (three months) further incarceration does not appear to achieve any better results.

At the State level. In contrast to the network of local institutions, the Youth Authority maintains detailed records of post-institutional adjustment. Unfortunately, the results are not encouraging.

Table XIV shows the violation rates for all Youth Authority wards paroled in 1954 and 1965 during a follow-up period of at least 4 years. Sixty-five percent of the boys and 47% of the girls violated parole within that time. Three-quarters of the violations occurred during the first 15 months, and nearly 90% within 2 years. Violation rates, for either boys or girls, have varied very little over at least the past decade.<sup>65</sup>

A study of all wards committed to the Youth Authority between 1954 and 1961 showed that, of those discharged by January 1969 (over 90%), only 29% of the boys and 39% of the girls never had their parole suspended.<sup>66</sup> Thirty-nine percent of the boys and 30% of the girls were returned to Youth Authority institutions at least once. An additional 19% of the boys and 11% of the girls had their parole suspended at the time of discharge from the Youth Authority (generally meaning they were committed to prison or were under the jurisdiction of the adult courts).

There are two important limitations on the study reported above. First, the study did not indicate what percent of parole violations was due to new crimes and what percent was due to technical violations. Second, the study did not follow delinquent or criminal history after discharge from parole. A 5 year follow-up study by Jamison et al. revealed that only 37% of all Youth Authority male wards discharged in 1953 and 30% of those discharged in 1958 were not known to have received a sentence for further criminal activity within 5 years after their discharge.<sup>67</sup> On the other hand, it was found that 43% of both groups of boys had been committed to prison within that time. In marked contrast, only 1 out of 5 girls in both groups were known to have been convicted of any offense during the 5 year follow-up period.

The above statistics are discouraging. It is apparent that a very high percentage of Youth Authority wards, particularly boys, continue to violate the law, often seriously, after the last resort of the system--incarceration in the Youth Authority--is imposed. In spite of several years spent trying to modify their behavior as juveniles, many youths graduate to the adult criminal system, including the prison population. Perhaps the most optimistic finding, supported by the study of Jamison et al.,<sup>68</sup> is that the great majority of girls eventually seem to become law-abiding once leaving the parole system.

In considering these results, two important factors must be kept in mind. First, the population to be treated is a very "high-risk" one. Many, if not most, can be reasonably expected to fail, at least when "failure" is

TABLE XIV

TIME ON PAROLE PRIOR TO VIOLATION FOR WARDS  
RELEASED TO CYA PAROLE IN 1964 & 1965  
(Cumulative Percentages)

TIME ON PAROLE PRIOR TO VIOLATION	TOTAL (N-16,499)	BOYS (N-14,188)	GIRLS (N-2,311)
3 months or less	14	14	13
6 months	26	26	23
9 months	35	36	29
12 months	41	42	33
15 months	46	48	36
18 months	50	52	38
21 months	53	55	40
24 months	55	57	42
30 months	58	61	44
36 months	60	63	46
42 months	61	64	47
48 months	62	64	47
49 months or more	62	65	47

Source: Department of Youth Authority, Annual Statistical Report: 1969,  
State of California (Sacramento, 1970), p. 30.

defined in terms of further law violations. The Youth Authority population represents those with whom local correctional systems feel they are unable to cope. Youth Authority wards tend to be the more sophisticated, "harder-core" delinquents. Local programs have not succeeded in bringing about a change in attitudes and behavior. Often the ward who is committed to the Youth Authority has succeeded in only one area - he is a "successful" failure. Analogously, if a staff of physicians is given the task of treating a group of patients with advanced pneumonia, the success rate cannot be expected to match that of a group of patients having only common colds. Second, the failure of youths on parole or after parole cannot be blamed entirely on the failure of correctional institutions. The impact of an institution is hardly the only factor that influences a youth's behavior once he is released. Failure on parole essentially represents a breakdown in efforts to reintegrate youths back into the community.

In an attempt to evaluate the impact of Youth Authority institutions on recidivism, Table XV lists the actual and expected (determined by base expectancy ratings) violation rates for 1968 parolees from each of the regular institutions. Based on the chi square test of statistical probability, graduates of Paso Robles, Nelles, and Los Guilucos had significantly higher violation rates than expected, while Ventura parolees had significantly lower violation rates. Graduates of the remaining 9 institutions had neither significantly higher nor lower rates of violation than were anticipated. Based on this admittedly crude criterion, it is difficult to demonstrate that the Youth Authority institutions are doing significantly worse than could reasonably be expected.

Earlier this Report pointed out that the major task of juvenile institutions is to prepare youths for release. Even though institutions performed this job reasonably well, a youth normally returns to his old environment, which may well continue to influence him, perhaps more strongly than ever, to resume his illegal behavior. Blaming recidivism on an institutional program (or the lack of one) is like blaming a fifth grade teacher for a former student's failure of a college entrance examination. Perhaps there is some connection, but it is scarcely an all-determining one.

### Promising Directions

This section will highlight some of the most promising programs that are currently in existence in the State. It is not meant to imply that these are the only, or necessarily the best, institutional programs. Rather, they are mentioned because they appear to be based on the fundamental correctional principles that were stressed in Chapter III. While they are grouped under specific headings, it is readily apparent that several programs illustrate more than one principle.

Minimizing penetration into the institutional system. Some of the negative aspects of institutionalization have already been discussed. A number of programs have recently developed with the aim of countering negative influences. Several short-term institutional programs have already been

TABLE XV  
 EXPECTED AND ACTUAL VIOLATION RATES OF YOUTH AUTHORITY  
 1968 PAROLEES, BY INSTITUTIONS  
 (Within 15 months on parole)

INSTITUTION	PERCENT EXPECTED VIOLATORS	PERCENT ACTUAL VIOLATORS	DIFFERENCE	STATISTICAL SIGNIFICANCE LEVEL
Paso Robles	55	62	+7	.01
Nelles	57	62	+5	.05
Fricot	61	55	-6	Not Significant
O. H. Close	57	56	-1	Not Significant
Karl Holton	46	43	-3	Not Significant
Preston	46	46	0	Not Significant
Y.T.S.	38	36	-2	Not Significant
Ben Lomond	38	30	-8	Not Significant
Mt. Bullion	37	32	-5	Not Significant
Pine Grove	38	30	-8	Not Significant
Washington Ridge	37	34	-3	Not Significant
Los Guilucos	37	48	+11	.01
Ventura	36	30	-6	.02

Source: Department of Youth Authority, Institutional Experience Summary: 1968 Parole Releases, State of California (Sacramento, January 1971), pp. 22-25.

discussed. These were the Fremont, Marshall, and Ventura experiments. In addition, the Community Treatment Program was described which eliminates any confinement after the reception center process.

Los Angeles and San Bernardino Counties have created short-term intensive treatment units which retain youths from a few weeks to 3 or 4 months. The objective is to work intensively with each youth and his family on a crisis intervention basis. Youths are returned home as soon as sufficient stress has been alleviated. For example, Los Angeles County uses Conjoint Family therapy techniques in special crisis intervention units even at the intake point. This strategy makes it possible for many youths to return home instead of remaining in custody until court.

One of the most progressive trends, from the standpoint of eliminating around-the-clock confinement and allowing for unlimited creative potential, is the day care center concept developing at the county level. While such facilities are long overdue, support for them is rapidly gaining momentum. Currently, there are 3 in the San Francisco Bay Area (in Contra Costa and San Mateo Counties) and 7 in Southern California (3 in San Diego County and 4 in Los Angeles County). Several more are being planned in other jurisdictions. San Mateo County recently completed a five year study of its day care center, demonstrating impressive results in terms of both cost and effectiveness. The per capita cost is reported to be less than one-half of the cost for regular institutional care. It was also reported that 89% of the girls who had been in the program had not been in trouble serious enough to remove them from their homes in the period following release from the program. A major advantage of the day care type of program is its flexibility to adapt both to the specialized needs of clients and to the resources available in the community. For example, the GUIDE program in Concord teaches some basic courses in the "field" (e.g. girls are taken on trips to learn science or history); Los Angeles has some of its day care centers located at regular schools in the community while other centers operate their own structured classroom setting.

Differential programming. One of the most sophisticated and carefully developed classification systems in California is I-Level. Based on a theory of personality and interpersonal development, I-Level "provides a classification of offenders which can be reliably used and which has relevance to treatment planning, goal-setting and program organization".<sup>69</sup> Though it has some serious limitations,<sup>70</sup> including extensive demands on time and training, it is being widely used in the Youth Authority and a number of counties.

A major effort at differential programming is underway at the Youth Authority's Northern Youth Center in Stockton. Two adjacent institutions are employing two distinct strategies based on explicit treatment approaches. One, O. H. Close, is centering its entire treatment efforts around the psychodynamic principles of transactional analysis. The other, Karl Holton, has based its strategy on the principles of behavior modification or operant conditioning.<sup>71</sup> A detailed report on the first 4 years of operation, comparing the programs with each other and with the other Youth Authority programs, is due in March, 1972.

Creating normal social settings in institutions. One of the inherent handicaps of institutions is their creation of an atypical, if not unnatural, social setting, viz. a uni-sexual environment. While many residents need the controls of a structured institutional setting it is unrealistic to expect that resocialization can be achieved within an unnatural setting. Orange County has made important strides in providing a more realistic and natural environment in several of its facilities by making them co-educational. Staff feel that mixing boys and girls in a total living situation (excluding only "showering and sleeping") not only affords them a realistic perspective for problem resolution, but also provides a normal level of social control. Hence, contrived controls may be kept at a minimum.

Continuity between institution and community. While a number of institutions bring outside community resource people into the facility, the reverse procedure creates a more constructive tie with the community and makes better use of available resources. A noteworthy program is the Fricot college plan, in which selected youth are bussed daily to a local college campus for classes. This approach not only places the youth in a more normal situation, but also tends to promote greater acceptance of wards by the community through "rubbing shoulders with them".

The Santa Clara County Board of Education has initiated a unique program to provide a continuum of education services for those students removed from the community to county or State institutions. The program "actively involves the local school community in planning for the educational programs of these youths and to insure their acceptability back into the local school upon release from the institution".<sup>72</sup> A Liaison Coordinator works with the schools, the institutional staff, the youth himself, and other interested parties in an effort to continually update the youth's educational program wherever he is. The philosophy of the project is expressed by its coordinator:

"These CYA kids don't belong to the State. They are ours. They belong to our community. If we can't help them, who can?"<sup>73</sup>

The Las Palmas school for girls, in Los Angeles, has effectively shortened the treatment phases which take place in the institution and extended them into an appropriate community setting. Rather than waiting until the girls have gone through the total regimen, the staff releases each girl "as soon as it is reasonably possible to risk her leaving the institution".<sup>74</sup> The program includes intensive aftercare service, which diminishes as the girls develop strength of their own. While the overall period of supervision is not necessarily shortened, the time spent in the institution is reduced by an estimated 35%.

## V. SUMMARY

This chapter has discussed the current system of local and State institutions in California. As a result of the survey conducted by the Task Force

on Juvenile Institutions, as well as its review of relevant literature, a number of generalizations can be made about juvenile institutions in California. First, the large number of local institutions that have developed over the last fifteen years are in large measure the result of legislation authorizing the State to establish a partnership with counties. A major link in this partnership has been in the form of State subsidies for the construction and maintenance of local institutions. The chapter has shown that local institutions have a distinct advantage over State institutions in terms of size, geographic location, quality of staff, and per capita costs. However, State subsidies have not kept abreast of rising construction and maintenance costs and as a result many local officials believe that the State has broken its agreement in the partnership.

Second, juvenile institutional populations have declined in numbers especially since 1965. At the same time they have become increasingly "concentrated", receiving older, more sophisticated and "hard-core" youths. The changing composition of the institution population is the source of considerable anxiety among staff members, particularly at the State level. The keenly felt need for advancing existing programs and establishing new ones is frustrated by the knowledge of shrinking State funds. This problem is exacerbated by the fact that classification systems are virtually unknown and non-existent in the local institutions. On the State level, classification is not of any great value because of an unfortunate lack of coordination between the Youth Authority's reception centers and its institutions.

Third, while the recidivism rate is generally high among youth released from juvenile institutions, it does not necessarily mean that institutions are completely failing in their efforts. Indeed, in light of the changes in the types of youth currently placed in institutions, the recidivism rates are not unreasonably high.

Finally, promising trends have emerged in the form of shortening the length of stay without significantly affecting recidivism, and in the establishment of innovative community-based treatment programs. However, Gibbons' recent comments about traditional training schools should be kept in mind by correctional decision-makers:

"Available data point to the benign impact of the institution, rather than to any directly harmful consequences upon delinquents. In short, the training school appears to be a satisfactory warehouse for the temporary storage of delinquents if the community demands that they be isolated for some time period, but it ought not be supposed that the institution is a positive influence."<sup>75</sup> (emphasis added).

FOOTNOTES

<sup>1</sup>California Welfare and Institutions Code, Section 1700.

<sup>2</sup>Ibid., Section 881.

<sup>3</sup>Ibid., Section 1730.

<sup>4</sup>David Fogel, "Institutional Strategies in Dealing with Youthful Offenders", Federal Probation, Vol. 31 (June, 1967), p. 41.

<sup>5</sup>Department of Youth Authority, Annual Statistical Report: 1969, State of California (Sacramento, 1970), p. 5.

<sup>6</sup>Report of the Governor's Special Study Commission on Juvenile Justice, Part II (Sacramento, November 30, 1960), p. 41.

<sup>7</sup>David Fogel, "The Fate of the Rehabilitative Ideal in California Youth Authority Dispositions", Crime and Delinquency, Vol. 15, No. 4 (October, 1969), p. 484.

<sup>8</sup>Ibid.

<sup>9</sup>State of California (Sacramento, September 1969), p. 7. (Note: this is an internal, unpublished document that is not available for distribution).

<sup>10</sup>Don Gibbons, Society, Crime, and Criminal Careers (Englewood Cliffs: Prentice-Hall, 1968), p. 479.

<sup>11</sup>Ibid., p. 482.

<sup>12</sup>California Welfare and Institutions Code, Sections 889-890.

<sup>13</sup>President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Corrections (Washington: U.S. Government Printing Office, 1967), p. 212.

<sup>14</sup>Ibid.

<sup>15</sup>Department of Youth Authority, Characteristics of California Youth Authority Wards: December 31, 1970, State of California (Sacramento, 1971), p. 17.

<sup>16</sup>Relevant legislation is contained in Sections 1850-61 of the Welfare and Institutions Code. A detailed description of this facility may be found in: Institute for the Study of Crime and Delinquency, Youth Correctional Centers (Sacramento, February 1969).

<sup>17</sup>President's Commission on Law Enforcement and Administration of Justice, op. cit., p. 68.

Footnotes

<sup>18</sup>Division of Community Services, "Average Length of Stay, Cost, and Bed Capacity of County Operated Juvenile Homes, Ranches, and Camps", Department of Youth Authority, State of California (Sacramento, March 1971). (Mimeographed.)

<sup>19</sup>Joachim Seckel, The Fremont Experiment, Research Report No. 50, Department of Youth Authority, State of California (Sacramento, January 1967), p. i.

<sup>20</sup>Doug Knight, The Marshall Program, Part I, Research Report No. 56, Department of Youth Authority, State of California (Sacramento, March 1969), p. x.

<sup>21</sup>Ibid.

<sup>22</sup>Doug Knight, The Marshall Program, Part II, Research Report No. 59, Department of Youth Authority, State of California (Sacramento, August 1970), p. 49.

<sup>23</sup>Ibid. p. 52.

<sup>24</sup>Chester Roberts, "An Interim Review of the Ventura Intensive Treatment Program for Girls", Department of Youth Authority, State of California (Sacramento, December 1970), p. 5. (Mimeographed.)

<sup>25</sup>Ibid., p. 6.

<sup>26</sup>Marguerite Warren, The Case for Differential Treatment of Delinquents, Department of Youth Authority, State of California (Sacramento, January 1969), p. 5.

<sup>27</sup>Department of Youth Authority, The Status of Current Research in the CYA: July, 1970, State of California (Sacramento, 1970), p. 4.

<sup>28</sup>For example see: Fritz Redl and David Wineman, Children Who Hate (New York: Collier Books, 1951); Howard Polsky, Cottage Six (New York: John Wiley and Sons, 1962); H. Ashley Weeks, Youthful Offenders at Highfields (Ann Arbor: University of Michigan Press, 1958); Lamar Empey and Jerome Rabow, "The Provo Experiment in Delinquency Rehabilitation", American Sociological Review, XXVI (October 1961), pp. 679-695.

<sup>29</sup>President's Commission on Law Enforcement and Administration of Justice, op. cit., p. 147.

<sup>30</sup>Ibid.

<sup>31</sup>Ibid.

Footnotes

<sup>32</sup>See, for example, all the references in Footnote 28. Also see: Carl Jesness, The Fricot Ranch Study, Department of Youth Authority, State of California (Sacramento, October 1965); Rudolf Moos, "The Assessment of the Social Climates of Correctional Institutions", Journal of Research in Crime and Delinquency, Vol. 5, pp. 174-188; William and Joan McCord, "Two Approaches to the Cure of Delinquents", in The Problem of Delinquency, Sheldon Glueck (ed.) (Boston: Houghton Mifflin, 1959), pp. 721-737; David Street, Robert Vinter, and Charles Perrow, Organization for Treatment: A Comparative Study of Institutions for Delinquents (New York: The Free Press, 1966).

<sup>33</sup>Doug Knight, The Impact of Living-unit Size in Youth Training Schools, Department of Youth Authority, State of California (Sacramento, April 1971).

<sup>34</sup>Ibid., p. v.

<sup>35</sup>Ibid., p. 37.

<sup>36</sup>See, for example: Polsky, op. cit., pp. 16-20; Empey and Rabow, op. cit.; H. Ashley Weeks, "The Highfields Project and Its Success", in The Sociology of Punishment and Correction, Norman Johnston, Leonard Savitz, and Marvin Wolfgang (eds.) (New York: John Wiley and Sons, 1962), pp. 203-204.

<sup>37</sup>Carl Jesness, "Comparative Effectiveness of Two Institutional Programs for Delinquents", Child Care Quarterly (in press. 1971).

<sup>38</sup>President's Commission on Law Enforcement and Administration of Justice, op. cit., p. 147.

<sup>39</sup>Ibid., p. 148.

<sup>40</sup>Department of Youth Authority, The Disturbed and Intractable Wards, op. cit., p. 6.

<sup>41</sup>Department of Youth Authority, Some Statistical Facts on the California Youth Authority, State of California (Sacramento, January 1970), p. 27.

<sup>42</sup>Department of Youth Authority, Standards for Juvenile Homes, Ranches, and Camps, State of California (Sacramento, 1965), p. 12.

<sup>43</sup>(Washington: U.S. Government Printing Office, 1967), pp. 145-147, 212.

<sup>44</sup>(Washington, December 1969), pp. 62-66.

<sup>45</sup>State of California (Sacramento, September 1965), pp. 16-17.

<sup>46</sup>(Arcadia, 1965), pp. 9-14.

## Footnotes

<sup>47</sup>Department of Youth Authority, Characteristics of CYA Wards: December 31, 1970, op. cit., p. 17.

<sup>48</sup>Functional specialists consisted almost entirely of teachers, caseworkers, and psychologists.

See: Joint Commission on Correctional Manpower and Training, Offenders as a Correctional Manpower Resource (College Park: American Correctional Association, reprinted October 1970), esp. Appendix A.

<sup>50</sup>Ibid.; President's Commission on Law Enforcement and Administration of Justice, op. cit., pp. 102-104.

<sup>51</sup>President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington: U.S. Government Printing Office, February 1967), p. 168.

<sup>52</sup>Task Force Report: Corrections, loc. cit.

<sup>53</sup>For example: Joint Commission on Correctional Manpower and Training, Volunteers Look at Corrections (Washington, February 1969); President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Corrections, op. cit., p. 104; Paul Zelhart and Jack Plummer (eds.), Institute on Research with Volunteers in Juvenile Delinquency (University of Arkansas, May 1970); U.S. Department of Health, Education, and Welfare, Using Volunteers in Court Settings (Washington, 1969); U.S. Department of Health, Education, and Welfare, Volunteer Programs in Courts (Washington, 1969); June Morrison, The Use of Volunteers in Juvenile Courts in the United States: A Survey (University of Arizona, February 1970).

<sup>54</sup>California Task Force on Correctional Manpower and Training, Mobilizing Correctional Manpower (Sacramento, September 1968); Department of Youth Authority, Training for Tomorrow, State of California (Sacramento, July 1970).

<sup>55</sup>California Welfare and Institutions Code, Sections 887 and 891.

<sup>56</sup>Community Services Division, loc. cit.

<sup>57</sup>CYA Budget Analysis, 1970-71.

<sup>58</sup>Research Division, "Estimating Career Costs of Youth Authority Wards", Department of Youth Authority, State of California (Sacramento, February 1970). (Mimeographed).

<sup>59</sup>President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Corrections, op. cit., p. 13.

<sup>60</sup>Ibid.

## Footnotes

<sup>61</sup>Final Report of the Joint Commission on Correctional Manpower and Training, A Time to Act (Washington: U.S. Government Printing Office, October 1969), p. 38.

<sup>62</sup>President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Corrections, op. cit., pp. 13-14.

<sup>63</sup>Bureau of Criminal Statistics, California Juvenile Camps and Recidivism, State of California (Sacramento, May 1969).

<sup>64</sup>Ibid., p. 22.

<sup>65</sup>Department of Youth Authority, Annual Statistical Report: 1969, op. cit., p. 30.

<sup>66</sup>"Follow-up of Youth Authority Wards from Admission to Discharge", Department of Youth Authority, State of California (Sacramento, January 1970). (Mimeographed.)

<sup>67</sup>Carolyn Jamison, Bertram Johnson, and Evelyn Guttman, An Analysis of Post-Discharge Criminal Behavior, Research Report No. 49, Department of Youth Authority, State of California (Sacramento, November 1966), p. 12.

<sup>68</sup>Ibid.

<sup>69</sup>Marguerite Warren, op. cit., p. 16.

<sup>70</sup>Don C. Gibbons, "Differential Treatment of Delinquents and Inter-Personal Maturity Levels Theory: A Critique", The Social Service Review, Vol. 44 (March, 1970), pp. 22-33.

<sup>71</sup>See: Carl Jesness, "The Youth Center Research Project", (American Justice Institute, December 1970). (Mimeographed.)

<sup>72</sup>Richard Bowers, Memorandum to Dr. Glen Hoffman, Santa Clara County Superintendent of Schools, December 16, 1969.

<sup>73</sup>Sam Hanson, "Locked-up Students Receive Credit for a School Diploma", news articles in The Mercury, San Jose, March 30, 1970.

<sup>74</sup>Los Angeles County Probation Department, "Las Palmas Treatment Program", Los Angeles, June 25, 1965). (Mimeographed.)

<sup>75</sup>Don C. Gibbons, Delinquent Behavior (Englewood Cliffs: Prentice-Hall, Inc., 1970), pp. 260-261.

## CHAPTER V

### PREVAILING ISSUES AND RECOMMENDATIONS

With the current state of the juvenile institutions system having been examined, this chapter will underscore the major issues affecting the system and will offer specific recommendations for its improvement. The primary guidelines for this discussion and recommendations are the juvenile institutions "model" discussed in Chapter III and the survey findings discussed in Chapter IV. While many additional recommendations or implications for action should be apparent from simply reading those two chapters, this chapter will highlight only those issues and recommendations that would appear to have the greatest impact on changing systems. All of the recommendations are predicated on the principal philosophy and thrust of the entire Correctional System Study, viz. the critical partnership of State and counties, with the counties having the primary responsibility for the delivery of services, and the State having the primary overall and enabling responsibility for the correctional system.

In reviewing the recommendations, two factors should be kept in mind. First, it should not be assumed that they have not as yet been implemented anywhere in the system. In fact, some jurisdictions or institutions have already made considerable progress in resolving some of the critical issues discussed. The efforts of these jurisdictions could well be the source for some of the recommendations made here. Secondly, any references to "the Youth Authority" or simply "the State" (but not "the State of California") should be interpreted as applying to the Youth Authority now, but to the new State Department of Correctional Services recommended in the System Task Force Report, if such Department is created.

Finally, the first recommendation, not listed below because it is outside the scope of the present study, is that a careful study be made of the entire intake process with special emphasis on redefining what constitutes delinquency and suggesting mechanisms for diverting youths from the correctional apparatus at all points in the system but particularly from institutions.

#### I. CREDIBILITY GAP BETWEEN STATE AND COUNTIES

One of the clearest and strongest "messages" received by the Juvenile Institution Task Force throughout its study was the credibility gap that currently exists between the State of California and the individual counties. While elements of this gap have existed for many years, the level of distrust and antagonism that currently exists far exceeds that which is normally found in State-county relationships. Essentially, county authorities allege that the State does not keep its word. They cite the original camp subsidy (of \$95 per month and \$3,000 per bed for construction) as evidence of situations where the counties developed programs at the urging of the State, only to end up paying for an increasingly larger share of the costs. Local authorities also cite the welfare programs, the amendments to mental health statutes, and the probation subsidy as further evidence that the State cannot be trusted.

It is apparent that the expression of distrust is more than simply the voices of a few malcontents. It is now the strong, hostile view of most, if not all, counties.

Although numerous county officials attack, with considerable vehemence and bitterness, what they perceive as the State's leading them into financial quicksand and then deserting them, many of these same individuals also stress their need for and receptivity to a wide range of special services or guidance from the State. For example, they would like the State to play an even stronger role in carrying out or coordinating training, research, standard-setting, inspections, general consultation, and other similar activities. This feeling is common not only among correctional administrators but also among other key officials. For example, 95% of all presiding superior court judges, chairmen of boards of supervisors, and county administrative officers who were interviewed felt that the State should actively "augment local or regional correctional facilities/programs". This suggests that, while the counties do not trust the State's financial pledges or promises, they have experienced many beneficial services, notably from the Youth Authority, and continue to look to the State for additional specialized assistance and leadership.

The first and most important formal recommendation of the Juvenile Institution Task Force is based on the problems mentioned above, the virtually unanimous sentiment of interviewed correctional experts, and the first two general standards of the President's Commission on Law Enforcement and Administration of Justice which are:

1. "Though parts of the correctional system may be operated by local jurisdictions, the State government should be responsible for the quality of all correctional systems and programs within the State.
2. "If local jurisdictions operate parts of the correctional program, the State should clearly designate a parent agency responsible for consultation, standard setting, research, training, and financing of or subsidy to local programs."

#### Recommendation

1. *The State of California should enact legislation clearly spelling out its role and binding commitment to acceptance of the primary overall and enabling responsibility for corrections throughout the State, with the counties having the primary responsibility for the delivery of correctional services.*

## II. SUBSIDY

Flowing directly from the above discussion, it is obvious that the State of California must make a vital decision. Either it can continue with

the unsatisfactory status quo, thus engendering increased hostility and distrust at the local level, and seriously jeopardizing the overall effectiveness of the county juvenile facilities, or it can renew its financial commitment to the counties, as clearly implied in Sections 887 and 891 of the Welfare and Institutions Code.

The State still pays only \$95 per month per institutionalized ward and \$3,000 per bed for new construction, representing approximately 17% and 25%, respectively, of actual costs. This obviously falls far behind the legislative intent in 1957, when these amounts were set, of paying up to 50% of actual costs. Additionally, as the System Task Force Report discusses in greater detail, the State will have saved an estimated \$126,000,000 between fiscal years 1966 and 1971<sup>2</sup> by a reduction in the number of institutional commitments. This reduction must in large measure be attributed to the camp and particularly probation subsidy programs. By contrast, the State will pay the counties approximately \$3,000,000 in maintenance subsidies and \$600,000 in construction costs for local juvenile facilities during fiscal 1971-72<sup>3</sup>, (plus \$15,900,000 in probation subsidies).

Because of the large amount of Federal L.E.A.A. funds available for California corrections through the California Council on Criminal Justice, it is imperative that these funds be channelled into the correctional system in a manner that will best assist local communities in the delivery of correctional services. Forty-one million dollars in Federal funding is earmarked for California criminal justice agencies in 1971-72. Any portion of this sum can be allocated to corrections plus an additional \$4,000,000 that is totally committed to the field. Furthermore, it is expected that these amounts will be substantially increased in the future. Hence, the third recommendation below is made in relation to the issue of subsidy.

#### Recommendations

2. *The State of California should subsidize county camps, ranches, schools, and homes in accord with the overall subsidy program specified in the System Task Force Report. Essentially, that Report recommends subsidization for actual costs of maintenance and operation according to the following ratios:*

- a. *75/25--Probation field services, including day care programs. This means that the State would pay 75% of the costs and the counties 25%.*
- b. *60/40--"Open" institutions (facilities where youths reside but from which they have regular access to the community, e.g. group homes or facilities which send youths to school in the community).*
- c. *40/60--"Closed", but community-based and short-term institutions (i.e. youths normally reside in them 24 hours a day, but they are located in the community, have a high degree of interaction with the community, and limit length of stay to 6 months or less).*

- d. 25/75--Other "closed" institutions (i.e. those which commit youths for more than 6 months, or which are not located reasonably close to the communities from which the youths are drawn).

This subvention presumes an obligation on the part of the counties of adherence to State standards.

3. On the other hand, assuming that the above recommendation is implemented, the counties should pay 75% of the actual cost for any youths committed to the State.

4. The California Council on Criminal Justice should provide whatever funds are available to help the counties develop those juvenile institutional programs that are most critically needed and which are consistent with the principles and standards set forth in Chapter III.

### III. CLASSIFICATION AND DIAGNOSIS

As the counties continue to handle a greater proportion of youths requiring institutionalization, they will have increasing need for sophisticated classification and diagnostic devices. At the State level, the major problems are time delays in receiving materials from the counties, the limited and/or slanted nature of the reports that are received, the questionable value of the reception centers, and the unnecessary role of the Youth Authority Board in case assignments and transfers. As counties assume the central role in the corrections process, the problems relating to time delays and the content of reports should be largely resolved.

The majority of Youth Authority staff interviewed seriously questioned the need for the existing reception centers, at least for most youths. Problems cited were (1) the lack of first hand knowledge by reception center staff about the programs in specific institutions for which they were recommending youth, (2) reports that primarily described youths rather than outlining treatment programs, (3) the necessity of duplicating some of the classification-diagnosis process in the regular institutions, and (4) the fact that reception center reports were rarely, if ever, read by many of the institutional staff. In defense of the reception centers, it might be pointed out that they have the ability of diagnosing particularly difficult cases.

The involvement of the Youth Authority Board in the assignment and transfer of wards to specific institutions was the subject of great concern and frequent staff criticism. Probably the most frequent complaint was that the Board made its placement decisions on gross factors, such as age and sex, rather than on individual treatment and program needs. It would appear that high-salaried individuals are not needed to make decisions that clinical treatment staff are in a better position to make.

### Recommendations

5. No youths should be sent to the Youth Authority reception centers unless it is absolutely necessary to resolve a specific problem of classification or diagnosis that can not be handled in any other way. All normal classification and diagnostic responsibilities should be delegated to the individual State institutions or should be performed at the county level via contracts before delivery of a youth to the CYA.

6. The Youth Authority Board should be relieved of the responsibility for making institutional assignments or transfers. These duties should be assigned to the CYA Intake Unit or other Youth Authority staff.

7. The Youth Authority should consider modifying its reception centers to provide one or more of the following:

- a. "back-up" facilities of a medical-psychiatric nature for short-term treatment of emotionally disturbed youths,
- b. model Youth Correctional Centers,<sup>4</sup>
- c. small specialized units for the diagnosis and study of those youths for whom these services cannot be adequately performed elsewhere,
- d. travelling clinical teams to provide classification and diagnostic services for the other Youth Authority institutions and, on a contractual basis, for the counties.

8. The Youth Authority should more aggressively reject cases, or at least notify the committing court, when commitment does not seem necessary or where the CYA does not have appropriate programs (e.g. youths who belong in a mental health facility or program).

## IV. PROGRAM GAPS

### Emotionally Disturbed Youth and Drug Users

Probably the most serious gaps in programs and facilities, at both the State and county levels, are those required for emotionally disturbed youths or for chronic drug users. Since recent amendments to the State's mental health statutes, mental hygiene facilities in California have been greatly reduced. However, for reasons not entirely clear, local communities have been unable to develop programs to fill the void. As mentioned in Chapter III, both State and county officials reported that they were receiving increasing numbers of mentally and/or emotionally disturbed youths and were totally unprepared to deal with this growing problem within the correctional system. Many drug users closely resemble the above types of youths and pose the same types of problems. One could argue whether it was emotional

disturbance or drug use that came first, i.e. whether one was more likely to lead to the other. However, the simple fact is that many youths exhibit both types of behavior and adequate programs for both are grossly lacking throughout the State.

### Young Adults

A group for which there are extremely few programs, particularly at the county level, is the group which traditionally has the highest crime rate, viz. young adults (roughly ages 18-25). The most commonly used facilities for young adults deemed to require confinement have been the county jails, which have traditionally been considered to be at the bottom of the "correctional barrel". Although there is existing legislation pledging State subsidization of Youth Correctional Centers,<sup>5</sup> no county has yet established one. Some local officials reported that this situation was in large measure due to the fact that citizens objected to the establishment of such facilities in their neighborhoods. Ironically, the youths that would be placed in these centers are already residents of the same neighborhoods. An additional problem, however, is that no State funds have actually been appropriated for these centers as yet.

### Girls

Historically, there has always been a dearth of adequate facilities for girls, although one could argue that extremely few girls should be confined anyway. However, the lack of any type of local institution for delinquent girls in many small and medium-sized counties has too often led to their commitment to the Youth Authority. Here they have been confined with much more sophisticated delinquents from the large metropolitan areas. The Youth Authority is aware of this fact and has committed itself to the goal of diverting girls from its institutions whenever possible.

While very few jurisdictions have experimented with co-educational facilities, administrators of such facilities speak very highly of their value as a behavioral control program, as a means for counteracting homosexual tendencies, and as an effective means for establishing a more normal type of environment. It is generally suggested that staff, as well as wards, be "co-ed".

### Educational and Vocational Programs

Institutions by their very nature tend to be conservative, cautious, slow to change, isolated, and committed to "running a smooth ship". Programs are usually developed around the needs and limitations of the institution. This situation occurs partly because of the control-orientation of these facilities and in large part because such programs generally evolve after the institution is constructed, rather than forming the basis upon which the institution is built. In brief, programs are forced to fit institutions, instead of institutions being constructed to fit programs.

The more progressive facilities have traditionally attempted to develop their own educational and/or vocational programs within the institution. While there are some noteworthy exceptions, even these facilities frequently have "watered-down" school programs and vocational training to the point where they are of little value to youths after they are released. Furthermore, even the best of these programs tend to be duplications--often poor ones--of programs already existing in the community.

Some local administrators complained of problems with outside school personnel and would prefer to hire their own educators in order to better integrate educational services into their overall program.

The direction of the future appears to be exemplified by the Fricot College Program, in which youths are taken to outside college courses, as well as by some county day care centers which operate at regular schools. Such innovations offer a far more normal and better quality of program, reduce the isolation characteristic of institutions, and suggest a far more effective use of community resources.

#### Recommendations

9. *Each county should make available (either directly or by contract):*
  - a. *A range of alternatives to institutionalization for every type of youth that can be satisfactorily supervised outside of institutions.*
  - b. *A range of community-based, short-term facilities for those youth who need some type of confinement, with particular emphasis on proper facilities and programs for:*
    - i. *emotionally disturbed youth*
    - ii. *Drug users*
    - iii. *girls*
    - iv. *young adults*
10. *The Youth Authority should place greater emphasis on developing, within their present institutions, small specialized units for different types of youths, particularly those mentioned in the preceding recommendation.*
11. *Whenever possible, State and county facilities should be co-educational.*
12. *Both the State and counties should develop more educational and vocational programs in which youths are sent into the community for training in existing programs.*

13. No new facility should be constructed without a State-approved plan for a specific, detailed program based on clearly stated objectives. The State should play a more active role in assisting the counties to develop such plans.

14. Permissive legislation should be enacted allowing both the State and counties to contract with one another or with non-correctional agencies or individuals to provide any type of assistance in operating institutional programs.

## V. RELEASE AND AFTERCARE

Two important factors stand out with regard to the relationship of institutions and aftercare services. First, institutions are undesirable places to commit anyone, particularly youth. Their inherently negative characteristics and handicaps are seldom offset, let alone surpassed, by even the best programs or the most dedicated staffs. In brief, there is little evidence which demonstrates that institutions accomplish anything beyond greater protection of the community for the period of time that youths are confined. There certainly is no evidence to support the long-range value of lengthy incarceration. However, there is a growing accumulation of data which suggests that many, if not most, youths do just as well in the community if they are released within a short period of time than if they are retained for many months. Noteworthy examples of this are the Youth Authority's Marshall and Ventura programs and Los Angeles County's short-term treatment centers. Hence, the burden of proof should always be on the system to justify both initial and continued confinement.

Secondly, the most vulnerable point in the correctional continuum is the transition between institution and aftercare. The President's Commission on Law Enforcement and Administration of Justice puts it well:

"The test of success of institutional corrections programs comes when offenders are released to the community. Whatever rehabilitation they have received, whatever deterrent effect their experience with incarceration has had, must upon release withstand the difficulties of readjustment to life in society and reintegration into employment, family, school, and the rest of community life. This is the time when most of the problems from which offenders were temporarily removed must be faced again and new problems arising from their status as ex-offenders must be confronted."<sup>6</sup>

It is no coincidence that, on a national basis, "Violations on parole tend to occur relatively soon after release from an institution, nearly half of them in the first 6 months after offenders are released, and over 60% within the first year".<sup>7</sup> Hence, the importance of maintaining constructive ties with

the community during confinement and of maximizing correctional resources at the crucial transition point is obvious.

A related issue is how to best integrate institutional and aftercare services. The Youth Authority has a very serious problem in this regard due to the almost insurmountable geographic barriers between most of its facilities and the communities of its clientele. The counties are better able to maintain physical ties between youths, their homes, institutional workers, and aftercare officers. The most fruitful plan would appear to be the creation of community-based, intensive supervision units with staff assigned to "in-and-out" caseloads, i.e. probation officers would begin working with youths and their families from the time they were committed. By having these officers under field services administration, they would be more familiar with community resources, in a better position to work with families, and would be able to assist youths on a full-time basis at the critical point of release. In addition these officers would be less likely to have an "institutional mentality" (e.g. "We could accomplish much more with this youth if we can only keep him here longer" or "If you mess up out there, you're coming right back in here"). There should also be sufficient flexibility for a worker who supervised a youth before commitment to continue working with him in the institution, as well as after release, if his relationship with the youth makes this appropriate.

Finally, due to the extra travel time that is often involved and the need for intensive services for most of these youths, aftercare staff must have greatly reduced caseloads to be effective.

#### Recommendations

15. All youth should be released from any non-voluntary institutional program within six months, unless the institutional staff can demonstrate that society will receive substantially better protection in the long-run by retaining the youth. Any extension beyond six months must be carefully reviewed at least every two months by the paroling authority or the court.

16. At both the State and county levels, greater use should be made of short-term (1 to 3 months) intensive institutional programs, followed by intensive aftercare supervision as required.

17. Unless the protection of society is substantially threatened, every institution (including the program for each youth) should be "open". Appropriate family members and other persons from the community should be encouraged to come into the institution and the youths should be allowed to go into the community for appropriate activities. Youth should never completely leave the community except when it is absolutely necessary.

18. Parole or probation officers should be assigned when a youth is committed, rather than when he is released. From the time of commitment, these officers should work with the youth and his family with the aim of preparing them for the youth's release.

19. Aftercare officers (probation and parole) should be assigned to a community-based unit rather than to an institution and should carry "in-and-out" caseloads of no more than 25 youths.

20. If CYA and CDC are consolidated into a new State Department of Correctional Services, all State institutional and parole services, juvenile and adult, should be in one division, so as to provide for a continuity of services (see System Task Force Report for more details).

## VI. FACILITIES

The future direction for construction of new juvenile facilities is clearly toward building or modifying institutions at the local level while at the same time closing Youth Authority institutions. Of course, this trend depends on the State's willingness to substantially increase its subsidization of local correctional programs and facilities, so that local communities can continue to carry a greater share of the responsibility for delivering services to young offenders. Obviously, the State should first close those institutions that most seriously violate acceptable correctional standards. Thus, the largest institutions, those having living units that cannot easily be converted to accommodate a reduced population, those that are geographically most isolated, and those that are least conducive to effective programs should be the first institutions to be closed. While it may be difficult to determine which institutions best fit the above criteria, one facility which seems to suffer from a plethora of handicaps is Paso Robles School for Boys. It is geographically isolated; it is one of the most expensive to operate; and is one of the least effective of the Youth Authority institutions (see Table XV).

Two other factors should be taken into account when considering the closure of State institutions. First, institutions, or parts of institutions, can be closed much more rapidly if the length of stay is reduced in accord with the evidence supplied by the Marshall and Ventura projects. As pointed out earlier, these projects show that most youths do at least as well on parole after 3 months in the institution as after longer periods of confinement. Secondly, as commitments decline further, it might be better to reduce the total population and living unit populations to reasonable standards rather than immediately closing those facilities that are otherwise well-suited to the correctional task. In fact, this may be the optimum time for the Youth Authority to improve its staffing ratios and living unit size as a "trade-off" cost to fewer commitments and/or shortened stays.

At the county level, the development in the past few years of short-term, community-based facilities such as day care centers, crisis intervention units, group homes, etc. is seen as a positive direction to pursue. A concept worth further exploration is the flexible complex (provided it does not exceed 100 beds) with "modules" or small specialized treatment units that may be altered as needs change.

### Recommendations

21. No new facility (or modifications of existing ones) should be built, at either the State or county level, unless:

- a. The total capacity does not exceed 100 and the living unit capacities do not exceed 20.
- b. The facility is close enough to a major community (whenever possible, the community from which the youths are committed) to allow reasonably convenient two-way access.

There should be no construction of new State institutions for at least the next decade, although modification of existing State facilities might be in order.

22. Legislation should be enacted authorizing the State to establish mandatory minimum standards for all juvenile institutions. Failure to adhere to these standards, at either the State or county level, should result in the closure of such institutions.

## VII. STAFF

The major staffing problems center around inadequate ratios of line workers and treatment staff to wards. Although this is primarily a budget issue, corrections has failed to demonstrate adequately the long-range value of better staffing patterns. Evidence based on sound research might be necessary before an already overwhelmed tax-payer will authorize more funds.

Volunteers and para-professionals are being used increasingly, but are still being resisted by many professional staff. Failure or mediocrity among such individuals often occurs when they are treated as "second class" staff, who are "tacked on" to show how "progressive" an agency is or to bolster its minority group representation. The unique qualifications and utility of these persons as supplements to, rather than supplanters of, regular staff should be stressed. Like any other staff, volunteers and para-professionals must feel that they are part of a team effort, and that they are making a worthwhile contribution. Furthermore, if correctional agencies are unwilling to hire and accept ex-offenders as employees, how can corrections expect other agencies to do so?

Relevant, individualized, ongoing training is a resource that is chronically inadequate for institutional staff. When training is available, institution staff tend to receive the least amount of it. Considerably larger budget allocations need to be set aside for institutional training costs. Of particular importance is the proper training of first line supervisors, so that they can better fulfill their responsibility of providing the bulk of on-the-job training. To maximize use of available training resources, the State needs to play a much more aggressive role in assuring that adequate training is provided both within its own institutions and local facilities as well.

Finally, correctional systems need to regularly re-evaluate their procedures for hiring, assigning, promoting, and allowing inter-agency transfer of staff. All of these issues are sources of frequent complaints and at times result in the breakdown of staff morale.

#### Recommendations

23. The numbers, qualifications, and training of staff should be brought up to the standards outlined in Chapter II.

24. Correctional staff should actively recruit, train, and supervise volunteers and para-professionals, including ex-offenders, for institutional programs.

25. The State should develop a training network of State and county trainers, similar to the CO-ACT model,<sup>8</sup> to provide or coordinate necessary training for all institutional staff. This should be done without cost to the counties. Any extensive training provided by the State could be made available on a contractual basis.

26. Correctional personnel should be allowed to transfer between field and institutional assignments, and between various State and county correctional agencies, without loss of rank and other benefits, provided they meet the appropriate requirements. A state-wide certification procedure, that would assure minimum staff standards, should be explored.

### VIII. PUBLIC INVOLVEMENT

The value and need for the fullest possible public support and involvement is so obvious that it is not necessary to discuss it here. However, some specific areas in which the public is traditionally not sufficiently involved are mentioned in the following recommendation.

#### Recommendation

27. Active efforts should be made by institutional staff to involve the public on at least three levels:

- a. General public education and public relations.
- b. As a source of direct aid, e.g. financially and as volunteers.
- c. In an advisory capacity.

## IX. RESEARCH AND EVALUATION

The major issues related to the above are the lack of commitment to research and evaluation, the isolation of most existing research and evaluative activities, and the inadequate reporting and coordination of such activities on a statewide basis.

As mentioned in the last chapter, counties are struggling to maintain even adequate statistical records and only rarely experiment with "action-research". Even the Youth Authority, which no doubt is the most progressive correctional agency in the nation in the field of research, allocates only 1% of its budget to this area. However, the lack of full commitment is often not only at the budgetary level, but also in following through on the research results. Sometimes programs of questionable value are perpetuated indefinitely under the guise that "research results are not clear enough" or that "statistics can be manipulated to show anything". For example, youths are frequently kept in institutions much longer than necessary, in spite of considerable evidence that shows no better long-range results.<sup>9</sup>

Secondly, to the extent research and evaluation are used, they tend to occur in isolation, i.e. the staff being "researched" are not normally involved in the research process itself. To maximize commitment to findings, administrators, research staff, and line personnel should all participate in the planning and evaluation process.

Thirdly, for the State as a whole to move forward progressively, it is essential that some group coordinate and report all significant research results, wherever they occur, so that all agencies and all parts of the system can operate with the same up-to-date information.

### Recommendations

28. Every institutional program should be evaluated continuously in order to determine whether or not each is achieving its stated objectives. Failure to accomplish these objectives, provided reasonably adequate resources are available, should result in modification or elimination of the program.

29. County agencies, as well as the State, should substantially increase their commitment to evaluation and research both philosophically and by allocating significantly greater resources for this function.

30. Research activities should be team efforts (involving administrators, line workers, and research staff) and should concentrate on determining and disseminating information about what does and does not assist in accomplishing the goals of corrections.

31. The State and counties should enter into a collaborative effort of program research and evaluation. The State should play the primary role in planning, carrying out, and disseminating the results of correctional research, with active participation and cooperation from the counties. Research assistance and information should be provided for the counties without charge, but counties should be able to contract with the State or outside sources for extensive, individual projects.

FOOTNOTES

<sup>1</sup>Task Force Report: Corrections (Washington: U.S. Government Printing Office, 1967), p. 206.

<sup>2</sup>Department of Youth Authority, "Fiscal Impact", State of California (Sacramento, approximately March 1971). (Mimeographed.)

<sup>3</sup>Department of Finance, CYA Budget Analysis, 1971-72, State of California.

<sup>4</sup>See: Institute for the Study of Crime and Delinquency, Youth Correctional Centers (Sacramento, February 1969).

<sup>5</sup>California Welfare and Institutions Code, Sections 1850 to 1861.

<sup>6</sup>Task Force Report: Corrections, op. cit., p. 60.

<sup>7</sup>Ibid., p. 68.

<sup>8</sup>Department of Youth Authority, Training for Tomorrow, State of California (Sacramento, July 1970).

<sup>9</sup>See discussion in section "Research and Evaluation" in Chapter IV.

# APPENDIX A

## AVERAGE LENGTH OF STAY, COSTS, AND BED CAPACITY OF COUNTY OPERATED JUVENILE HOMES, RANCHES, AND CAMPS (based on most recent inspection report)

COUNTY	INSTITUTION	AVG. MONTHLY COST PER MINOR	BED CAPAC- ITY	AVG. LENGTH OF STAY (mos)
ALAMEDA	Chabot Boys' Camp	\$ 366	90	7.1
	Kings Daughter Group Home	575	8	7.7
	Las Vista Girls' Home	832	48	3.2
	Los Cerros Senior Boys' Camp	359	100	4.6
CONTRA COSTA	Contra Costa Byron Boys' Ranch	661	65	6.1
	Boys' Protected Workshop (new)		20	
	Girls' Day Treatment Center, Western	396	10	14.0
	Bollinger Canyon Youth Village	1120	24	10.0
	Girls' Center Martinez	1310	21	5.4
	Walnut Creek Group Home (new)		6	
DEL NORTE	Bar-O Ranch	287	34	7.4
FRESNO	Fresno Youth Center	481	60	3.3
KERN	Camp Erwin W. Owen	306	90	4.5
LOS ANGELES	Camp Afflerbaugh	457	94	6.4
	Camp Gonzales	614	95	3.9
	Camp Holton**	497	94	6.0
	Camp Kilpatrick	782	95	7.2
	Camp Mendenhall	614	94	5.8
	Camp Miller	426	97	5.8
	Camp Munz	500	94	7.1
	Camp Paige	496	94	6.2
	Camp Rockey	657	94	5.8
	Camp Scott	457	94	3.9
	Camp Scudder***	539	94	6.1
	Central Juvenile Hall-Boys' Rec. Center	653	42	.3
	Central Juvenile Hall-Boys' Res. Trt. Center	634	20*	1.3
	Central Juvenile Hall-Girls' Res. Trt. Center	638	20	1.2
	Community Day Center-Garden Gate School	366	20	8.1
	East LA Day Center-Ramona High	199	20	11.7
	Las Palmas School for Girls	1032	100	6.5
	Los Padrinos J.H.-Girls' Reception Center	607	22	1.5
	Los Padrinos J.H.-Residential Family Treatment (Boys and Girls)	657	40	1.1
	San Fernando Valley J.H.-Boys' Rec. Center	707	40	2.9
	San Fernando Valley J.H.-Boys' Residential Treatment Center	675	20	1.1

\* capacity increased to 40 as of 3/71

\*\* closed due to earthquake

\*\*\* temporarily used as a juvenile hall due to earthquake

# APPENDIX A (Continued)

COUNTY	INSTITUTION	AVG. MONTHLY COST PER MINOR	BED CAPAC- ITY	AVG. LENGTH OF STAY (mos)
L.A. (Cont)	San Fernando Valley J.H.-Girls' Residential Treatment Center	\$ 682	20	6.0
	San Fernando Valley Day Care Center (Boys)	329	20	9.0
	San Gabriel Valley Day Care Center (Boys)	330	20	8.8
	Camp Fenner Canyon (new)		100	
	Community Day Care Center-Betsy Ross School (new)		20	
MONTEREY	Natividad Boy's Ranch	601	40	6.5
ORANGE	Joplin Boys' Ranch	291	60	3.3
	David R. McMillan School (Coed) (Boys-40) (Girls-20)	772	60	6.1
	Family Guidance Program (Boys)	403	20	2.7
	Family Guidance Program (Girls)	403	20	3.0
	Youth Guidance Center (Boys-40) (Girls-60)	810	100	5.6
	Rancho Potrero	553	30	4.7
	Los Pinos Boys' Ranch (new)	370(4mo)	96	
RIVERSIDE	Twin Pines Ranch	462	70	7.5
SACRAMENTO	Carson Creek Boys' Ranch	345	82	5.1
SAN BENITO	San Benito School for Boys	325	19	5.9
S. BERNARDINO	Boys' Treatment Unit (Lightning Unit)	555	20	4.0
	Verdemont Ranch	546	65	5.8
	Girls' Treatment Center, J.H. (6 months)	586	20	1.8
SAN DIEGO	Las Colinas Girls' School	715	60	4.2
	Rancho Del Campo	445	100	3.6
SAN FRANCISCO	Hidden Valley	527	100	6.7
	Log Cabin Ranch	556	86	9.0
SAN MATEO	Glenwood Boys' Ranch	489	60	5.5
	Girls' Day Care Center	476	24	5.5
SANTA BARBARA- VENTURA	Los Prietos Boys' Camp	326	100	4.1
SANTA BARBARA	La Morada Girls' Home	598	21	9.1
SANTA CLARA	William F. James Boys' Ranch	474	80	7.1
	Santa Clara Boys' Ranch No. 2	484	80	7.1
	Muriel M. Wright Ranch for Girls	954	32	10.1

# APPENDIX A (Continued)

COUNTY	INSTITUTION	AVG. MONTHLY COST PER MINOR	BED CAPAC- ITY	AVG. LENGTH OF STAY (mos)
SONOMA	Sonoma Mobile Camp	\$ 362	17	5.0
TULARE	Robert K. Meyers Boys' Ranch	246	60	4.5
VENTURA	Frank A. Colston Girls' Home (new)	674	33	9.0
YOLO-SOLANO- COLUSA	Fouts Springs Boys' Ranch	449	43	4.0
STATEWIDE AVERAGE			54	5.6

TOTAL NUMBER OF INSTITUTIONS: 68

TOTAL CAPACITY: 3737 (Boys - 47; Girls - 18; Coed - 3)

# APPENDIX A (Continued)

## STATEWIDE MONTHLY COSTS PER MINOR

	All Institutions	Girls' Institutions	Boys' Institutions	Coeducational Institutions
Maximum	\$ 1310	\$ 1310	\$ 1120	\$ 810
Minimum	199	199	246	657
Average	547	649	495	746
Median	527	607	484	772

Average length of stay, all institutions 5.6 months

Average length of stay excluding length  
of stay under three months 6.3 months

Median Length of stay excluding length  
of stay under three months 6.0 months

Source: Division of Community Services, Department of Youth Authority,  
State of California, March 18, 1971.

4. Even if a citizens group inspects, it may not know what it is inspecting.
5. Even if a professional inspects, local pressures may limit his effectiveness.
6. Even if a facility is inspected, the security and programs aspects of detention may not be.
7. Even if either or both reports contain critical advice, their reports may not reach the responsible public body.
8. Even if a critical report reaches a public body, it may not be acted upon.
9. Even if the public body wishes to act upon it, public support may not be present.
10. Even if public support is present, adequate local funds may be lacking."<sup>12</sup>

Expressing its concern with this situation, the California State Sheriffs Association, at its annual State meeting on April 6, 1971, unanimously endorsed the concept that the State of California should enact and enforce mandatory jail standards.

#### Interviews with County Jail Administrators

The local administrator finds his requests for augmentation of jail services or expansion of facilities competing with other county departments' requests, many of which are subsidized by State and Federal funds wherein one local dollar generates two or more dollars from other sources. This situation results in a very low priority for the local corrections budget. In efforts to raise priorities, the sheriffs cite Minimum Jail Standards, grand jury reports, and reports by the Jail Services Division of the Board of Corrections. All too frequently, they still fail to obtain urgently needed funding.

Another major concern is that, even where the corrections budget is granted a high priority, many counties are financially unable to respond. The same concern was expressed in the 1969 study:

"As was made clear by many respondents in this study, local jurisdictions operating detention facilities are not always capable of implementing the recommendations of inspectors because of their financial situations. For this reason, many local administrators suggested to the Committee that the state initiate a subvention program to upgrade substandard facilities. This, too, was beyond the mandate and the capability of the Committee to study, but again certain observations were made.

"It is clear that local funding is indeed inadequate in some cities and counties in this state to furnish humane, secure detention facilities. Obviously, an outside source of revenue might accomplish much in this regard. Possible areas of application include personnel training and hiring, program development and operation, and structural renovation and construction.

"We therefore suggest to the Board of Corrections that a committee be established to study the feasibility and development of a state subvention program for adult detention facilities."<sup>13</sup>

#### Recommendations

4. The State should subsidize operational costs of local correctional facilities as specified in the System Task Force Report. Basically, this plan prescribes subsidization at the following ratios:

60/40--"Open" institutions. The State would pay 60% of actual costs of those facilities that provide for regular access of inmates to the community, e.g. work furlough units or Youth Correctional Centers.

40/60--"Closed" institutions which are community-based (i.e. they are within or adjacent to community they serve and provide a high degree of interaction with the community) and short-term (i.e. no inmate can be committed for more than 6 months).

25/75--Other "closed" institutions (this would apply to most current jails).

Any subsidization by the State, however, depends on adherence to State standards.

5. The primary proposal of the Committee to Study Inspection of Local Detention Facilities should be immediately implemented by the Board of Corrections.<sup>14</sup>

6. This Task Force joins with the 1969 Committee in recommending:

"That an appropriately constituted committee be established to explore and recommend changes to the present "Minimum Jail Standards", including specific attention to the following:

a. Training of line personnel.

- b. *Numbers of personnel.*
- c. *Security of facilities.*
- d. *Inclusion of all pertinent health and fire regulations.*
- e. *Creation of more mandatory standards.*
- f. *Provision for meaningful enforcement."*<sup>15</sup>

## V. THE FEMALE IN CUSTODY

According to the Bureau of Criminal Statistics, there were a total of 27,918 county jail inmates on September 25, 1969. Of that figure, 1,839 or less than 7% of the total population were females.<sup>16</sup> These figures include sentenced and unsentenced inmates.

Disregarding the camps, city jails and city camps, county jails alone held 18,148 inmates, of which 1,674 were females and 16,347 were males. Approximately one out of every ten county jail inmates, both sentenced and unsentenced, is female. All females are held in maximum security units and over 70% of all women are held in four of the State's largest counties.

In December 1958, the California Committee on the Older Girl and the Law published a volume of resource material focusing on the problem of young women in conflict with the law. Significantly, this 12-year old study is still the most recent resource material available on the subject. At that time, the authors estimated that approximately 5% of the total jail population in California were females. This reveals approximately a 2% increase in the female jail population over the 12 years from 1957 to 1969.

The Committee on the Older Girl and the Law stated: "Because there are so few women placed in custody, many parts of California have never established a suitable jail facility for women....This means that good planning for their custody must be done on a regional basis."<sup>17</sup>

In determining the present scope of the problem of females in detention, a review of the literature offered little. In Crime and Delinquency Abstracts, Volume 6, 1969, there were a total of 1,839 articles dealing with crime, delinquency, and corrections. Only 20 of these articles dealt with females and a number of these were reports of research from other countries. One article spoke to the same need that this Task Force has cited for relevant information on the female in jail, so that effective programs may be developed. The Task Force was unable to determine with any accuracy what the trends in female jail populations are.

According to a 1966 study by the Department of Corrections, it was anticipated that the female State prison population would increase from

980 in 1966 to 1,375 in 1970.<sup>18</sup> This anticipated increase did not materialize; in fact, there has been a decrease in the number of females committed to the Department of Corrections and some Departmental authorities credit the probation subsidy program with the reduction. The 15 counties studied had experienced neither an increase nor decrease in the female prison population over the past two or three years.

The Task Force discovered that, except in a few counties which have specialized female facilities, all of which are maximum security, the female in jail has fewer opportunities for participation in any meaningful programs or activities. She is housed in facilities that are in worse condition than are those provided for her male counterpart. The per capita cost of her incarceration is almost 50% higher. The reasons for these conditions are undoubtedly related to the small number of females scattered throughout the county jails of California. At the time of data collection, there were a total of 25 sentenced female prisoners in the 12 Northern California counties. Developing appropriate programs for this number scattered over so large an area is not likely to be feasible for any single county. Therefore, the State must assume responsibility to assist through the coordination of efforts and through subsidy.

In summary, adequate facilities and services do not presently exist for female inmates. The most commonly utilized approach is to incarcerate them in maximum security facilities at both the State and local levels. This is costly both to the community and to the offender.

#### Recommendation

*7. Local communities should begin immediately to develop alternatives to incarceration for females. Such alternatives should include supervised group homes and special probation supervision programs.*

*In addition, local communities should begin immediately to expand programs for incarcerated females. Among such programs which might be considered are community centered education, work furlough, and contractual agreements with other counties.*

## VI. THE APPROPRIATE ALLOCATION OF CORRECTIONAL RESOURCES

### Resources Limited

There are very clear indications that California is close to reaching the limit of its capacity of taxing local properties of citizens for support of the services expected. Corrections has only a limited amount of resources (staff, programs, facilities) which it can apply to correcting the offender. Local detention and correctional facilities throughout the State are spreading their resources rather thinly and equally throughout the population, with little knowledge of who needs the resources. The result is that correctional programs are delivered to some inmates who do not need them while other in-

mates are passing through the system without full benefit of the programs available.

### Serious Offenders Pass Through Unidentified

In a study of admissions to State prison for a first felony, it was discovered that over 73% had a history of previous misdemeanor offenses.<sup>19</sup> Assuming many had been sentenced to jail, serious offenders (as defined by commitment to State prison) had been through the county jail system without apparent effect. In the present study, 75% of the sentenced inmates in county jails had served at least one prior jail term. Forty-four percent had served three or more prior terms and 20% had served 6 or more sentences. Yet, the State's community correctional apparatus continues to operate, sparsely spreading its limited resources, without establishing adequate screening and classification programs. The President's Crime Commission has observed:

"...identifying dangerous offenders who require rigorous control and ... appropriate methods of rehabilitation ... would also lead to economies, since offenders who need minimal supervision could be handled expeditiously."<sup>20</sup>

### The Maximum of Effect

People change over a period of time, depending upon a number of variables, the effects of which on any one individual cannot be predicted with any degree of accuracy. Unless an inmate's sentence is based upon the need to punish, society cannot expect judges to determine the length of term solely on the basis of what little is known about the offender at the time of sentencing. The phenomenon of increasing use of a jail sentence with one day suspended is no doubt a recognition on the part of judges that it might be necessary to modify the sentence as time passes. The suspension of one day retains the judge's jurisdiction.

### Information is Readily Available

Much of the data necessary to development of an effective classification program already exists within the justice system, although the appropriate decision-makers do not have access to it. For example, in a county O.R. unit, certain facts about the arrestee's life in the community must be obtained. Once the information has served its purpose, it is destroyed, and the next decision-maker must again gather the same basic information plus additional information appropriate to his level of decision.

In the development of base expectancy tables<sup>21</sup> and in the Vera Foundation's Manhattan Bail Project,<sup>22</sup> it has been established that a surprisingly small amount of information about a person allows for predictions to be made with a high degree of confidence. In the case of base expectancy

tables, a few readily available factors allow administrators to make parole decisions with a higher degree of accuracy than if the decision-makers had all the facts possible on an offender.<sup>23</sup> In the Vera Foundation project, 7 factors allowed prediction with acceptable accuracy of whether or not a person could be released from jail without posting bail. As stated in Chapter III, these factors were: (a) employment, (b) family, (c) residence, (d) references, (e) current offense charged, (f) previous record, and (g) other factors, such as medical care, unemployment insurance and previous experience with bail. The point is that, with very little effort, gross screening devices requiring a minimum of information, will allow for more reliable decisions than are now being made in the areas of O.R., sentencing, placement in programs, and post-jail supervision. These gross screening devices can identify offenders in need of more sophisticated assessment such as may be available through instruments applied by a psychologist or sociologist.

The Bureau of Criminal Statistics could offer significant assistance to the counties in the development of O.R. prediction tables and base expectancy rates. The Bureau already has much of the data and access to computers which would simplify the development of these tools for local agencies.

In summary, correctional resources are limited, potentially serious offenders escape detection, and resources are expended on many who do not require them. Although much information for classification and allocation of correctional resources is readily available, it is not used. Sentences are pronounced and, though the desired effects may result prior to expiration of sentence, little use is made of sentence modification based on the offender's response to incarceration. In general, efforts to release inmates who do not need to be confined are minimal and efforts to rehabilitate and reintegrate jail inmates back into the community are almost a rarity.

#### The Institutional Services Unit

The problems described above can be solved by developing an appropriate organizational mechanism. The Institutional Services Unit is such a mechanism that can provide the necessary services not traditionally found in county jails. The Unit might be a co-operative venture jointly undertaken by the County's Probation Officer and Sheriff, or it might be established in whatever manner is deemed appropriate by the local Criminal Justice Commission. It would assume the responsibilities of screening and arranging for the release of inmates as soon as possible and of providing or coordinating efforts at rehabilitation and reintegration.

It is noted that the genesis for such a program presently exists in some counties, wherein probation officers (or, in one county, a social worker) are assigned to jail staff and thus become an integral part of the jail program.

Functions. The Institutional Services Unit would perform the following functions:

1. Own recognizance (O.R.) or other similar release evaluations for unsentenced inmates.
2. Counseling services (individual, group, and family) for inmates, including "crisis intervention" counseling at the point of initial confinement (as is being done by some juvenile probation departments) to enable more releases before court.
3. Coordination of volunteer services in the facility. This might mean supervising law school students who are conducting O.R. evaluations or volunteers who are involved in writing progress reports. If college students majoring in the behavioral sciences are assigned to this Unit to obtain field work experience in case-work, quality control and supervision is provided by the staff in this assignment.
4. Program development and coordination. This could be a program of field work experience for senior or graduate college students or it might be the coordination of an MDTA vocational training program, or the development of any program which meets needs in the facility.
5. Preparation of progress reports on inmates sentenced to county jail for more than 60 days. Reports favorable to release are submitted either to the judge or to the county parole board, whichever is appropriate.
6. Contract services. This includes seeking out and contracting for the use of appropriate services from the community and other agencies.
7. To assist both in preparing inmates for release and in helping them make a successful transition back into the community. This could include provision of county parole.

Staff. Staff might consist of professional correctional personnel, volunteers, and students in field work placements. As far as possible, direct services would be provided by volunteers and/or students to be supervised by professional personnel in the same manner as the Royal Oak, Michigan, Municipal Court Probation Project.<sup>24</sup>

Recommendation

8. Counties should establish Institutional Services Units either as a joint responsibility of the Sheriff and Probation Officer or in a manner prescribed by the local Criminal Justice Commission. The responsibilities of these Units would be essentially to screen and arrange for the release

*of inmates as soon as possible and to provide or coordinate efforts at rehabilitation and reintegration.*

## VII. THE ALCOHOLIC IN THE JAIL

"Concerning the alcoholic, opinion was unanimous that he was a medical and psychiatric problem and not a criminal."<sup>25</sup>

This statement was made by a California Legislative Committee studying jails over 25 years ago, yet, for the most part, the alcoholic is still in jail. In one medium-sized study county, over 10,000 drunks are arrested and jailed each year. In a large Bay Area study county, over 15,000 are jailed each year for public drunkenness, almost 12,000 of which are arrested in one city. What is more startling is that approximately 2,000 persons accounted for over 7,700 of the 12,000 arrests. A study of a San Joaquin Valley county resulted in an estimate of \$1,000,000 as the cost of the alcoholic to the criminal justice system.<sup>26</sup>

Is there no way to divert the alcoholic from the criminal justice system? A number of lawyers, sheriffs, and criminologists expect that the United States Supreme Court will eventually declare alcoholism to be a health problem and jailing to be an inappropriate response to this illness.

Very few of the counties studied were planning alternatives, primarily because they were not aware of any more economical system for the drunk than jail. But, because costs are hidden by present methods of monitoring the justice system (the yearly law enforcement budget), some costs are not considered. For example, the recidivist or "revolving door" alcoholic returns to the jail repeatedly, but the St. Louis, Missouri, Detoxification Center Report cites a 60% reduction in recidivism.<sup>27</sup> Another example of hidden costs is the financial burden upon the hospitals which treat the alcoholic for everything from broken bones to cirrhosis of the liver.

### The St. Louis Detoxification and Diagnostic Evaluation Center

Under the St. Louis Detoxification Center program, when a law enforcement officer encounters a drunk, rather than jailing him, he transports the inebriate to the Detoxification Center where the officer fills out an admittance form and, by telephone, determines if the inebriate is wanted by any law enforcement agency. The process saves 50% of the arresting officer's time when compared to the traditional booking procedures, thus freeing the officer for more appropriate law enforcement functions. Those admitted to the Center are offered seven days of service on a voluntary basis. Surprisingly, 90% elect to stay the seven days.<sup>28</sup>

Those admitted are bedded, bathed and rested, given medical examinations and services needed, and are contacted by various social service and

alcoholic treatment groups and agencies who help them formulate post-release plans. Of the 1967 dischargees, 46% had one or more arrests in the three months prior to admission, but only 13% had an arrest in the three months following their release from the Detoxification Center.<sup>29</sup>

#### Support From Law Enforcement

In February of 1968, the California State Sheriffs' Association passed a resolution supporting the establishment of detoxification centers throughout California, not only because of humanitarian interests, but because such a method would free the patrolman for law enforcement duties.

#### Funds

Although Law Enforcement Assistance Act funds are available to assist counties in establishing demonstration projects such as detoxification centers, the need is statewide and therefore requires State efforts and funding.

#### Recommendation

9. *The State should establish additional taxes on alcoholic beverages which would be used solely for research into alcoholism and for the establishment of detoxification centers where needed with treatment services provided by the appropriate mental health or health departments.*

### VIII. COMMUNITY INVOLVEMENT IN CORRECTIONS

#### The Citizen Volunteer

Citizen involvement in corrections is at least as old as the field of corrections itself. It is an historical fact that citizen involvement was responsible for the movement from corporal punishment to incarceration in the 18th century and that Quakers influenced the planning of our earliest penitentiary. Except for very recent efforts, such as the Royal Oak Probation Department,<sup>30</sup> the use of volunteers has not kept pace with the growth of the field of corrections; in fact, there has been a trend to replace volunteers with skilled specialists.<sup>31</sup>

There are four important problems existing today in the nation which should force even the most reluctant person to re-assess the importance of involvement of volunteers in corrections. They are: (1) the vast numbers of people passing through the justice system versus the very limited number of paid staff to deliver services; (2) funds necessary for the support of corrections programs will be withheld if community support is also withheld; (3) the product of corrections, the client, must return and be accepted by a community of citizens; and (4) there is a quality about volunteer correc-

tional efforts as opposed to paid staff efforts, which often make them more acceptable to offenders.

According to the President's Crime Commission, a successful volunteer program can be assured in a community if:

1. There is a serious commitment on the part of the agency to use volunteers.
2. There is careful screening of those who offer their services, to assure selection of persons who have good capacity for the work that needs to be done (this should not exclude the ex-offender).
3. There is an organized indoctrination and training program to interpret the offenders and their needs to volunteers and to give them a realistic perspective of the problems they will meet. Training should continue at intervals and focus on problems encountered by the volunteers.
4. There is careful supervision that will ensure the optimum use of the volunteer.
5. There are systematic procedures for giving recognition to the efforts of volunteers.<sup>32</sup>

#### Recommendation

10. *Staff and resources at the community level should be allocated to the recruitment, training, and employment of community volunteers in local correctional institution programs.*

Since the value of, and the need for, volunteers cut across each of the components of the community criminal justice system, one possibility that should be seriously considered for the administration of such a volunteer program is the establishment of a volunteer coordinating unit as a sub-unit of the local Criminal Justice Committee proposed in Recommendation No. 3.

### IX. THE CORRECTIONAL STIGMA AS A CORRECTIONAL HANDICAP

The fact of having committed a crime and served a sentence results in decreased opportunities for employment, thus establishing conditions which may increase the probability of the commission of another crime. Although there are provisions for the expungement or sealing of criminal records for some misdemeanants under 21, the procedures are not well known even to those offenders who are eligible, and frequently do not operate as intended. For example, one administrator in the criminal records division of a county informed the Task Force staff that he had to retrain his staff when he overheard one of the records clerks informing a potential employer of a youth that "his record has been sealed", thus leaving the recipient

of this information wondering if the youth's "sealed record" was for speeding or rape.

While no specific recommendation is offered in this Report, the Jail Task Force urges that all possible efforts be made to effectively remove or minimize the stigma of corrections once "the debt is paid".

#### X. A COMMUNITY DEPARTMENT OF CORRECTIONS

As discussed in Chapter III, there is some disagreement regarding the need to combine under one administrator the local corrections function, i.e. a county's correctional facilities and probation services. Support for this plan was apparent in this Task Force's interviews with the deputy sheriffs who were staffing the jails. There are obvious benefits from such an amalgamation such as the unification of effort that would provide a continuum of treatment before, during, and after incarceration.

There is, however, great controversy over this proposition from politically powerful elements on both sides of the question. Because it is such an important issue, the Jail Task Force observes the following:

1. Insofar as the mission of corrections is concerned, the activities taking place at the time of arrest and detention prior to sentencing have as much influence on the offender as do post-sentencing activities. Proponents of a local Department of Corrections are only proposing a shift in the continuum at which time the offender is turned over to another agency.
2. The distinction between status "in jail" and "on probation" may well diminish, and, since it is human to "err on the side of caution", such an amalgamation may result in greater use of jailing and for longer terms. Because of the distinction present in operations today, the placing of a probationer in jail should have to be justified.
3. There are examples of counties in which the sheriff and the probation officer are working together effectively. The key to this relationship and to the effectiveness of either program is the support and concern it receives from the top administrator on down to line staff.

#### Recommendation

11. *Those counties expressing an interest in establishing a County Department of Corrections should be encouraged to do so through Law Enforcement Assistance Act funds and consultation from the State.*

## XI. INTER-COUNTY PLACEMENT

The Jail Task Force determined that approximately 2 out of every 10 inmates serving county jail sentences reside in counties other than those in which they are incarcerated. In keeping with the principles that reintegration of an offender is an important goal of the correctional facility and that reintegration is easier to accomplish when an inmate is in proximity to his family and community, the serious handicap of confinement in a distant area is obvious. Attention is called to the Juvenile Court process where youths are routinely transferred to their home counties for treatment. Similarly, adult probation and parole have developed transfer procedures for quite some time without undue hardship on any participating county.

### Recommendation

12. *Counties should embark upon cooperative arrangements to provide for the reciprocal transfer of inmates from counties of commitment to counties of residence.*

## XII. HASTENING THE DEMISE OF THE CITY JAIL

As indicated in the 1970 Jail Study, the trend in the last 15 years has been to move away from city level jails in favor of county operated detention facilities.<sup>33</sup> In 1960, city jails held 22% of all incarcerated adults and, in 1969, this percentage had dropped to 9%.

The reasons for the gradual demise of the city jail, include, but are not limited to, the fact that the city jail has represented a costly duplication of services especially where a county and city jail are located within miles of each other. In some instances, the city jail operation has been turned over to the sheriff and, in other cities, the jail has been remodeled into other kinds of facilities and prisoners are booked into county jails.

In those counties where the sheriff has a well developed rehabilitation program and a city jail retains sentenced prisoners, a goal of corrections is subverted for no good reason. In the case of the large county where a number of county jails and correctional facilities are under the sheriff's administration, it is frequently possible to place an inmate close to family and social ties whereas in the city jail this is frequently impossible.

An example of the possible costly duplication of services can be seen in a large Southern California county which has presently budgeted approximately \$25,000,000 for the construction of a 2,200 bed security jail addition. In this county, there are 56 city jails and there is no central authority which knows at what level of capacity the 56 jails are operating. Quite possibly, there may be 200 or more unoccupied beds which could be used by the county sheriff for sentenced prisoners, thus reducing the need for a

comparable number of beds in the projected jail. Management of all jails within a county by the sheriff may provide better usage of available facilities.

The county operation of city jails is not the only solution. Sheriffs may wish to contract with city police for housing of sentenced prisoners.

With the steady increase in the number of civil disturbances and demonstrations which often require the processing of large numbers of people, there is a very definite need for a central authority to have knowledge of the bed space available in detention facilities in the county and within a reasonable distance.

### XIII. YOUTH CORRECTIONAL CENTERS

In the estimation of the Jail Task Force, probably the most promising and innovative facility-based correctional program proposed thus far is the Youth Correctional Center.<sup>34</sup> This concept, developed by Bradley, Smith, Salstrom, and others,<sup>35</sup> incorporates:

1. Location in high delinquency areas.
2. Extensive community involvement.
3. Emphasis on behavioral change.
4. Use of flexible degrees of control.
5. Continuity of relationships - same staff inside and outside.
6. Employment of ex-offenders and non-professionals as change agents.
7. Decision-making power shared among all participants.
8. Built-in evaluation of effectiveness.

In 1969, the California Legislature provided for a construction and staffing subsidy to any county which would establish such a facility. To date, however, there have been no funds appropriated for this program; as a result, although several counties have expressed considerable interest in this concept, there have been no applicants for this subsidy.

The Juvenile Institution Task Force has identified the lack of proper correctional facilities or programs for the young adult as one of the more serious "gaps" in correctional services for youth. The Jail Task Force strongly concurs in this observation.

Forty-four percent of county jail inmates in the study were between the ages of 18 and 25. Establishment of Youth Correctional Facilities could