

Final Report of Governor's
Investigation Committee
on Penal Affairs



Submitted to the
Honorable Earl Warren
Governor of California

January 21, 1944

**MEMBERSHIP OF GOVERNOR'S COMMITTEE TO INVESTIGATE
PENAL AFFAIRS IN CALIFORNIA**

(Appointed November 29, 1943)

JULIAN H. ALCO, Chairman-----Member of the Board of Prison Directors
SENATOR CHARLES H. DEUEL-----Member of the State Legislature
PIERCE H. FAZEL-----Analyst for the Department of Finance
WALTER GORDON-----Member of the Board of Prison Terms and Paroles
JOSEPH H. McCLELLAND-----Chief Special Agent for the Attorney General
BURDETTE J. DANIELS-----Legislative Secretary to the Governor
KARL HOLTON-----Director of the California Youth Authority
(Appointed by the Governor on December 22, 1943)

TABLE OF CONTENTS

	Page
Letter of Transmittal.....	4
Introduction	
Appointment of Committee.....	5
Scope of Investigation.....	5
Places and Dates of Meetings.....	5
Findings	
Many Separate Penal and Correctional Systems.....	5
Infrequency of Meetings of Prison Board.....	6
Centralization of Systems Needed.....	7
Previous Reports Quoted.....	7
Administration	
Internal Management of the Prisons.....	8
Business Reorganization	8
Physical Facilities	
Urgent Needs at Folsom.....	9
Urgent Needs at San Quentin.....	9
Personnel	
Free Employees	9
Convict Workers	10
Discipline	
Discipline of Personnel.....	10
Visitations	12
Escapes	12
Classification	
Custodial Classifications	13
Segregation	16
Industries and Employment.....	16
Education	16
Religion	16
Sanitation and Health.....	17
Racial Discrimination	17
Camps	17
Paroles	19
Correctional Schools	19
Conclusion	20
Appendices—	
Report on Folsom Prison	23
Report on San Quentin Prison	27
Report on California Institution for Men at Chino.....	32
Report on Bureau of Paroles.....	39
Report on Board of Prison Terms and Paroles.....	42
Report on California Institution for Women at Tehachapi.....	44
Report on Preston School of Industry.....	47
Report on Fred C. Nelles School for Boys at Whittier.....	51
Report on Ventura School for Girls.....	53

GOVERNOR'S INVESTIGATION COMMITTEE ON PENAL AFFAIRS

January 21, 1944

*Honorable Earl Warren, Governor
State of California*

Capitol Building, Sacramento, California

DEAR GOVERNOR WARREN: This committee appointed by you to study and report on the conditions of penal affairs in California, has compiled its final report. Previously two reports have been submitted covering the preliminary investigation of Folsom Prison and the special investigation of the escape of four desperate convicts from San Quentin on the day after Christmas 1943. The final and other reports are available in sufficient quantities for the public who may be interested.

The conditions reported upon herein and found to exist in our penal system are a challenge to every public spirited citizen of this State. The solution lies in a complete reorganization of this function of State Government.

The history of prison management in California reveals scandal after scandal and a sordid record of mismanagement. Many previous studies have been made by legislative committees, by the Bureau of Public Administration of the University of California, and by the Osborne Association, Inc., all coming to the same conclusion that the whole administrative structure needs to be reorganized. The report of your special investigating committee is, in fact, merely a current confirmation of the facts and recommendations made many times in the past by other investigating groups.

At the present time, the prison inmate population is relatively low. Every authority believes that after the war is over crime will increase and prison populations will soar to new high levels. It would appear that if the prisons could be completely reorganized now, the new system could pass through the organization experimental stage and be ready to assume the tremendous responsibilities which will be thrust upon prison management in the difficult reconstruction period which will follow at the end of the war.

The committee believes that most of the persons now engaged in prison administration are conscientious and sincere. The committee believes that most of these men and women will be willing to forget petty self-interests, jealousies and personalities, and will join with you in your effort to modernize our penal structure.

The committee received the full cooperation of all the officials of the prisons and correctional schools, and takes this opportunity to express its appreciation to them.

Respectfully submitted,

JULIAN H. ALCO, Chairman
Member of the Board of Prison Directors
CHARLES H. DEUEL, Senator
Member of the Legislature
BURDETTE J. DANIELS
Legislative Secretary to the Governor
PIERCE H. FAZEL
Analyst, Department of Finance
WALTER GORDON
Member of the Board of Prison Terms
and Paroles
KARL HOLTON
Director of California Youth Authority
JOSEPH H. MCCLELLAND
Chief Special Agent to Attorney General

INTRODUCTION

On November 20, 1943, Governor Earl Warren appointed a committee to investigate the penal and correctional institutions of the State.

The Governor requested the members of the committee to make a thorough and unbiased investigation of all State penal institutions and the correctional schools, and to submit a written report setting forth the facts found by the committee.

The Governor further requested that the committee first investigate conditions existing at Straloch Ranch Camp at Davis which was operated as a prison camp by Folsom Prison. A special preliminary report of conditions contributing to numerous escapes from that camp, was filed with the Governor December 13, 1943.

The sensational escape of four prisoners from San Quentin on December 26, 1943, resulted in the committee being requested to meet at San Quentin and investigate the circumstances surrounding that escape. A written report revealing negligences which permitted this escape, was filed with the Governor December 31, 1943.

The committee in the regular performance of its duty has held sessions at the following places:

FOLSOM PRISON: November 30, December 1, 4 to 8 incl., 12, 13 and 14, 1943;

SAN QUENTIN PRISON: December 18, 19, 29, 30, 1943; January 4, 1944;

FRED C. NELLES SCHOOL FOR BOYS: January 2, 1944;

VENTURA SCHOOL FOR GIRLS: January 3, 1944;

ALCATRAZ PENITENTIARY: January 5, 1944;

CALIFORNIA INSTITUTION FOR MEN AT CHINO: January 9, 10, 1944;

PRESTON SCHOOL OF INDUSTRY AT IONE: January 12, 1944;

STATE CAPITOL: November 29, December 8, 1943, January 14 to 19th incl., 1944.

The committee has received testimony from 220 witnesses, all of whom personally appeared before the committee. Among these witnesses have been wardens and superintendents of the different correctional and penal institutions, employees, former employees and inmates. In addition 48 written statements have been taken by the special agents of the Attorney General's office and submitted to the committee. Numerous statistical reports and audits have been considered and filed with the committee. The statements, audit reports and transcript of the testimony taken before the committee are herewith submitted.

The committee made tours of inspection of the grounds and physical facilities of the penal institutions and the correctional schools above named. It has held two meetings with the Board of Prison Directors and one meeting with the Board of Prison Terms and Paroles.

FINDINGS

The committee has found in its investigation many inefficiencies and even derelictions in duty, which it attributes to the system under which our prisons are now managed. As have others who have investigated our prison problem, it has found that confusion exists both in regard to authority and responsibility. In fact it can escape no other conclusion than that California actually has many separate penal and correctional systems, rather than one, with a resultant impairment in efficiency and increase in cost.

Folsom, San Quentin, and the California Institution for Men at Chino, operate under the jurisdiction of a Board of Prison Directors. The California Institution for Women at Tehachapi operates under an independent Board of Trustees; and the Fred C. Nelles School for Boys at Whittier, the Ventura School for Girls, and the Preston School of Industry at Ione, are supervised by the California Youth Authority.

In addition, it should be pointed out that there actually exist three systems in the direction of Folsom, San Quentin, and the California Institution for Men at Chino; for while they operate under the jurisdiction of a nonsalaried Board of Prison Directors, the actual management is under the direction of three separate wardens whose contacts with this board are infrequent and primarily of an advisory nature.

INFREQUENCY OF MEETINGS OF THE PRISON BOARD

As previously mentioned, the Board of Prison Directors are charged with the duty of handling the business management and custodial problems of San Quentin and Folsom Prisons and the California Institution for Men at Chino. The committee has found the administration of these institutions can not properly be handled by a non-salaried, five-man board. To illustrate this point we need but refer to the record of the board, which discloses the amount of time spent in administering these institutions During the period from January 23, 1942, to December 17, 1943, the board met 29 days. The following was taken from the official minutes of the Board of Prison Directors and shows the dates upon which the board met and the amount of time spent at each meeting of the board.

FOLSOM PRISON

<i>Date</i>	<i>Convended</i>	<i>Adjourned</i>	<i>No. of Hours</i>
March 20, 1942-----	10 00 a m	11 30 p.m.	1½
July 18, 1942-----	10.00 a.m.	3.00 p.m.	5
January 22, 1943-----	7 30 p.m.	10.00 p.m.	2½
January 23, 1943-----	10 00 a.m.	1 30 p.m.	3½
May 29, 1943-----	10.00 a.m.	4.15 p m	6½
October 21, 1943-----	10.30 a.m.	12.00 m. }	4
	2.30 p.m.	5.00 p.m. }	
October 22, 1943-----	9.00 a.m.	5 00 p.m.	8
November 30, 1943-----	11.00 a m.	11.15 p m.	12½

The total time consumed by these meetings is 43 hours.

SAN QUENTIN PRISON

<i>Date</i>	<i>Convended</i>	<i>Adjourned</i>	<i>No. of Hours</i>
January 23, 1942-----	11 30 a.m.	5 45 p.m.	6½
February 28, 1942-----	10 00 a m.	4 00 p m.	6
March 21, 1942-----	10.30 a.m.	4 00 p m.	5½
April 18, 1942-----	10.15 a.m.	4 10 p.m.	5 11/12
May 16, 1942-----	10.00 a.m.	4.00 p.m.	6
August 29, 1942-----	10 00 a m	3.30 p m.	5½
November 28, 1942-----	10.00 a.m.	3.30 p.m.	5½
March 20, 1943-----	10.00 a.m.	4.00 p.m.	6
July 2, 1943-----	11.00 a.m.	5 00 p m.	6
July 3, 1943-----	9 30 a.m.	2.15 p.m.	4½
July 31, 1943*			
August 14, 1943-----	9.45 a.m.	5 30 p m.	7½
November 12, 1943-----	10.30 a.m.	4 30 p m	6

* Office of Dr. W. Earle Smith, 83 McAllister Street, San Francisco

The total time consumed by these meetings is 71 hours, 10 minutes

CALIFORNIA INSTITUTION FOR MEN

<i>Date</i>	<i>Convended</i>	<i>Adjourned</i>	<i>No. of Hours</i>
September 25, 1942-----	10.00 a.m.	5.00 p.m.	7
September 26, 1942-----	10.00 a m.	3.00 p.m.	5
November 11, 1942-----	11 30 a.m.	3.00 p.m.	3½
February 6, 1943-----	9 45 a m.	1.00 p m.	3½
April 24, 1943-----	10.00 a.m.	4 15 p.m.	6½
September 24, 1943-----	10.00 a.m.	5 30 p m.	7½
September 25, 1943-----	10 00 a.m.	3.00 p.m.	5
December 17, 1943-----	8 30 a.m.	7.00 p.m.	10½

The total time consumed by these meetings is 48 hours

The above tabulation shows during this two-year period, the Board of Prison Directors only met at Folsom Prison eight times and spent a total of 43 hours in official meetings; at San Quentin Prison 13 times and spent a total of 71 hours and 10 minutes; and at the California Institution for Men at Chino eight times and spent a total of 48 hours.

This means that the Prison Board, during the past two years, spent a total of 162 hours and 10 minutes in official board meetings in administering three prisons representing a capital investment of \$10,386,710 90, with a total biennial budget of over \$5,000,000, with a staff of approximately 600 paid personnel, with an average daily inmate population of 5,515 during the Ninety-fourth Fiscal Year. In this period of time, they had to supervise the fiscal operations, regulate all personnel practices and procedures, and plan and supervise all programs for inmate care, custody and rehabilitation. In addition, they were responsible for the establishment of harvest and forestry camps scattered throughout the State, as well as the Bureau of Paroles and the Detective License Bureau. Such responsibilities obviously can not be efficiently met with this type of administration.

CENTRALIZATION OF SYSTEMS NEEDED

Ample evidence was adduced before this committee showing that until these several independent systems are supplanted by one administrative department, there is no hope for a proper business administration or an adequate program of custodial care and supervision. Due to the confused and conflicting authority, it is impossible for the wardens and superintendents of the several penal and correctional institutions to operate efficiently. The committee finds that there is a complete lack of continuity of policy and business administration. Each institution appears to be going in its own separate direction regardless of the effect such policy might have upon the over-all penal problem in the State.

It is the committee's belief that the need of centralizing these several systems of correctional activity is of great importance and immediate urgency. It should be pointed out that while California's penal population is now the lowest in many years, penal history reveals that a definite cycle exists, which is influenced by wars. During this war, as during the first world war, our prison population has materially declined. We have no reason to believe it will not materially increase following this war as it did following the previous war. Action now will decrease confusion and inefficiency later on when all problems will have again been magnified by population increase.

It is noted by the committee that during the past decade there has been repeated cause for investigation and surveys of the California Penal System. Analysis of all such studies and reports, as submitted to Governors and to the Legislature, leads to one basic conclusion: the involved and discordant administrative structure of the penal and correctional systems requires coordination and central organization.

PREVIOUS REPORTS

This conclusion has been emphasized in the following reports:

"That entire reorganization of the penal system be made, with a director at its head, skilled and trained in modern penological practices * * * and should be given wide powers over the institutions, their management and control."

(Report of Senate Interim Committee on Penal and Correctional Institutions dated March 16, 1943, page 22)

"It is the firm conviction of the committee that the foundations of an efficient, modern correctional system must be laid in a sound * * * modern business setup. Until the business administration of our correctional system is as sound, well coordinated and efficient as that of a corporation doing state-wide business, basic prison reforms will be impossible."

(Report of Governor's Committee for Investigation of State Penal Institutions, submitted to Governor Olson, March 19, 1941.)

"There is a pronounced unanimity * * * in favor of the board and single administrator combination as opposed to plural executive—a board dealing directly with administration of individual institutions. This is the current issue in California. According to California Joint Legislative Fact-Finding Committee, * * * the administration of California penal institutions is handicapped by the system under which it functions * * * We have a State Prison Board consisting of five members who give their time gratuitously to the State of California, they receive no pay, and are charged with the heavy and serious responsibility of administering our penal system and with the duty of caring for and rehabilitating its prisoners * * * This work should be administered by a well qualified, full-time Director of Corrections with the State Prison Board

acting in the capacity of a rule-making and policy-forming body for the Department of Corrections."

(Report by Milton Chernin, Legislative Problems No. 6 (1941) Bureau of Public Administration, University of California, Page 8.)

"California's present plan of penal administration originated in 1879, when the problems of prison administration and management were comparatively simple, while at the present time the development of prison affairs has become so complex that a lay board of five members can no longer by itself adequately administer the system. Other large States, such as Illinois, Massachusetts, New York, and Ohio, with similar complex prison problems, have found it expedient to organize a separate department of the State Government to deal with this matter. Such a department, headed by a single, qualified executive with wide powers, could develop and put into practice modern and progressive programs dealing with California's prison system."

(Legislative Problems No. 17, by Milton Chernin (December 15, 1934) Bureau of Public Administration, University of California, page 11)

"* * * The State's penal system has evolved without the benefit of a well-considered plan. It does not provide for a proper segregation of classes of prisoners; and the men's prisons are difficult to administer under the circumstances. The system is disunited and unwieldy; it has grown without the guidance of a sound policy. The prisons have generally failed in disciplinary service and in their efforts to better equip the prisoners who are released to accept honest roles in the community."

(Final Report of Committee on State Organization to the Governor and the Legislature of California (1941, page 55.)

Similar conclusions have been arrived at in the 1942 report of The Osborne Association, Inc., in its Handbook of American Prisons and Reformatories, 5th Edition, Volume II, at pages 205 to 207, inclusive.

This committee, on the basis of its findings, likewise wishes to emphasize that improvements in our Penal System will be brought about only by improvements in the field of management.

ADMINISTRATION

The Board of Prison Directors has failed to set up a standard personnel organization within the prisons.

The internal management is not properly divisionalized at either of the major prisons. This results in innumerable small units whose work is not coordinated or properly directed. Each of these unit heads reports to the warden. This puts a tremendous burden on the wardens and renders it practically impossible for them to get an adequate over-all picture of day to day operations. At San Quentin, for example, no two executives had the same idea as to the number of divisions in the institution. The warden's own estimate was that there were approximately forty division heads who reported to him personally. An illustration of the lack of coordination was found at San Quentin Prison where the head of the commissary testified that he had little control over warehousemen, shipping clerks, coordinator of supplies, distribution officer and manufacturer of clothing. He was held responsible for these activities but the head of each one of these subdivisions reported to the warden. Thus, he stated, made it difficult to plan his work or to have any knowledge of daily activities, or to accurately estimate yearly needs.

One of the outstanding needs within the prisons is a complete business reorganization where the internal management is definitely organized so that all employees know who is responsible for each activity. There is also the need to clarify lines of authority, and responsibility to delegate such authority. Men who were hired as guards were placed in charge of some of the shops. These men had little knowledge of shop management; in many instances the inmate assistants called "con bosses," knew more about shop operations than did the free man who was nominally in charge of the activity. This resulted in lack of respect for the free man and in actual management of the shop by the inmate "con boss." Duties of the free employees are not clearly defined. Testimony indicated that in many instances employees had not received definite oral or written instructions as to the scope of their duties or responsibilities.

The Board of Prison Directors appoint and have under their jurisdiction a clerk in each of the three prisons. The clerk at San Quentin has charge of the convict records and in all of the prisons the clerks have supervision over the accounting phases of operations. The clerks, as representatives of the Prison Board, are not under the jurisdiction of the warden. The warden is the responsible head of the entire prison but the clerk who is responsible for the convict records and accounting, reports directly to the Board of Prison Directors. This deprives the warden of control over the business records of the institution and interferes with orderly and efficient business management. Budgetary control, as reflected through the accounting records, is not well utilized by the warden in regulating the operative functions of the prison.

Since the clerks and the wardens are both appointed by the Board of Prison Directors, a natural conflict in reporting to members of the Prison Board, as well as to the board itself, arises. Dissension and conflict in the executive office of a prison has a tendency to confuse the organization and to negate the successful accomplishment of the functions.

Members of the Board of Prison Directors have participated to a degree in the administrative functions of the prisons as individuals. Prison Directors have individually advised the division heads in the prisons without the complete knowledge of the wardens. This practice appeared to be one of the reasons for dissension among the religious groups at San Quentin and also one of the reasons for the conflict between the religious groups and the psychiatrist. It came to the attention of the committee many times that members of the Board of Prison Directors as individuals, consulted with and advised the wardens in respect to their duties on matters concerned with the operation of the prison. In other instances, members of the Board of Prison Directors have had conferences with convicts and with subordinate employees of the wardens. Such are examples of the type of relationship which causes confusion in the administration of the prisons.

One of the most important factors in the proper operation of the prison system is the obtaining of raw materials, proper processing and service of food. The committee inquired carefully into this subject and found that the State Department of Public Health had rendered a very valuable service in this regard. The food control program is being followed by prison management and has proved to be of great benefit.

PHYSICAL FACILITIES

More detailed analysis of the physical facilities and the needs for adjustments and additions will be found in the individual reports on the institutions included in the appendix. Your attention, however, is directed to the urgent needs as noted by the committee:

Folsom: The shoe and clothing shops are located in the basement of the old administration building where inadequate space is provided. They are poorly lighted, poorly ventilated, and poorly arranged—the school and library are located in a single large room formerly used for an auditorium. This room is not conducive to the proper functioning of either. The tuberculosis ward in the hospital is located on an upper floor of the administration building and has no area in which proper exercise can be given and was in an unclean condition at the time the committee visited the ward.

San Quentin: A chapel for religious services is provided by arranging chairs in a small space in the library—the yard lighting facilities are inadequate and should be improved—the old industrial building used for war projects has been condemned—old Cell Blocks 1 and 2 have no sanitation facilities.

PERSONNEL

Free: Prisons, in common with all other State institutions, face an acute personnel problem. It is difficult to recruit and retain qualified men for the guard line and for all of the other positions in the prison. The prisons should contract with the State Personnel Board to make a job analysis of the various positions within the prisons. Qualifications should be established and duty statements written for the various types of work to be performed. Civil service status should be given to all employees below the rank of warden to encourage men to enter into prison service on a career basis. Work assignments should be rotated more frequently than is the present practice and competent men should be trained as understudies to executives holding key positions.

There is a great turnover in personnel at the present time. There is no In-Service Training Program worthy of that name in any of the prisons. The Federal Prison System has been forced to streamline its In-Service Training Program but has continued it because the Federal prison management deems it more necessary than ever before to give continuous training to new personnel, particularly when so many of the newcomers have insufficient background or training for the work they are undertaking.

Men on the guard line are fingerprinted and photographed but, in many cases, are put to work before these fingerprints clear through the Identification Bureau. This appears to be a dangerous practice and should be avoided.

In a properly organized department of corrections, all employees in all of the prisons should have an opportunity to compete for better jobs. This would improve morale and bring competent younger men to the top in the prison service.

The entire salary scale should be examined and obvious inequalities eliminated. The study should comprehend an evaluation of the services rendered in each position and a rate of pay should be established commensurate with the duties performed. There is ample evidence of inequalities in the pay scale, not only within the organization of each prison but also as between the various prisons.

Convict: In all of the prisons, there is extensive use of inmate help in positions of responsibility. This is a bad practice which is not followed in the Federal system. It leads to favoritism, to inmate politics, and to the establishment of a "con-boss" system. There appears to be a tendency to keep qualified inmate help on important and desirable positions for long periods of time. If inmate help is to be used in these more important assignments, it would appear advisable to at least rotate the convicts so assigned. In all of the prisons, inmate help prepares confidential records and writes the narratives which go into the prisoner's file, and which are used before the classification committee, the Board of Prison Directors and the Board of Prison Terms and Paroles. This is a dangerous practice and should be discontinued as quickly as free personnel can be employed to do the work. It is possible for records to be changed, for vital information to be omitted and for material to be added which materially affects the classification of prisoners and even the length of time which they serve in prison.

DISCIPLINE

The matter of discipline within the penitentiaries of California, as in the case of all other penitentiaries, is one of changing trends. It has not been so long ago that punishments of medieval character were inflicted upon those incarcerated for crime. During the prison history of California, dating back to the formation of the State at which time discipline amounted to outright cruelty and corporal punishment, there has been a constant and consistent evolution leading to presently accepted standards of human treatment divorced from physical torture or corporal chastisement or incarceration in dungeons under horrible conditions. However, even as recently as the last decade, the reprimanding of prisoners in California prisons sometimes descended to the infliction upon the inmates of punishments which amounted to cruelty in the physical sense.

The present trend in this matter of discipline and punishment of prisoners is toward a laxity which is dangerous. Its effect infringes upon principles of security and orderliness of conduct to the extent that it tends to destroy inner control and contributes to disrespect of the inmate for all authority under which riots and chaos might easily occur.

The committee feels that this trend, at present most apparent in the prisons of California, differing in degree, of course, in accordance with the institution and the type of inmate there confined, is toward a liberality so extreme as to be destructive to morale and inviting of contempt among the inmates and reacting unfavorably upon the public. The matter of discipline in all these institutions is not one wholly attached to the conduct of the convict inmates. There is a correlation between disciplinary methods applied to the inmates and those imposed upon the custodians.

DISCIPLINE OF PERSONNEL

The committee found that there exists within certain of the penal institutions of this State disloyalty and factional differences within the personnel, which was due very largely to lack of coordination of responsibilities and in some instances the personnel had become institutionalized which, in turn, bred envies and jealousies which the wardens seemed unable to control if, in fact, any attempt at control was made.

It is the belief of the committee that only under a complete change and a reorganization of the whole penal system can these conditions be corrected. Many witnesses who appeared before the committee, principally at Folsom and San Quentin Prisons, were of the opinion that discipline was altogether too lax in both of these institutions, and there was some evidence that supervision of prisoners was lax and the discipline poor at the California Institution for Men at Chino. This laxity of supervision and discipline not only reflected upon the morale of the inmate population, but had a definite influence upon the morale of the free employees, principally the guard line and supervisors.

After all, adequate discipline among inmates is impossible where inadequate discipline exists among the personnel.

At Folsom Prison this is amply illustrated by the testimony of witnesses who appeared before the committee and stated substantially as follows:

Due to the laxity in discipline the situation with reference to the guard line is not a healthy condition. (Reporter's Transcript, page 420)

Discipline is needed here above all things. (Reporter's Transcript, page 261)

For the good of prison management, discipline should be tightened up. (Reporter's Transcript, page 440)

Discipline among the inmates is necessary to develop self-discipline and a prisoner who is released without this training is not properly rehabilitated. (Reporter's Transcript, page 442)

It is the feeling among the majority of the inmates that they feel there is a laxity of discipline. They say "give us some discipline." (Reporter's Transcript, page 669)

Discipline is not strict enough. If a prisoner breaks a rule generally his good time credits are not taken away from him. (Reporter's Transcript, pages 800 and 801)

Until 1938, the rule of the Board of Prison Directors was that if prisoners were guilty of an act of degeneracy, the board would order forfeited a year's credits. Since then, this is not the rule. (Reporter's Transcript, page 424)

The warden has taken an attitude of laxity as far as discipline is concerned, because he was instructed by the Board of Prison Directors to do so. (Reporter's Transcript, page 438)

About two years ago an investigation was made at Folsom Prison regarding the immoral conditions. This was called to the attention of the Board of Prison Directors but they did nothing about it. (Reporter's Transcript, page 781)

On different occasions the clerks of the Board of Prison Directors discussed with the board the laxity of discipline and other conditions affecting the morale of the free help and prisoners. (Reporter's Transcript, pages 823, 949, 950, 955, 959)

The Board of Prison Directors visited Folsom Prison about only once in every six months. (Reporter's Transcript, pages 964 and 965)

At San Quentin Prison the testimony shows:

It is a dangerous practice here to have "free people mingle with inmates without supervision"—"thank the Lord that nothing has ever happened yet."—It is "risky" from the standpoint of guarding prisoners—nobody "would deny that". (Reporter's Transcript, pages 1355, 1356)

"I have a stamp of mine, with my name on it, that I stamp ducats with, and privilege cards—there are two or three of these stamps in the yard and you couldn't tell but what they are mine."

The prisoners can make anything here. "Stamps don't mean anything—signatures don't mean anything—keys don't mean anything in the prison. You can go in there and lock up something or other, and in half an hour there will be a dozen keys just like it." (Reporter's Transcript, page 1356)

"Gambling," "degeneracy" and "drinking home-made hooch" * * * "we know that it goes on" "The only thing that I can think of that would minimize it would be for more supervision of the inmates,—more free men supervision of the inmates." (Reporter's Transcript, page 1358)

"In the regime of the previous warden there was a regime of cruelty. I think cruelty has been eliminated but I am afraid we have gone to the other extreme. We have allowed a lot of laxity to creep in. * * * Among the prisoners they have very little respect any more for authority." (Reporter's Transcript, January 4, 1944)

VISITATIONS

At both San Quentin and Folsom Prisons there has grown up a practice of visitation by large and small groups of people which the committee views with concern. The giving of dinners, and tourist trips through the prisons, particularly late at night after the inmates are locked up, is a very bad practice. The giving of shows and entertainments under prison auspices does not lend itself, in the opinion of the committee, to proper discipline and is besides, dangerous in that it is possible for contraband of many kinds to enter the prisons. The committee does not believe that it is sound policy to exploit the prisons and the unfortunates therein for purposes of personal aggrandizement on the part of wardens, however high the motives. This practice of wholesale visitations has gone beyond the bounds of both reason and proper conception of security in prison administration. The prisons are in no sense show places for the populace. As one witness who testified before the committee stated,

"I think this broadcasting and these big meetings in the prison have been very very bad." (Reporter's Transcript, January 4, 1944)

Visits to the prisons by proper officials and by relatives and friends under certain restricted conditions are proper, but the intrusion by large groups of people motivated chiefly by curiosity are of no benefit nor do they promote better management and control and discipline. On the other hand, there is reason to believe that many inmates object to having their misfortune publicized in this manner.

The committee in no sense favors the reversion of disciplinary methods to that primitive state which was once a disgrace to human kind, but it emphatically believes that the present trend is toward a laxity and a softness which can only ultimately result, if not in disaster, then in disrespect for all authority and practical defeat of the legal measures which society has formulated for the control of offenders and for its own security. Proper discipline does not necessarily mean harshness and cruelty, but it does mean that degree of firmness which impresses itself upon the consciousness of those under control and thus tends to an orderly state of mind in the inmates which is essentially necessary for them to acquire under any conception and practice of rehabilitation.

ESCAPES

When considering the discipline of the prison system as it affects both inmates and employees, the successive yearly record of escapes should be analyzed. The relaxation of discipline by the guarding organizations is indicated particularly during the last four years. The inmates are responsive to every lessening of the rules and regulations which control their actions. The camp and Chino records of escape has increased the total.

During the last 10 years 235 convicts have escaped. Of this total of 235, 184 occurred in the four-year period since 1939. As between prisons and camps the record shows that 70 escaped from the three prisons and 165 from prison farms and camps. The all time high was the last calendar year of 1943, when a total of 109 escaped. This obviously shows a relaxation of vigilance which may be attributable to a large extent to the policy governing disciplinary practices, both in the prisons, harvest camps and prison ranches.

A record of the escapes by years and units is as follows:

	1934	1935	1936	1937	1938	1939	1940	1941	1942	1943	Total
SAN QUENTIN											
Prison -----	5*	4	2			1				8	20
Camps -----	9	6	2	1	5	7	3	8	17	26	84
Total ----	14	10	4	1	5	8	3	8	17	34	104
FOLSOM											
Prison -----	2	1						3	4	7	17
Camps -----	3	2				1	7	4	4	24	45
Total ----	5	3				1	7	7	8	31	62
CHINO											
Prison -----								7	16	22	45
Camps -----									2	22	24
Total ----								7	18	44	69
Total Prisons -----	7	5	2			1		10	20	37	82
Total Camps -----	12	8	2	1	5	8	10	12	23	72	153
Grand Total ---	19	13	4	1	5	9	10	22	43	109	235

* Includes three escapes from Tehachapi while it was under the Board of Prison Directors

Included in prison escapes are 12 escapes from ranches located at the prisons.

The number of escapes as indicated by the above table can not be taken lightly or excused on the basis that the hastily organized camp program was responsible. The record discloses that during the calendar year 1943 the eight escapes from San Quentin Prison proper was within one of equaling the total of the prior nine years. In the last three years the five escapes from Folsom Prison proper may be compared to one for the previous seven years. At Chino the escapes for the last three years totaling 45, were more than half of the record of all California State prisons for the last 10 years. The prison population in these recent years when the escapes were so numerous, was at a relatively low level approximating only 60 per cent of the 1939 peak.

Since one of the primary objectives of the prisons is to protect the communities against the depredations of criminals, management should carefully analyze the conditions, both employee and physical, which make each escape possible. It was noted by the committee that the escape of four desperate young criminals from San Quentin the day after Christmas in 1943, was investigated by the warden of San Quentin and action taken the day after this committee concluded its survey of the conditions surrounding the escape, by suspending six of the employees implicated therein. Subsequently, after the convicts had been recaptured, the six employees were reinstated.

It is the committee's belief that inefficient custodial care leads to such conditions as are indicated by this table.

CLASSIFICATION

Prisoners are first assigned to San Quentin Prison, and upon admission to the institution they are transferred to the receiving unit for a quarantine period of from 10 to 14 days, after which they are given temporary work assignments. First offenders are housed separately from recidivists. The prisoner is sent through the identification bureau, interviewed by a senior social interviewer, sent to the medical department for a complete physical examination, to the supervisor of education for achievement, aptitude and intelligence tests, to the psychiatrist for neuropsychiatric study, and to the chaplain for religious interests. (The mental tests given in the education department consist of standardized tests which are administered and graded by convict help. These test results can not be reliable.)

Approximately six weeks after the prisoner arrives at San Quentin, the various departments submit reports to the classification secretary. The classification committee, consisting of the deputy warden, captain of the yard, chaplain, educational director, psychiatrist and classification secretary, meets twice weekly. The data above

referred to, plus the probation officer's report, proceedings at time of sentence, district attorney and county judge's summary, and Bureau of Identification reports, are considered when available. The inmate is then classified as to

1. Custody, supervision and segregation.
2. Transfer to another institution.
3. Prison employment.
4. Medical or neuropsychiatric treatment.
5. Educational program.
6. Religious guidance.

Inmates are not brought before the committee for interview, but are notified of their classifications.

CUSTODIAL CLASSIFICATIONS

Inmates are classified as maximum, close, medium and minimum security risks.

Men classified as "maximum" at time of initial classification are recommended for transfer to Folsom, and are interviewed by the classification committee. As a general rule, other prisoners are not brought before the committee for personal interview. The cases of men recommended for transfer are submitted to the warden for approval.

Following initial classification, an inmate's case is considered twice again during the first 13 months, for reclassification. The first reclassification is generally after six months' incarceration; the second is after the parole hearing. At these reclassification hearings, the inmate's attitude, work report, conduct report, education progress and emotional adjustments are considered. At any time that an inmate loses his regular privileges for misconduct, his case is considered for reclassification.

Men having good work and conduct records, classified as minimum security risks, and who are within one year of parole or discharge, are approved for harvest transfer. The same type of men having more than one year remaining before release, are approved for road or forestry camp. Men having good work and conduct records, classified as minimum security risks, either with terms set or unset, are eligible for transfer to Chino, excepting drug addicts, sex offenders, murderers, recidivists, and the physically and mentally unfit. No men having either recent poor work or conduct records, are eligible to transfer to camps or to Chino.

Exceptions to the above policy have been made. The demand for manpower in the harvest camps was urgent and was the reason for many exceptions. The need for manpower at Chino was also the basic cause for exceptions being made in the cases of some men transferred to that institution.

The entire transfer program of men classified as minimum security risks, to the various camps and to Chino, is based upon the policy of the board of directors that there can be no regeneration except in freedom, that rehabilitation must come from within the individual, and that through classification and segregation, there be a gradual release from custodial restraint, with a corresponding increase in personal responsibility and freedom of choice.

The wardens approve transfers from the prisons to the camps. The superintendent of the California Institution for Men at Chino, approves all men transferred to that institution. The warden at Folsom must accept the men transferred to him. It is the policy that men transferred from Folsom back to San Quentin can only be transferred if the warden of San Quentin approves.

The committee found that the men composing the classification committee at San Quentin all had other full-time, important assignments. They regarded the work of the classification committee as extremely important. One witness characterized the system as follows: "The classification board at San Quentin is doing an indifferently good job. It is a joke. * * * I attribute it to the fact that they are untired and they are overloaded with other work. I think they ought to have nothing else to do and they ought to have a background for that work. The men on the classification board have been trying to carry other jobs and they have been doing a rather bad job on classification" (Reporter's Transcript, January 4, 1944.) All felt that they should have more time for classification work. Some of the members of the classification committee had little or no personal knowledge of the prisoners at the time of first classification. The reports from the various departments are prepared in the secretary's office by inmate help. In these narratives is a compilation of data upon which the committee members must rely. All concerned agreed that such narratives should not be made by inmate help, and that free personnel should take over the duty of compiling such narratives at the earliest possible moment.

The wardens do not necessarily follow the recommendations of the classification committee. For various reasons men whom the committee classifies as minimum risks, remain in San Quentin. Occasionally men who are classified as maximum risks, and who would ordinarily go to Folsom, are also retained at San Quentin.

At Folsom and Chino, there are institutional classification committees, which follow approximately the same procedure as above outlined. The men are restudied and rechecked, and as a result of the classification committee findings, the program of segregation, work, education, etc., is determined. At both Chino and Folsom the narratives are prepared by inmate help. Again all agree that this practice should be discontinued.

The classification work done at San Quentin is the most important as far as the over-all assignment of men to the prisons is concerned. All men are received at San Quentin and go from there to the other institutions and camps. It is necessary for the classification committee members to have more time to spend on this work. The committee is handicapped because of lack of adequate doctors in the hospital and the inability of the physician to regularly attend. Medical reports, however, are obtained. Many members of the classification committee were dissatisfied with their relationship to the Board of Prison Terms and Paroles. They felt that it would be advisable for them to meet occasionally with the Board of Prison Terms and Paroles and to make information in their possession available to that board. Because of the need for manpower at Chino and at the camps, many men were transferred to Chino within five or six weeks after arriving at San Quentin. Most classification committee members felt that this was undesirable and that they should have a longer time in which to observe these men and to reclassify them before they were sent to Chino. The committee finds that this practice should be corrected as soon as possible.

The relationship between the classification committee, wardens, Board of Prison Directors and Board of Prison Terms and Paroles, is complicated and there are overlapping duties, responsibilities and lines of authority.

The Board of Prison Terms and Paroles is responsible for the fixing of the time that all prisoners serve. All members of this board testified that the work really required their full-time care. All members felt that they should have a closer relationship to the classification committees within the institutions. The board members also expressed the opinion that the classification work within the institutions should be done by the Board of Prison Terms and Paroles, with the help of the institutional department heads who now constitute the institutional classification committees. The Board of Prison Terms and Paroles gets little assistance from the various classification committees with the exception of their final recommendations. The Board of Prison Terms and Paroles uses the narratives prepared in the prisons by inmate help. All board members felt this was most undesirable. The Board of Prison Terms and Paroles fixes the sentence, but the Board of Prison Directors, upon recommendation of the warden, can, and does, grant extra-meritorious and statutory credits which reduce the length of time that the prisoner spends in the institution. (See Reporter's Transcript, Page 827.) Thus, the Board of Prison Terms and Paroles, while legally responsible for the release of prisoners, actually, in many cases, does not control the release date. This board receives all the blame where parolees commit further offenses. This board may prescribe conditions under which a man may be paroled but it has nothing to do with the employment of parole officers, and no power to see that a proper parole program is carried out.

On sex cases this board must receive and consider a psychiatric report before granting parole. The board must depend on the psychiatric service furnished by psychiatrists employed by the Board of Prisoners Directors. At Folsom where many of the worst sex offenders are imprisoned, there is no resident psychiatrist. Members of the board expressed the opinion that they should have some psychiatric help of their own to supplement the psychiatric service given by the present psychiatric staff.

The committee finds that there is a definite need for a full-time Board of Prison Terms and Paroles which can supervise the classification work within the prisons, fix terms, prescribe conditions of parole, and supervise the activities of the parole officers. It would seem more logical to have the wardens recommend extra-meritorious credits to the Board of Prison Terms and Paroles, rather than to the Board of Prison Directors. The Board of Prison Terms and Paroles has the power to revoke paroles, but only has the power to recommend to the Board of Prison Directors that credits be taken away from parole violators. It would appear that the board responsible for parole should have the final say as to whether or not credits should be taken away from parole violators. The committee was informed that the recommendations of the Board of Prison Terms and Paroles relative to the revocation of credits in many cases is not followed.

SEGREGATION

In both San Quentin and Folsom, there are a number of men who come within the psychopathic, psychotic and sexual psychopath classifications. At the present time at San Quentin it is possible to place only one man in a cell. This is a highly desirable practice which will be impossible to continue if the population materially increases. There are no facilities for proper segregation of psychopathic or psychotic or serious sex cases. Either a special psychiatric unit should be built on the grounds at San Quentin or provision should be made for a separate institution to care for this type of offender. The present practice is to send many of the worst sex offenders to Folsom Penitentiary. Folsom has no special hospital facilities and, as a matter of fact, has less psychiatric service than has San Quentin. The serious mental cases, the psychopathic cases and the serious sex offenders at Folsom should also be removed and kept in a maximum security psychiatric unit where they can be completely separated from other inmates.

INDUSTRIES AND EMPLOYMENT

The problem of employment within the penal institutions is ever present but it is being partially met, particularly in San Quentin, by assignment to the prisons of work for the Army and Navy, prompted by military needs. At San Quentin the committee was impressed by the scope of these war industries, the efficiency displayed, and the spirit under which the inmates labored to do their part in the National effort. At Chino, also, war industry is being efficiently conducted; at Folsom, in a lesser degree, contribution is being made. The committee commends this spirit both on the part of the authorities and the inmates. Statistics relating to these war industries too lengthy to be quoted here, are revealed in the transcript.

However, the committee is cognizant of the fact that with the end of the war and conclusion of the present contracts, a large sector of the inmate population within the prisons, particularly at Folsom, will relapse into idleness except for the trivial and unconstructive tasks of prison maintenance which call for only part time for a majority of the inmates. The committee holds, with all students of this problem, that idleness is a most destructive factor within the penitentiaries and tends to wreck discipline and efforts to promote rehabilitation. At San Quentin and Chino where industrial progress has been made and is being developed, the problem is not as acute as at Folsom. At Folsom, where once a large number of inmates were employed in rock quarrying, now practically nonexistent because of evolution in building requirements, the idleness is appalling. The proposal to remove the jute mill from San Quentin to Folsom, apparently favored by some members of the Board of Prison Directors, does not appeal to the committee for a number of reasons not necessary to enumerate here. The committee recommends a complete study of this proposal before definite steps are taken to effect this most important prison change.

The committee recommends, as soon as conditions make it possible, a program of industrial development within the penal and correctional institutions of the State, and the construction of necessary buildings with proper equipment be undertaken, following a comprehensive study by competent authorities.

EDUCATION

Academic and vocational education within the penal institutions appears to the committee to have not reached that point of development to be desired. Nevertheless, there is evidence that a certain proportion of the inmates respond to efforts to promote their academic education, with a larger proportion interested in vocational pursuits. The libraries, on the whole, are antiquated with many volumes out of date. Vocational teachers seem to be competent. The committee believes that in some respects the quality of the academic instruction could be improved. Efforts should be made to secure the services of instructors of high quality by making the positions better paid and permanent. It should be recognized that the problem of academic schooling in the institutions for the custody of adults differs materially from that of the correctional schools.

RELIGION

All of the institutions, both penal and correctional, have chaplains and the inmates are given opportunity for religious observance in accordance with their own particular faiths. It was not pleasing to the committee, however, to receive evidence that in some instances there was rivalry as between representatives of sects and some evidence of

discord verging upon intolerance. At San Quentin there is open dissention between chaplains and the psychiatrist and bandying of charges which the committee was unable to clarify, yet which should not be indulged in by persons upon whom are imposed high spiritual and moral duties. There was evidence, too, that at least one member of the Board of Prison Directors indulged in petty meddling in religious and educational affairs.

SANITATION AND HEALTH

The committee after a close inspection of Folsom found that the prison, generally speaking, was not clean. There did not seem to be any routine leading to cleanliness and elimination of rubbish and discarded articles. The corridors were untidy and many of the cells dirty and cluttered with superfluous articles of no value. The hospital, particularly the tuberculosis ward, was not clean. There exists no excuse for these conditions for there is ample inmate help, if properly directed, to keep all parts of the institution in a clean and sanitary condition.

At San Quentin the committee found the conditions much better. The hospital, as far as cleanliness is concerned, is satisfactory. Upon inspection, however, the committee is of the opinion that sanitary conditions in cell blocks 1 and 2 are not as they should be. Some reconstruction is needed but conditions as they are could be improved.

At Chino minor matters of cleanliness need attention, but in major matters of cleanliness and sanitation conditions are satisfactory. Scrupulous attention is paid to cleanliness at the California Institution for Women. The matter of cleanliness and sanitation at the several correctional schools is referred to in other paragraphs in this report which pertain to these schools.

In all the prisons and schools there is at present a lamentable lack of medical and nursing personnel brought about largely by war conditions coupled by reluctance on the part of professionals to accept positions with limited ranges of pay and lack of permanence.

RACIAL DISCRIMINATION

Racial segregation is practiced at Folsom and San Quentin to the extent that negroes are separately celled and assigned block seating at the mess. In some instances they are also segregated as to job assignments. Inmates of Mexican descent are not segregated. Orientals are so few that they are merged in the mass although they tend to associate together. At the Institution for Women the negroes have their own cottage equipped with sleeping and mess accommodations. They are assigned to work in accordance with need and capability without segregation.

At Chino there is no segregation and the committee found that no unpleasant situations arose thereunder.

The committee recommends that segregation in all the penal institutions be discouraged insofar as race or color is concerned under a sane and careful plan of merging which will tend to reduce to a minimum distinctions which under American theories of personal rights and equalities should not exist. The experience at Chino is concrete evidence that racial segregation is not necessary in the maintenance of order and discipline.

CAMPS

The subject of camps and particularly harvest camps was treated extensively in the preliminary report relating to Folsom Prison. It was the loose operation of the Straloch Harvest Camp which drew the attention of the Governor and the public to the condition of penal affairs in the State of California. A convict by the name of Lloyd Sampsell left the Straloch Harvest Camp and went to visit a friend in San Francisco. Local officials were requested to pick up the man at a San Francisco apartment. They contacted the Attorney General's office and an investigation of the affair was made. When the Attorney General reported his findings to the Governor, this committee was formulated and began its investigation.

The Board of Prison Directors over a long period of time have successfully operated road camps on a contractual basis with the State Department of Public Works. Escapes from these camps have been at a minimum and certain rules and regulations understood by both departments made the operation very successful.

Of more recent date, the Board of Prison Directors has operated forestry camps in the mountainous areas of the State for the purpose of preventing and fighting forest fires and working on blister rust control.

When the manpower shortage in the State of California became acute, particularly in relation to the harvesting of crops, the prison system was importuned to set up harvest camps and to place prisoners in them for the purpose of assisting the ranchers. At first, no statutory authority existed for the removal of prisoners from the prisons for this purpose. As a consequence, the Board of Prison Terms and Paroles analyzed the convict population and placed the prisoners who were eligible and of a minimum security risk on conditional parole and in this manner the harvest camps were operated during the calendar year 1942.

At the 1943 Session of the Legislature, statutory authority was passed which authorized the wardens of the various prisons to place convicts for a limited period of time in harvest camps. Under this authority, the heads of the various prisons set up, in cooperation with ranchers, harvest camps.

Over a period of years the convicts had been classified as to the type of security under which they should be held in custody; the medium security prisoners being assigned to San Quentin, the minimum to Chino and the maximum to Folsom. Yet, the statutory authority for operation of the harvest camps made no differentiation between the prisons as to the type of operation of the harvest camps.

The Board of Prison Directors did not set up a uniform system or uniform policies in camp administration and this committee found that in general there was a lack of adequate supervision and guarding in the camps, that guards placed in the harvest camps out of Folsom Prison were paid double pay since they remained on the State pay roll as well as receiving a similar pay from the ranchers; that the guards were thus working under a dual authority—that of the prison and ranchers; that there was great inequality in the amounts of money paid to the convicts ranging from \$15 a month to over \$400; that the camp inspector who was under the Board of Prison Directors apparently was never given adequate instructions with reference to his duties or responsibilities; that some of the harvest camps were situated without regard to serviceability to the community but rather to an individual rancher and that little regard was given to the safekeeping of the convicts and the protection of the community.

The committee finds that proper consideration has not been given to the classification of prisoners who have been released for harvest camp work. To illustrate:

At the STRALOCH FARM HARVEST CAMP at Davis, there were four prisoners released to that camp whose sentences had not been fixed by the Board of Prison Terms and Paroles; another prisoner with an offense of first degree robbery had not received a parole date and was not dischargeable until 1947; another prisoner serving life sentence for first degree murder had neither a parole or discharge date set.

At the WHITNEY WARREN RANCH CAMP at Wheatland, one prisoner had been placed in the camp who was serving a 30-year sentence for first degree robbery and assault with a deadly weapon who had no parole date fixed and whose discharge date was not until 1955; another prisoner was serving 20 years for sex offenses under Sections 288 and 288-a of the Penal Code, and had no parole date set and was not dischargeable until 1950; another prisoner in this camp was serving a 20-year sentence for a sex crime under Section 288 of the Penal Code and had no parole date set and was not dischargeable until 1951; there were also six other prisoners in this camp whose terms had not yet been fixed.

At the STOCKTON WORK CAMP, there was one prisoner who was serving a 20-year sentence for a first degree robbery charge and whose parole date had not been set and who was not dischargeable until 1948. Also in this camp, there were three other prisoners whose terms had not yet been fixed.

At the Straloch Harvest Camp, the committee found that the guards were incapable and negligent and had little control over the convicts; that drinking and gambling was prevalent; that the convicts overran the community imposing upon neighbors, using telephones and receiving mail at neighboring farms; that one convict had left the camp 45 times in a period of 2½ months; that no camp limits had been posted or were understood by either the guards or the convicts; that the convicts had been permitted to drive automotive vehicles on public highways and that convicts had traveled as far as Davis and Sacramento on many occasions.

The committee believes that the camp mismanagement is an example of the inefficiency of a nonpaid administrative board. The task of establishing harvest camps, which was imposed upon the Board of Prison Directors, was complicated and diffi-

cult. The camps could only be successfully operated by the consistent application of the best principles of management.

The board, in meeting once each month, could not hope to cope with the problem which changed from day to day. The committee also believes that the harvest camp system should not be abandoned because of a lack of competent supervision and administration but that a well-planned, competently staffed and organized system, under a single camp warden or administrator, should be set up.

PAROLES

The Bureau of Paroles is located in the Ferry Building in San Francisco. Branch offices are maintained at Santa Barbara, San Diego, Fresno, Oakland, Santa Rosa, Los Angeles and Sacramento. The parole officers are under civil service and are appointed by the Board of Prison Directors. The Board of Prison Directors is the supervising agency, although the work of the Bureau of Paroles consists of supervising men released by the Board of Prison Terms and Paroles.

The committee finds that this inconsistency causes confusion and conflict of responsibilities. For administrative purposes, the State is divided into districts. At the present time there are 581 men on parole in the San Francisco district, 466 in the Oakland district, 121 in Santa Barbara, 79 in Santa Rosa, 287 in Sacramento, 155 in Fresno, 90 in San Diego, 1,122 in Los Angeles. The parole officers, at the present time, are carrying an average case load of 126 parolees. The committee finds that this case load is too heavy for proper and adequate parole supervision. There is an evident need for more parole officers, for an in-service training program, for a manual of instructions on parole work, for a preparole program in the prisons, and for more participation by the parole officers in the classification and release procedures within the prisons. Convicts are released on parole by the Board of Prison Terms and Paroles and since that board fixes the conditions under which the men are paroled, it would appear logical to transfer administrative responsibility over the Bureau of Paroles from the Board of Prison Directors to the Board of Prison Terms and Paroles.

It is noted that the "Ticket of Leave" regulations, does not prohibit parolees working in an establishment where liquor is sold. Parole officers interviewed believed that liquor was the greatest single contributing factor leading to the commission of parole violations, and that it was inadvisable to permit parolees to work in such establishments. Records indicate that there are eight parolees working as bartenders and approximately 60 parolees working in and about taverns in other capacities. Permitting parolees to engage in this type of employment is questionable and the practice should be thoroughly investigated.

CORRECTIONAL SCHOOLS

The committee found that the correctional schools were reasonably well organized and administered. At all three schools the primary need was for additional trained personnel. The percentage of staff turnover has been very high and it has been practically impossible to recruit properly trained persons to replace the trained men and women who have left the State service. None of the correctional schools have adequate staff quarters. The salary paid the group supervisors is \$130 plus the wartime \$25 increase. Well-educated persons with a background of experience in child care, can not be recruited for this salary.

The committee finds that all of the schools are full to capacity and all have long waiting lists from the county courts. Local judges, probation officers and law enforcement officials are impatient and critical because of the long delays which occur after commitment and before acceptance. The average age at both Whittier and Preston has dropped materially. There has also been an increase in the number of boys coming from minority groups. This has complicated the disciplinary problems. In all three of the schools the buildings were clean and well-kept. The maintenance work was reasonably well done, taking into consideration staff and material shortages.

At Ventura the receiving unit is too small to permit flexibility in intake. Additional hospital facilities are also badly needed. There is only a part-time doctor and there is no psychiatric or psychological service. The disciplinary unit is poorly arranged, lacks proper heating, lighting and sanitary facilities, and should be replaced or reconstructed as soon as possible. The laundry building is inadequate, poorly ventilated and lighted and although plans are under way to add to it, the present plans will only give temporary relief. A great deal of maintenance work needs to be done

at the institution and the sewer lines need to be completely overhauled and enlarged. Erosion control plans have been made and much work needs to be done.

At the Fred C. Nelles School the hospital is entirely too small and there is insufficient medical care. The disciplinary cottage is very poorly arranged and should be either completely rebuilt or abandoned at the earliest opportunity. At least one additional dormitory should be provided. The Nelles School is the only correctional institution conducting any type of in-service training program. In view of the staff turnover and the lack of experience of many of the new employees, an in-service training program should be inaugurated at both Ventura and Preston. Approximately 10 per cent of the boys and girls sent to the correctional schools fall in the psychopathic or defective delinquent classification. These cases should be transferred to a psychiatric hospital where they can be given the proper medical and psychiatric care.

The Youth Authority has recently opened a school for younger girls near Santa Rosa. This will give considerable relief to the Ventura School and will remove the younger girls from that institution. This should make it possible to improve the program for the older girls at Ventura and to set up a program which will be more beneficial to the younger girls at the new institution.

The Youth Authority has completed plans to open a 24-hour school for younger boys in the northern part of the State. When this is opened, it will relieve the pressure on the Nelles School and will also cut down transportation costs and give better service to the northern counties.

The Preston School of Industry has many boys who have long records and who have committed serious offenses. Many of them belong in a medium security institution from which they could not escape and where they could be given the training and psychiatric care they require.

The committee finds that since the schools came under the Youth Authority on August 4th, studies have been made in all of the institutions relative to personnel needs, recruitment problems, maintenance problems, education, discipline, and release procedures. With the help of the State Department of Education and the Personnel Board, the educational programs at all three institutions are being revised.

With a closer integration of the juvenile and adult program, it should be possible to remove the more difficult and older boys from Preston and make it into the type of training school it is supposed to be. If these older boys and the psychopathic, psychotic and bad sex cases could be removed from the institution, some of the undesirable rigidity in present disciplinary methods could be eliminated. It would also be possible to do a better job of eliminating sex immorality and to better control the assumption of the disciplinary powers by cadet officers.

CONCLUSION

This committee has perused every avenue of investigation with the sincere desire to honestly evaluate the penal and correctional systems of the State and to determine whether or not a readjustment and reorganization is necessary at this time.

From the voluminous testimony taken by the committee, including investigation reports made by legislative committees and committees appointed by the different governors of the State to investigate the prison system during the past few years, it is the unanimous opinion of the committee that a reorganization of the State's penal and correctional systems is not only expedient but absolutely necessary at this time.

The committee believes that a centralization of the different penal and correctional departments of the State would effectuate a sound business administration and save many thousands of dollars to the taxpayers of California.

The plan of reorganization should eliminate conflicting and overlapping functions of the different boards and officers which are now charged with the responsibilities of the operation of the State's penal and correctional systems.

The following are the conclusions of the Committee:

1.—The committee is firmly convinced that a centralization should be had of all of the penal and correctional functions of State Government. This centralization should be accomplished by drawing together into one departmental organization, the Youth Authority, the correctional schools and the adult prison system. Only by centralization may the State be assured of an economical and efficient handling of the entire problem. The custodial aspects, the techniques of classification, the fixing of term and parole are similar and the activities are functionally compatible and should be consolidated in one department and not separated between three independent departments as is the case at the present time.

2—The committee believes that the Board of Prison Terms and Paroles should be abolished. This board as presently established, is inherently in conflict with the Board of Prison Directors. In its stead, an Adult Authority should be established on a coordinate level with the Youth Authority as a body to fix terms, paroles, and establish classifications of security for all adult inmates of prisons;

3—The internal management of the prison system is in dire need of a competent reorganization from a business point of view particularly. The lines of authority, and the duties and responsibilities within the prisons are not clearly defined or in any semblance of order;

4—The present administrative organization in the Department of Penology as represented by a nonpaid Board of Prison Directors, meeting only once each month, is inadequate to manage and operate the prison system;

5—The committee believes all of the correctional functions should be under the jurisdiction of a single head executive, skilled and trained in modern penological practices, chosen because of his knowledge and experience in institutional management;

6—There exists at both Folsom and San Quentin, urgent needs in respect to adjustments in physical facilities for the proper operation and handling of the prisoners;

7—The employees of the prison system should be selected through some type of merit system based upon their background of experience and education for the type of work for which they are engaged. Specifications should be written for each class of jobs after a competent job analysis has been made. A career system should be established which would permit the promotion of employees within the entire system on the basis of merit;

8—The "con-boss" system should be eliminated. This, however, does not mean that the great reservoir of manpower of convict workers should be ignored but rather that competent free help should supervise the inmate workers without permitting any prisoner to assume authority over any other prisoner.

9—The committee believes that a general tightening-up of the discipline of both personnel and prisoners within the system should be effected. Visitations of large groups of people within prison walls should be permanently discontinued. Escapes in every instance should be investigated and corrective measures taken;

10—The custodial classification of prisoners by a classification committee is a forward step in penological practices; the system should be supervised by the Adult Authority suggested in a previous conclusion. The rules of conduct and liberty within the inmate population should be thoroughly coordinated with the degree of classification;

11—The committee is in accord with previous surveys that a high degree of idleness prevails throughout the prison system. In recent years, the development of war projects has somewhat relieved this situation. It is our conclusion that a program of useful work and employment should be established for the prisoners.

12—The educational facilities and program are inadequate. Too few prisoners participate in the vocational and academic opportunities offered. A stimulation of interest in this regard should be fostered.

13—The primary need in the program of religion within the prison system is for a chapel at San Quentin which might be devoted exclusively to religious purposes. It was gratifying to note that the State has provided a competent number of full-time chaplains;

14—A general cleaning up of the prisons from a sanitary viewpoint is needed. The checking and repairing of sanitary facilities should be taken care of immediately;

15—Racial discrimination was found to exist and is not condoned by this committee. Rules and regulations should be established which would preclude the possibility of this practice.

16—The camp system should be organized on a sound business basis which would fix responsibility for proper supervision and provide the greatest usefulness to the war effort;

17—The Bureau of Paroles has acted as a semiindependent agency from the prisons. It is our belief that the Bureau of Paroles should be responsible to the Adult Authority and work in close harmony with the prisoners in a preparole educational program ;

18—The correctional schools, as a part of the Youth Authority, could well come under the jurisdiction of the Director of Corrections from a custodial and business management point of view. The Youth Authority should develop those phases of its program which pertain to probation, prevention of juvenile delinquency, diagnosis and post parole care.

Respectfully submitted.

JULIAN H. ALCO, Chairman
Member of the Board of Prison Directors

CHARLES H. DEUEL, Senator
Member of the Legislature

BURDETTE J. DANIELS
Legislative Secretary to the Governor

PIERCE H. FAZEL
Analyst, Department of Finance

WALTER GORDON
Member of the Board of Prison Terms and Paroles

KARL HOLTON
Director of California Youth Authority

JOSEPH H. McCLELLAND
Chief Special Agent to Attorney General

APPENDIX

REPORT ON FOLSOM PRISON

Folsom Prison is located near Folsom in Sacramento County, California, 25 miles northeast of Sacramento and has for its primary purpose the incarceration of male prisoners who have previously served a term of imprisonment in any State or Federal penitentiary. It is classified as a maximum security penitentiary consisting of 1,900 acres, some of which is devoted to farming. Capital investment is \$2,909,739 as of June 30, 1943. There are three maximum security buildings containing cell blocks, an administration building, hospital, tailor and shoe shop, chapel, trades building, laundry, barber shop, dental office, educational building, library, print shop and commissary. Several portions of the prison are antiquated in nature.

A. ADMINISTRATION

1. Organization and Management

The Board of Prison Directors appoints the warden for a period of four years. The warden, being responsible for the operation of the institution, is only accountable to the Board of Prison Directors. Warden Clyde I. Plummer resigned as warden on December 10, 1943, and Mr. James Adam was appointed acting warden. Since that time Warden Adam has been replaced by Mr. Robert Heinze, who formerly held a position as parole advisor in San Quentin Prison.

The committee, as a result of its investigation, has found the lack of proper instruction and supervision over the free personnel is causing friction and lack of cooperation among the employees, as follows:

a) Lines of administrative authority are not adequately or clearly defined. As a result of this, the warden makes an assignment of an employee to a specific duty and gives instructions to such employee without first consulting with the employee's immediate superior or with a subordinate officer.

b) Employees are assigned to posts of duty without receiving written instruction defining the administrative policy to be followed in connection with the duties.

c) Apparent conflict of administrative authority exists between the warden and the captain of the guard.

d) Evidence has been adduced concerning manipulation of meritorious time credit awards to inmates.

e) Certain guards appearing before the committee stated that there was a lack of understanding as to their respective duties in connection with the administrative operation of the prison.

f) Reports filed with the committee show that contracts have been entered into by executive officers without furnishing the accounting office with required information or obtaining approval of the Director of Finance as required by law.

g) The committee finds that a gasoline station located on prison property was built by prison labor, using prison materials, for use of the members of the Officers' and Guards' Association.

2. Physical Operation

a) The capital investment of Folsom is segregated as follows:

Land	\$61,401 50
Improvements	2,377,323 05
Equipment	471,014 93

b) The records disclose that the net operating expenses for the last fiscal year amount to the sum of \$904,838.08.

c) The institutional per capita cost for the Ninety-fourth Fiscal Year was \$465 69

d) Supplies have been purchased by department heads and officials before obtaining authorized purchase orders.

e) Employees' maintenance receivable accounts from December 1, 1939, to November 30, 1943, included \$4,992.70 covering meals served to guests without charge.

f) A physical inventory taken on December 15, 1943, disclosed shortages in livestock as follows:

Hog Ranch	shortage of 393
Chickens	shortage of 122
Turkeys	shortage of 11
Ducks	shortage of 94
Geese	shortage of 34
Goats	shortage of 2

Computation of the amount of this shortage in livestock inventories amounted to \$3,093.50.

g) A shortage of approximately 45 tons of coal used for heating purposes valued at \$495 was disclosed.

h) There is an apparent shortage of 446 shirts.

i) Approximately 4,000 No. 10 cans of carrots were spoiled during the 1943 canning operations in the cannery.

j) The prison quarry, located in what is commonly known as the "lower yard," was operated at a loss in the 1941-42 Fiscal Year.

k) During the 1941-42 Fiscal Year, Folsom Prison ranch activities were operated at a loss of approximately \$6,233 11.

l) Records disclose that the canteen operations are unsatisfactory and that control records are incomplete and not properly maintained.

m) An examination of the records maintained by the warden of receipts and disbursements of moneys received from the use of Larkin Hall for entertainment purposes for outside organizations revealed that \$4,198.05 was received during the period from March 29, 1941, to December 6, 1943. Of this amount, \$152 was deposited with the accounting office on November 2, 1943, for transmission to the State treasury. Expenses totaling \$1,837.36 were incurred for dinners and entertainments. In addition, disbursements totaling \$1,894.85 were made from these funds for various unauthorized expenditures, the majority of which were not supported by vouchers. As no funds were on hand as of November 6, 1943, the disposition of the balance of the receipts is not accounted for in the records. The disbursements made from the moneys received for the use of Larkin Hall do not constitute proper disbursements and can not be accepted as discharge of accountability. Hence, the sum of \$4,446.05, representing receipts for the use of Larkin Hall, is due the State treasury.

3. Classification Board

The personnel of the classification board at the present time consists of clerk of the Board of Prison Directors, captain of the guard, head of the educational and medical departments and the record clerk. Inmates classified are in the following categories: Maximum-close, Medium A, Medium B, Medium C, Minimum Restricted and Minimum.

Members of the classification board appeared before the committee and admitted that the method of classifying prisoners was inadequate and impractical for the following reasons:

a) Prior to July 1, 1943, prisoners were not personally interviewed. After July 1, 1943, the board was instructed to conduct interviews but this practice was later discontinued.

b) One member admitted that he did not have sufficient experience to appraise the prisoners for the purpose of classification.

c) Lack of attendance at classification board meetings by certain members.

d) The warden overruled the decision as to classification made by the board in a number of instances.

e) Direct results of the failure of this board to properly classify prisoners and to have its classification recognized and upheld is exemplified by the trouble and the deplorable conditions that existed in some of the prison camps. For example, at the Straloch Farms Camp near Davis several prisoners were released for work at the camp whose terms of sentence had not been fixed by the Board of Prison Terms and Paroles, and others whose minimum terms had not been served. This situation also

existed at the Bear River Camp, Wheatland, California, and Stockton Camp. Records revealed that some of the prisoners had life sentences to serve and many had at least five years of their sentences remaining.

B. GUARD LINE

From statements made by numerous guards, one of the principal causes of inefficiency and indifference among the guard line was the disrespect and disobedience of orders of guards by the prisoners. Prisoners would curse out guards and disobey instructions. Lack of regulations was evident everywhere within the prison walls and in the harvest camps. Guards are assigned to positions of importance and then left to use their own initiative as to the manner in which the duties were to be performed. The captain of the guard and others stated that on numerous occasions the warden would countermand their instructions without consulting them. Much testimony was received by the committee concerning the activities of con-bosses, who were permitted to do many things which gave them too much control of certain activities within the prison. One of the prisoners afforded these privileges stole a piece of fire equipment for the purpose of escaping and overturned it, resulting in approximately \$200 damage. Many prisoners holding many positions permitted trafficking in food, clothing, shoes and general commissary goods. These services were always accompanied by some sort of pay-off. The granting of unusual privileges to prisoners contributed greatly to the low morale of the guard line.

C. DISCIPLINE

1. The warden recommends to the board on his monthly report that certain prisoners be allowed extra credits for meritorious service. These credits are in addition to the credits a prisoner receives as prescribed by law and earned for good conduct. The committee finds that due to activities and privileges afforded certain prisoners these extra meritorious credits were in some instances obtained for a given consideration.

2. The limit of canteen purchases is \$10. Withdrawals by prisoners from trust accounts have frequently exceeded this amount creating dissatisfaction among the other prisoners.

3. Gambling in many forms is participated in by some of the prisoners, which has resulted in highjacking of commissary supplies and fighting.

4. As a part of the over-all prison system of classification, prisoners who practice sex perversion have been sent to Folsom Prison. For this reason, more of this type of prisoner is housed in Folsom than at any of the other California prisons. Diligence and alertness should have been exercised by the warden and guards in handling this problem. Locations existing in the prison where illicit sex practices were indulged in. The Board of Prison Directors ordered that all prisoners be housed in single cells. This order was not carried out in its entirety. The warden's lax attitude in the handling of this serious situation was testified to by many guards. Sex perversion has been the cause of many fights and stabbings within the prison.

5. Several prison officials, guards and prisoners protested concerning the power and influence exerted by certain prisoners upon whom the warden depended for secretarial assistance.

6. The schism in the guard line, as indicated heretofore, made it difficult to maintain proper discipline. This situation developed by virtue of a breach between the warden and the captain of the guard.

D. EMPLOYMENT

The idleness at Folsom Prison has been costly to the morale of the prisoners. An average employment was considered less than four hours per day. A comprehensive work program does not exist. The working conditions in the tailor and shoe shops are very undesirable. The ventilation and lighting are very poor, and supervision by the officers of the prisoners and materials is most inadequate. Guards admit their inability to prevent contraband materials being removed from the shops. A practice exists in the laundry by which prisoners are allowed to collect laundry and do handwork for other inmates in order to make extra money. Betting forms have been printed in the print shop.

E. RACIAL DISCRIMINATION

The committee found that there existed at Folsom Prison a segregation of negroes as to their celling and mess hall seating.

F. HARVEST CAMPS

The system of harvest camps has operated as authorized by the 1941 Session of the Legislature. Large numbers of prisoners have profited, both financially and from a rehabilitation standpoint, by their participation in the program. Likewise, many ranchers have been aided materially and the war effort has been enhanced by the application of manpower to many divergent enterprises.

The following conditions were found to exist at the Straloch Farms Harvest Camp near Davis, California :

1. No definite instructions were given the supervising guards in charge by the Warden.

2. Definite camp limitations were not properly posted or established. Some prisoners frequently roamed in the vicinity of the camp imposing upon neighbors in the community, frequenting beer parlors and restaurants, and trading and selling prison commissary supplies.

3. Drinking and gambling in the camp was reported, and in violation of the rules and regulations prisoners associated with women, both inside and outside the camp.

4. Several prisoners left the camp without guard and stayed away as long as 16 hours without being reported or returned to the prison. One prisoner visited San Francisco and another testified that during the period of 2½ months he absented himself from the camp about 45 times.

5. Some prisoners received and sent uncensored mail and used a telephone at a neighboring ranch contrary to rules.

6. The guards at the camp were inefficient and incompetent and the camp was grossly mismanaged.

The following practices were noted at the Bear River Camp at Wheatland :

1. Prisoners drove trucks on the public highways to and from work on adjacent farms contrary to rules.

2. There were instances of prisoners leaving the camp and purchasing beer at a nearby tavern.

G. HOSPITAL

The committee noted that the following conditions existed in connection with the Folsom Prison hospital which are in dire need of correction :

1. The full time physician is not resident on the property at all times.

2. The preparation of special diets for patients is under the jurisdiction of an inmate chef.

3. The chief inmate nurse, who is in charge of the hospital at times when no physician is present, has had several narcotic charges against him and has dispensed narcotics to inmates during the doctor's absence.

4. In the tubercular ward patients facing the windows are subjected to bright sunshine with no window shades for protection.

5. Our inspection showed that the hospital was not clean.

6. There is no resident psychiatrist.

CONCLUSION

The above is a condensation of a report previously rendered to the Governor on December 14, 1943.

REPORT ON SAN QUENTIN PRISON

The original site of San Quentin Prison, comprising 20 acres, was purchased July 7, 1852, at a cost of \$10,000.

There are now approximately 600 acres of land at San Quentin Prison, including hills and water lots. There are 65 acres within the walled area.

LAND AND IMPROVEMENTS

The investment of the State in San Quentin as of June 30, 1943, was

Land -----	\$163,967 00
Improvements -----	2,891,178 68
Equipment -----	710,236 93

making a total investment of ----- \$3,765,382 61

San Quentin ranch is small but very compact. Every inch of ground is utilized, including the small space for alfalfa, gardens, and the hilled area occupied by buildings for the chicken ranch, dairy, and the small space allotted to hogs. There are approximately 40 acres in use.

HOUSING CAPACITY

Capacity for single ceiling-----	2729	(exclusive of solitary and dormitories in Old Prison)
Capacity for single ceiling-----	2839	(including Old Prison dormitories)
Capacity for double ceiling-----	5062	(exclusive of single cells in Old Prison which will not accommodate two men, and Solitary, and dormitories in Old Prison)
Grand capacity total including all	5446 men—Double	
Grand capacity total including all	2915 men—Single	

Each cell block is composed of 5 tiers

OLD PRISON is composed of 3 tiers

GENERAL ADMINISTRATION

The general administration of the institution is not satisfactory. There are a large number of departments, many of them reporting directly to the warden. Recently, the Board of Prison Directors transferred the accounting function to the clerk. This action divested the warden of this very essential tool in the administration of the prison. The clerk is responsible to the State Board of Prison Directors and not to the warden. Some witnesses testified that they had the responsibility for the execution of certain phases of operations without authority over their immediate subordinates, the subordinates reporting directly to the warden.

The Board of Prison Directors employ the warden and the clerk to the State Board of Prison Directors. It is, therefore, the warden's responsibility to appoint all of the other employees in the institution and the committee has found certain weaknesses in Warden Duffy's appointees. The committee finds a need for a complete survey and analysis of key positions such as the captain of the yard, captain of the guard, accountant, religious director, steward, and other major departments be made, and recommends that substantial understudies for these key positions be selected in order to enable officers to develop into a fitness for their assignments and thereby create a continuity of procedure that will avoid a breakdown of good routine.

The former practice of staff conferences and meetings of groups of employees has been discontinued. The advisability of a resumption of this very effective method of obtaining coordination between the departments and cooperation of all of the employees is self-evident.

The captain of the yard is a deputy warden and theoretically has charge of the captain of the guard as well as the guards who work in the yard. The committee finds that the guards working on the towers and walls do not cooperate with the guards working in the yard to the extent that they should.

CONFIDENTIAL RECORDS

It was noted that prisoners participated in the preparation of prisoner narratives and other confidential records. One of the dangers found by the committee in making

it possible for prisoners to have access to these records, is that it invites trafficking with information and subjects certain inmates to intimidation by other inmates. There is also the danger of having the records altered. The Federal Prison System does not permit the using of prisoners on this type of work. It is believed that only free employees should engage in prisoner record keeping, including the handling of inmate trust accounts.

RELIGION

There are no adequate facilities to hold religious services or suitable space for visiting chaplains to hold interviews. About \$60,000 was appropriated for a new religious chapel but due to war priorities, construction was postponed. The committee was advised that plans have been prepared that will materially increase the housing facilities and offer better seating capacity for a nominal expenditure of around \$3,000.

There are three paid chaplains; the Protestant Chaplain, devoting full time; the Catholic Chaplain, devoting full time; and the Jewish Chaplain, devoting part-time. There is a lack of cordial relationship between the Protestant and Catholic groups and steps should be taken to overcome this schism.

San Quentin's close proximity to San Francisco makes it possible for many religious denominations to regularly hold services at the prison but time and space on Saturdays and Sundays are not sufficient to satisfy the needs of the visiting chaplains.

Dr. McKericher, the Protestant Chaplain, Dr. Earl W. Smith, member of the Board of Prison Directors, and the psychiatrist, Dr. David Schmidt, are manifesting considerable discord and in a measure challenging the successful utility of their respective departments and definite steps should be taken to iron out this unsatisfactory situation.

ESCAPES

On December 26, 1943, four prisoners escaped from San Quentin. A special report was made to Governor Warren on December 31st covering the results of a special investigation made by this committee. The report described the modus operandi used by the escapees who fashioned a 40-foot rope and metal hook, made their way through a ditch opened to replace a steam line through holes made in the walls and over the outer wall. Briefly, the conditions which made the escape possible and the points at which the escape should have been prevented were described in this report. The findings of the report are summarized as follows:

- (1) That the prisoners classified as "close" or "maximum" should not be given access to the yard before daylight;
- (2) That there was laxness on the part of the prison engineer in failing to report the opening of the wall in connection with the laying of the steam pipes;
- (3) That there was a culpable negligence and dereliction of duty on the part of certain employees;
- (4) That a better system for checking of inmates into various departments of employment or attending educational or religious services should be adopted.

The warden of San Quentin suspended six employees as a result of his investigation of the incident. Following the recapture of the prisoners, after commission of many robberies and holdups, the employees were reinstated and returned to their duties.

DISCIPLINE

Some of the guard line testified that prisoners are coddled too much. The committee believes that Warden Duffy has a great humane attitude and is in rather close touch with the convict population. He maintains a long interview line but discipline could be tightened in a more general way through the guard line and better segregation and classification of prisoners.

One of the weaknesses in prison discipline is a lack of consistent searching of cells. Instead of the guards in charge of individual cells occasionally searching, a crew of three or five guards should be assigned to this important activity. Testimony also developed that the prisoners were not searched and that even if the cells were searched, the prisoners could be carriers for any kind of contraband. The industrialization of San Quentin Prison necessitates a number of machine shops and as a result of this activity, contraband knives and weapons can be made and secreted for dangerous use. The committee's investigation of the Federal prison at Alcatraz enabled us to see the demonstration of a detector of metals through a light beam; also, a device that made it possible to detect metals hidden in mattresses, blankets and

other apparel. It is recommended that some such device be installed in the State penitentiaries.

For several years there has been a practice at San Quentin Prison to broadcast a program that has certain merit in the matter of public relations, but the former practice of permitting large groups of civilians, numbering up to 600, to come into the prison auditorium to attend the broadcasts without being searched, offers opportunity for contraband in the way of pistols, money and knives to be brought into the prison and this practice of large groups of people coming into the prison should be discontinued permanently.

CLASSIFICATION

The distribution of inmates to positions in the prison or their being sent or withheld from certain assignments such as road camps, harvestry and forestry camps, and the determination of their being classified for Folsom or Chino, very largely rests in the hands of the classification committee. Next to the Terms and Paroles Board, this committee functions in a vital activity, and the committee findings developed the fact that outside of the chairman of the classification committee, the other members are active in other full time positions. The committee consists of the following: chairman, psychiatrist, warden's secretary, supervisor of education and the chaplain. The classification includes maximum, close, medium and minimum security risks. The committee was advised that the meaning of these classifications and the proportionate weight of factors are as follows:

- Maximum:** Crime: Repeated offender, either recidivist or parole violator.
Supervision: Direct supervision at all times. Never outside walls. No late lock-ups.
Transfer: Eligible for Folsom.
Rehabilitation: Doubtful.
Social factors: Negative.
- Close:** Crime: Indicates sex offenses, confirmed. Long termists, drug addicts, long delinquency history, holds on file, deportable aliens, escapes, poor prior institutional adjustment; unstable or certain neuropsychiatric disorders.
Supervision: General inside the walls, no late lock-ups. No school privileges.
Job: Inside the wall.
Rehabilitation: Questionable.
Social factors: Migratory, poor employment record. No family ties. Mental defective.
- Medium:** Crime: Includes any offense. First offender. Recidivist or parole violator.
Supervision: In or outside of walls with general supervision of guard. Late lock-ups. Evening school privileges. No major guarding problem.
Job: Any day job inside the gun line.
Rehabilitation: Questionable or favorable.
Social: Balanced employment record, family ties, residence stability, intelligence.
- Minimum:** Crime: Equals any offense, generally moderate. First offender with prior reformatory record at most.
Supervision: Truited anywhere without direct supervision of guard; eligible for sleep-outs; late lock-ups. Evening school privileges.
Job: Any throughout institution, including ranch, roads, forestry, harvestry, Chino.
Rehabilitation: Favorable.
Social: Favorable employment record; family ties; residence stability, intelligence.

It is evident from the above classification requirements that much thought, time and personal supervision should be devoted to this activity. Within a short time after the inmate is received in the institution, he appears before the classification committee. His reclassification following the initial classification is after six months have elapsed.

The committee has found large groups of inmates assigned to the California Institution for Men at Chino who have only been in San Quentin for periods ranging from one to three months, and have only received their initial classification. The majority of members on the classification committee at San Quentin do not personally interview the inmates on their reclassifications.

EMPLOYMENT

The average number of hours that prisoners work in San Quentin is 5½ hours. The industrial program is very ambitious. It includes Army and Navy contracts, the processing of tobacco, twine, cargo nets, cargo slings, submarine nets, furniture, landing boats, laundry work, salvaging, mess trays, bearings, sirens, reconditioning mine buoys and many other articles of a value of over a million dollars.

CAMPS

There are now five harvest camps; one at Grand Island, near Stockton; one at Knightson; one at Gridley; one at Ryde; and one at Wheatland. One other camp at Yuba City has been closed.

Until the weather made operation impossible, there were four forestry camps operated through the United States Forestry Service. These camps are now closed.

There are two highway camps, one located at Burnt Ranch in Trinity County and the other at Escondido in San Diego County.

There are now 217 men assigned to the harvest camps and 119 men assigned to the highway camps.

Transfers of San Quentin inmates to prison camps from July 1, 1942, to July 30, 1943, are as follows:

Road camps 455, harvest camps 493, forestry camps 495, total 1,443.

There are two prison road camps operating under the jurisdiction of the Department of Public Works; one in the northern part of the State and the other in San Diego County. The earnings in these camps have materially increased since the last Legislature raised the gross pay from \$2.50 to \$3 per day. The forestry camps have enabled the prisoners to earn around 50 cents per day.

Harvesting camps are still in operation. The distribution of labor in these camps should be worked out on an equitable basis so that one farmer does not have an advantage over another.

The fact that men at the harvesting camps can earn as high as \$400 a month, whereas the men in the forestry camps can net only 50 cents a day, requires more equitable adjustment of such earnings.

ACCOUNTING

Books and records of accounts were in arrears. Statements of the financial condition of the prison are transmitted by the accountant, through the warden, to the Department of Finance. The accountant stated that little cooperation was given to him in the matter of budgetary control and that expenditures were made without adequate consideration being given to the appropriations available.

SCHOOLS

Elementary, high school and college courses are taught. Following is a breakdown of the teaching staff:

Outside instructors	26
Inmate instructors and assistants.....	12
Inmate readers for correspondence courses.....	12
Total teaching staff	50

Most all classes are held at night. Total enrollment is 1,490 and includes:

University Extension Courses.....	362
Local Correspondence Courses.....	289
Academic and Vocational Classes.....	591
War Classes	136
Hobby Shop Crafts.....	112

1,490

Standard tests, educational counseling, including vocational interview and achievement tests, cover all school subjects.

NEW EMPLOYEES

The committee found that no in-service training program was provided for new employees. The war activity has caused a turnover of over 60 per cent. Employees are recruited through channels of advertising in the newspapers, and are not subject to civil service.

PRISONERS' MERIT SYSTEM

The merit system includes additional statutory credits provided by law; also, extra meritorious credits may be granted on recommendation of the warden, approved by the Board of Prison Directors. Great care should be used in the merit system of credits because if abused, it would usurp the work of the Prison Terms and Paroles Board. All job assignments are made through the classification committee.

INFRACTIONS OF RULES AND REGULATIONS

For minor infractions of rules, the captain of the yard may discipline in the form of depriving inmates of certain privileges, but for more important punishment is referred to the warden who may recommend to the Board of Prison Directors that certain credits be taken from him or that he might be sent to Folsom Prison.

PRISONERS' RULES AND REGULATIONS

The rules and regulations are posted in every cell. The committee finds, however, that this practice is not followed in the prison camps. Also, there are no written instructions furnished the guards. Recommendations proposed by the Board of Prison Directors should be carefully carried out such as posting camp notices, etc., notifying visitors that bringing narcotics or firearms within the camp limits is a penal offense.

DEGENERACY

Due to the reduced population, San Quentin Prison is able to house all inmates in single cells. This program helps to reduce degeneracy in the prison. However, lack of supervision in the various shops and departments is not conducive to the proper control of this problem. There is an attempt to segregate degenerate prisoners and at present facilities are provided where these prisoners can be placed in a screened enclosure. If an inmate continues in this practice, he is sent to Folsom Prison.

INMATE AUTHORITY

The committee finds there is supervision over prisoners by other prisoners in relation to the work in the prison. This does not always indicate con-boss rule, but this practice has a demoralizing effect upon the prison population generally. This practice has also affected the morale of the free personnel in the prison, in that proper control and discipline in certain instances can not be maintained.

HOSPITAL

In 1935 the building formerly housing the "Women's Prison" was converted to hospital uses. The top floor or fourth story comprises the tubercular ward with a bed capacity of 55; third floor, clinical laboratory; second floor, medical and surgical wards, each with 22 separate rooms, also, laboratory and operating rooms, first floor, office of surgeon, chief psychiatrist, clerical, doctor's library, dining room, pharmacy and shops.

The surgical staff consists of:

Dr. Alexander Miller, Chief Surgeon

Dr. Akers

Dr. Frank Missner, Visiting Oculist

Dr. David Schmidt, Chief Psychiatrist

A physician is constantly in charge 24 hours a day at San Quentin Prison. There is also an outstanding consultant staff of free doctors

CONTRIBUTION TO WAR EFFORT

One hundred thirty-five thousand dollars worth of war bonds and war savings stamps have been purchased. Prisoners serviced 8,000,000 war ration books for the OPA.

JUTE MILL

The work in the jute mill in the past has been beneficial for many reasons. Formerly all prisoners were assigned to the jute mill for a period of not less than six months. This activity forced them to demonstrate work, to do a certain task, to take orders, to cooperate and to be obedient. Over the period of many years, the jute mill work has not proven injurious to health. At the present time the mill is operating only part time.

COMMISSARY AND CANTEEN

There is a \$10 limitation set by the Board of Prison Directors for the purchase of regular commissary supplies and in many instances this results in discrimination. A great many prisoners are not in a position to purchase these supplies and, therefore, try to obtain them by surreptitious means.

COST

The institutional per capita cost for the Ninety-fourth Fiscal Year was \$424.67. The operating expenses for the same period were \$1,323,266.66.

CONCLUSION

The salient points noted in reference to San Quentin are that there is a need for a general tightening up program—a general overhauling of the administration of the prison, the building up of a substantial organization in the form of officials and understudies, and, if possible, a definite training of guard line and personnel.

CALIFORNIA INSTITUTION FOR MEN AT CHINO

The California Institution for Men is located near Chino, California. It was designed to provide facilities to make possible a new type of institution for the minimum custody of male offenders, who, in the belief of the State Board of Prison Directors, seemed capable of moral and civil rehabilitation, and their restoration to society.

The institution is located near Chino, San Bernardino County, on a site consisting of 2,566 acres. Upon this property the present buildings are located and farming activities conducted. The motive and spirit prompting the establishment of the California Institution for Men was encompassed in the belief and hope that those selected to enter the institution might be forwarded upon a career of usefulness and restoration in contrast to the usual fate of those who serve a term and then are projected into civil life without preparatory training and without being brought to a full realization of the advantages of being again accepted by society as a whole.

The committee recognizes the fact that the theory upon which the California Institution for Men was established, and is now being operated, is in a sense largely experimental, particularly, when contrasted with generally accepted standards for prison management. Nevertheless, the results so far achieved lead to the belief by the committee that for a considerable portion of the convict population which the State now has, and may acquire in the future, it provides not only an economic and social saving, but that the measure of success already attained justifies the further development of the ideal; and that no discouragement unreasonably founded should be advanced which would detract from an ultimate demonstration which shall make apparent the success or failure of thus dealing with a sector of the convicted population within which there lies possibilities of complete or near-complete rehabilitation.

LAND, BUILDINGS AND EQUIPMENT

The 2,566 acres above referred to were purchased in June, 1938, at a cost of \$671,421.81. It is a level and fertile tract of land, previously planted largely to sugar beets. It is advantageously situated, so far as transportation facilities are

concerned. It is irrigated from wells and there seems to be no scarcity of water. There have been some impediments to profitable use of the land because of infestation in some portions by parasites, consequent to its long use for the growing of sugar beets.

Construction was started October 22, 1938, and buildings completed at a cost of \$2,733,621.74. The total investment in capital assets is now \$3,711,588.81. The first inmates were accepted on July 10, 1940. Up to January 1, 1944, the total number of inmates who had been and were housed in the institution numbered 1,474. The present structures contain some temporary buildings moved on to the ground because of emergency conditions. The west dormitory and south dormitory are permanent buildings, the north barracks and south barracks are the temporary buildings. The total capacity of these buildings is 400 occupants. There are a wire fence and watch towers around the institution. No gun guards have ever been employed, nor have the watch towers been used. The wire fence is in no sense a wall and can be scaled by those intent upon doing so.

The administration building is used for housing the administrative and executive officers. The approximate cost of the administration building was \$800,000, exclusive of furnishings. It is more ornate and expansive than is necessary. A more modest administration building could have been erected, ample for the needs of the institution, thus permitting a portion of the above costs to have been diverted to other construction. Within this administration building are the offices of the superintendent and department heads, a chapel, inmate library, night visiting room, and offices for other purposes. The rooms of the board of directors and their sleeping quarters are in the second and third stories of the building. All are beautifully, and perhaps extravagantly, furnished.

The south dormitory cost approximately \$350,000. It has a housing capacity of 156. Fifty-six rooms are individual, the balance in dormitory or ward form. The west dormitory cost approximately \$293,000; houses 132, all in individual rooms. This dormitory has two floors. The hospital cost approximately \$30,000, exclusive of equipment, and has a capacity of 22 beds. It is equipped with X-ray, diet kitchen, and dental facilities.

The laundry cost approximately \$233,000. It houses the laundry proper, clothing room, bathing quarters, and inmate barber shop. The kitchen and dining room cost approximately \$435,000. The dining room has a capacity of 1,500 men, which is beyond the present needs, therefore, a part of the dining room is used for a gymnasium and auditorium. The rear part of the kitchen is utilized for a cannery. The kitchen includes the bakery, which has all modern facilities and equipment.

The boiler house cost approximately \$233,000, including equipment. It has adequate facilities to care for the needs of the institution.

Other buildings consist of a work garage, shop buildings and garage, which including some frame buildings temporarily installed, cost approximately \$95,000.

The warehouse is inadequate. It is not large enough to take care of all supplies which results in some shop and garage supplies being sent directly to the shops rather than checked through the warehouse. The warehouse facilities should be increased and all supplies passed through the one unit for economical and safe practices.

A slaughterhouse capable of slaughtering 24 head of cattle per day, is adequate for present needs. Other buildings consist of cow barns, silos, piggery, milk house, horse barn, fencing, etc. The total cost of these is approximately \$75,000.

Other equipment includes the superintendent's house, five staff cottages, sewage disposal plant, reservoir, and irrigation wells. Also, several temporary shop buildings. The two temporary barracks house a total of 112 men. All these temporary buildings are unsubstantial and unsightly in comparison with the permanent building. In time the State should replace these temporary buildings with others of a permanent nature.

FARMING

The parcel of 2,566 acres of farm land was recently augmented by a lease of 2,000 acres additional, in the near vicinity. The activities on the farms which are under the direction of a trained farmer include dairy and beef herds, hogs, poultry, sheep, and rabbits. Inmates are used to man all the farming operations under the direction of the farmer and supervision of the supervisors and technical staff. The vegetables grown are used for institutional needs and the surplus is canned for use in off-seasons. Steers are slaughtered for institutional needs as well as to supply meat for four other State institutions. Slaughtering is done under Federal inspection. Most of the land owned or leased by the institution is highly adaptable to stock raising and a commendable effort is being made to improve the herds of dairy and beef cattle and swine.

THE SHOPS

Much of the shop or vocational training at the institution at present is devoted in furtherance of the war effort. Instruction in welding is taken advantage of by many inmates and the committee was informed that those leaving the institution after having been trained in the welding shops were immediately given employment in the ship building industry. The sorting of clothing for the Army and the redistribution of supplies from the near-by Army base contribute very materially to the work program. Instructions are given in garage and mechanical work to some extent, and in clothing and boot and shoe manufacturing. It is recommended by the committee that a further study be made by those in authority to an expansion of the vocational training activities at the institution. The committee has no criticism of the vocational training program as now conducted, but believes that with the cessation of the war activity and the possible abandonment of the forestry camps the increased population within the institution would necessitate a further expansion of the vocational training. While the farm requires the services of a large number of the inmates, yet there are many of them who could be given better opportunities when they return to society, if trained in some one of several trades and mechanical occupations.

INMATE COMPENSATION

While the law provides that the board may allow the prisoners a certain compensation above the cost of their maintenance, this policy has not yet been put into use at the institution proper. The war emergency has made it necessary to draw on inmate labor made vital by Government activities. Labor, allocated to forestry camps or work on Government activities outside the reservation, receives nominal compensation. It would appear that some plan of reasonable compensation to all of the inmates engaged in constructive work should be formulated.

EDUCATIONAL PROGRAM

In addition to the war production and mechanical training courses above referred to, the institution provides as well a range of academic courses. The entire educational program is provided for through a cooperative arrangement with the Chino Unified School District, and all teachers are certified by the State Board of Education. The committee was informed that many inmates are anxious to avail themselves of the academic courses on their own time and in addition to the tasks assigned them by the superintendent of the institution.

LAUNDRY

The laundry facilities are ample for the necessities of the institution, and have a capacity which permits the acceptance of some Army contract work.

HOSPITAL AND DENTAL OFFICES

The hospital is modern with accommodations for 22 beds, and is well equipped. Major operations are performed. Due to the war emergency a resident physician is not available, but the doctor in charge is less than three miles from the institution and is on call at all times. Tubercular and syphilitic patients are not transferred to this institution. The dental department is adequate to meet all needs.

There is no psychiatrist associated with the institution. A psychiatrist at San Quentin handles all those men who seem to need that treatment.

CAMPS

A contract is in effect with the United States Department of Agriculture, Division of Forestry, making it possible for inmates to go into the forest areas to prevent and fight forest fires. Meritorious service has been rendered the State in a similar capacity. Before inmates are moved to a location, camp sites, including houses, eating and sleeping facilities, are carefully investigated by the inspectors of the camp, who maintain periodical inspections. The inmates receive compensation, not to exceed an average of \$15 per month. There are approximately 50 men in each camp, with two supervisors and one relief supervisor for each camp. There is also a military camp which is a project of the United States Army.

RELIGION

A resident chaplain supervises religious activities. Different denominations and religious organizations have the use of the chapel, and visit the institution frequently.

SOCIAL WELFARE

The institution provides social service for all inmates. This work includes assisting men to secure aid for needy dependents, information regarding their economic and social well being, and other matters pertaining to their family, and in counsel to them as to social problems. Through this service the morale of the inmates is strengthened.

COMMISSARY

A commissary is maintained wherein inmates under the \$10 limitation fixed by the Board of Prison Directors may purchase personal commodities. It is also possible to obtain special commodities such as clothing, musical instruments, etc., through the clerk of the Board of Prison Directors.

JOB ASSIGNMENTS

All job assignments are made by the classification committee. All promotions are based upon a study of the inmates' work and conduct record, which information is submitted daily by the supervisor in charge. The men appreciate the war projects and very substantial purchases of war bonds have been made.

CLASSIFICATION COMMITTEE

The classification committee personnel is composed of departmental and line officers operating as advisory or staff units. The four regular members of the committee are chairman-manager of inmate welfare; institutional chaplain; director of education; and chief supervisor. This membership functionally represents the supervisory, social service, religious, and educational departments.

OPERATIONAL PROCEDURE

When a group of inmates is received on transfer from San Quentin they are employed as a unit under the direction of the same supervisor until they receive initial assignments from the classification committee. The second night following arrival inmates meet the committee and as a group receive certain advice and information with regard to the function of the committee and institutional procedure. The committee meets no less than once a week to consider applications for job changes and transfers. The men appear individually before the committee for the purpose of presenting and discussing their future institutional program in light of their release plans. The committee includes a direct analysis of the individual, background and environment, and a procedure whereby this information is utilized in helping to develop a well rounded program for rehabilitation. This information is available in a confidential central file.

SUPERVISORS

There are 61 supervisors, 48 of whom are used to supervise 456 inmates, and 13 to supervise 180 inmates at the camps. At present owing to difficulty in securing supervisors no initial training is given. There is quarterly rotation of line supervisors. There is no evidence of "con-bosses." Inmates acting in a supervisory capacity are assigned as such through the classification board.

SUPERVISION OF INMATES

Due to the physical lay-out of the ranch property and the present distribution of the supervisory staff, inmates outside the fence are not as closely supervised as they might be if the institution was adequately staffed.

COMMITMENT OF INMATES

No inmate is sent to the California Institution for Men at Chino directly from the courts. The courts use San Quentin as a general clearinghouse for all male felons.

NEW EMPLOYEES

The method of recruiting new employees through civil service is not in practice here. However, the employees are included in the State Retirement Act. Preliminary interviews are held by the individual department head, who in turn makes recommendations to the superintendent. The latter makes the final selection. The institution has lost 76 per cent of its original personnel since the commencement of the war. At the present time recruitment of staff is a definite problem to institutional management. In view of these difficulties, it would seem logical to the committee that a number of temporary positions be established to anticipate replacement needs. It was quite obvious to the committee that the personnel of the institution had been selected in the first instance with great care and with due attention to intelligence and capabilities. The personnel impressed the committee as being high in standard and adaptability.

MERIT SYSTEM

The merit system of the institution includes, in addition to statutory credits, extra-meritorious credits given for diligence, good conduct, and accomplishment.

RULES AND REGULATIONS

The rules and regulations governing the institution are posted in every room and between each bed in the dormitory. The rules are plain and easily understood.

GENERAL ADMINISTRATION

The general administration of the institution is satisfactory. The operation is grouped into four departments, responsible as follows: business manager, manager of inmate welfare, chief supervisor, and medical director. These department heads are directly responsible to the executive superintendent. Under each department head are a number of divisions which report directly to the department heads. Twenty-five divisions in the institution are handled in a very efficient manner through these department heads, thereby relieving the executive superintendent of numerous details, and making it possible for him to allocate more time for general supervision and for over-all guidance of the program.

CONFIDENTIAL RECORDS

Inmates participate in the preparation of narratives. It is the opinion of the committee that it is a wrong practice. The preparation of institutional records which pertain to the narrative attached to each inmate's career should be done by free men. As soon as it is possible to secure the necessary personnel inmates should be divorced from any such duty. This also applies to the handling of the trust accounts of the inmates.

VISITATIONS

Inmates may receive visitors during certain hours on Saturdays and Sundays. If the weather permits these visitors gather in an open space adjacent to the administration building. On occasions there are as high as 200 visitors on these grounds at one time. The visitors comprise relatives, families, children, and friends. Many of them bring their own food which after examination by the chief supervisor's office, is eaten at tables on the visiting grounds. The families visit and picnic on these grounds. In stormy weather, inside visiting rooms are provided. There is always at least one supervisor on the grounds, and at times several men. This privilege and matter of visitation is most highly appreciated by the inmates, and is jealously guarded by them against disorders or infraction of rules. The personnel of the institution believe that it is a great factor in building morale among inmates.

PER CAPITA COST

The institutional estimate per capita cost for the Ninety-fourth Fiscal Year, July 1, 1942, to June 30, 1943, was \$828.99. The committee recognizes that this per capita cost is high as compared to the State's other penal institutions, but calls attention to the fact that the low inmate population affects this cost and that the program being carried on is of necessity more expensive than in the other institutions where men are treated more in the mass.

ESCAPES

The committee feels that an element leading to escapes is found in a record giving the names of those transferred from San Quentin to Chino over a period of years from 1941 to 1943. This record is almost startling in the revelation that 477 men have been transferred from San Quentin to Chino who had served from only one month to six months in San Quentin. The committee doubts whether in that period of time it could be demonstrated that men, so short a time in custody, could be properly studied and classified. Furthermore, the committee's belief is concurred in by the inmate counsel at Chino, which appeared before the committee, that sufficient time should be served in San Quentin prior to transference to Chino to fix in the minds of the convicts the difference in environment and opportunity which exists as between the two institutions. Unless a convict is impressed at San Quentin with the seriousness of his offense and the consideration which is being shown him by transferring him to the comparative freedom which exists at Chino, he is likely to remain unappreciative of the opportunity given him. In addition, it is likely to leave an impression that he has escaped penalty, and that escape into larger freedom is an easy matter. The committee recommends that this practice of transferring inmates from San Quentin to Chino before they have served at least six months be entirely abandoned. The more intelligent inmates at Chino emphasized before the committee the folly of the practice referred to.

INFRACTION OF RULES AND REGULATIONS

For institutional infractions of rules the line supervisor may require extra duty in the form of menial tasks for brief periods of time. For more important punishment, inmates may be confined to quarters for a short period of time, and have certain privileges taken from them. These minor penalties are imposed by the line supervisor or the chief supervisor. For the more serious offenses the matter is carried to the executive superintendent, who may deprive the inmate of his visitation, canteen privileges or mail privileges, together with loss of credits or a return of the inmate to San Quentin; the latter on the authority of the Board of Prison Directors. Of course, in all attempts to escape, or escapes, the penalty is immediate return to San Quentin.

GAMBLING

As in the case of all institutions where a large body of men are confined there is probably some small petty gambling at Chino. A satisfactory practice was inaugurated by the superintendent of giving the inmates all the smoking tobacco that they need, which is in contrast to the practice in other institutions of allotting limited amounts to the inmates, thus resulting in making tobacco the chief medium of exchange which in turn led to gambling and disorder. Tobacco at Chino has no value as a medium of exchange. The inmate has as much tobacco as he can use, the only requirement being that he must produce an empty tobacco sack in order to get more tobacco. Playing cards is permitted, as well as checkers, dominos, and the usual table games. In other institutions playing cards is prohibited. The experience at Chino seems to indicate that the permissive use of playing cards does not add to the temptation to gamble.

DEGENERACY

Inmates whether known or suspected of degenerate practices are not accepted in Chino, and should any be discovered they are promptly returned to San Quentin. The committee, after careful questioning of both inmates and personnel, believes that conditions in this respect are under control.

DISCIPLINE

The freedom of action within the institution is so generally broad that what would be considered infractions at the other institutions are accepted at Chino. However, there was testimony adduced before the committee from both governing personnel and some inmates that the discipline, particularly as it relates to smaller matters of conduct, could be improved. There was testimony that some of the inmates became insolent and too familiar with supervisors; that they smoke where "No Smoking" signs are, and called their supervisors by their first names; keep their hats on when they should be removed; and are untidy in their rooms and do not promote cleanliness and order in the corridors and about the buildings. It appears to the committee that these personal habits which demonstrate lack of courtesy and indifference to the cleanliness of their surroundings should be corrected. Inconsequential as this personal laxity may appear, in the greater struggle for readaptation upon release to the demands of society in the larger sense, yet they have no place in an institution of this kind, and may reflect in the future upon the inmates' opportunities for full recognition in the outside world.

CONTRABAND

The committee received no evidence that contraband of any nature was being introduced into the institution. However, the freedom granted visitors in checking in and out on visiting days might be conducive to the introduction of forbidden articles. The committee suggests that there be adequate and complete supervision on these occasions; not because of present complaints regarding contraband, but to avoid the temptation to introduce it with consequent ill effects, both upon the inmates and the reputation of the institution.

RACIAL DISCRIMINATION

There is no race distinction permitted among the inmates and no evidence that the rule of racial equality promotes discord.

CONCLUSION

The committee reiterates that the California Institution for Men constitutes an experiment, highly idealistic, the success of which has yet to be completely proven. The committee, after an inspection of the premises, believes that there was undue expenditure of public money in construction of some of the buildings at the expense of other needed structures which have since had to be added to by temporary and impermanent wooden structures. The institution was first conceived as one of minimum security, then a succeeding administration endeavored to transpose the institution from a minimum status to a maximum status. This policy, in turn, was reversed and the institution reconverted to one of minimum character. These changes caused an undue expenditure of public money which was wasteful and largely lost. The institution is now being conducted as one of minimum security; in fact, in freedom of custody surpassing any like institution in California and perhaps any similar institution in the United States. Upon this theory of minimum security and freedom of action of inmates, there is based the idealistic hope of complete rehabilitation upon the inmates' emergence into society. It is the committee's belief that, basically, the success of this experiment depends upon the close and proper classification and analysis of those convicted of crime prior to their transference to the institution. Comparatively speaking, the experiment at Chino has been under way but a few years, far too short a time to demonstrate the soundness of the theory under which it was established and the policies under which it is being conducted and maintained. The California Institution for Men, in the opinion of the committee, constitutes an experiment worthy in concept and one which should be carried through to a fruition of results will will determine whether the theory is sound or not.

In pursuance of this policy, the committee has no particular criticism of the superintendency of the institution and is inclined to commend the discretion which obviously has been exercised in the selection of the institution's personnel. It is also obvious that no experiment of this kind can be successful unless the institution, through which the experiment is being carried on, is manned by a personnel high in character and ideals and devoted to the project more in the sense of the public good than in the hope of personal reward.

Aside from the extravagant expenditure of money in certain of the physical adjuncts of the institution, the committee adds the observation that there is danger in too exalted ambitions to justify basic theory underlying the establishment of the institution to the end that discipline becomes lax and the atmosphere too free from ideas of restraint, of instruction and of control. An institution of this kind is to be judged not entirely upon the number of escapes therefrom, nor the failures which result after discharge, but also in the impression made upon inmates while in the institution of the charity of the State in affording them such splendid opportunities for rehabilitation and their response thereto. That there is lack of discipline in Chino was plain to the members of the committee, not in the larger sense, but in the smaller details of personal conduct, of cleanliness, of respect for superiors, and of a concert of action on the part of the inmates which would develop in those niceties of personal behavior which, after all, have their part in any plan of rehabilitation which projects the affected person into the normal social order. These lapses of discipline at Chino can easily be corrected if those in authority seek them out and do not become oblivious to them by reason of too deep concentration on matters which to them seem of major concern.

REPORT ON BUREAU OF PAROLES

OFFICE FACILITIES

The Bureau of Paroles offices are located on the second floor of the Ferry Building, known as Suite 33, San Francisco, California. The rental is \$600 per month. The space occupied by the offices is something over 6,300 square feet. The rental includes the office space, light, heat, and janitor service. The suite consists of 11 separate office rooms, well lighted, ventilated and furnished, besides the general office, a stockroom, and storage facilities.

RECORDS

The bureau keeps a complete record of all men on parole, covering a period of approximately the last 34 years. The storage space in which these records are housed is subject to fire hazard. In view of the fact that Federal and State agencies, such as the Federal Bureau of Investigation, the United States Treasury, Postal Department, and police departments consider these records vital statistics, it is recommended that suitable storage facilities, of a fireproof nature, be provided.

DISTRICT OFFICE FACILITIES

In addition to the headquarters offices in the Ferry Building in San Francisco, the Bureau of Paroles maintains branch offices at Santa Barbara, Fresno, San Diego, Oakland, Santa Rosa and Los Angeles.

The bureau also has offices in the Library and Courts Building in Sacramento.

The State Parole Officer expressed the opinion that there is adequate office space provided in all offices maintained by the bureau, with the exception of the office in the State Building in Los Angeles.

FINANCIAL STRUCTURE

The financial needs of the Bureau of Paroles are determined by a survey of the number of inmates under parole in the respective district, dependent upon the requirements for automobiles and salaries of employees. Financial reports are submitted to the Board of Prison Directors for approval, and then, in turn, to the Department of Finance for acceptance.

ORGANIZATION

The Bureau of Paroles was organized and exists by virtue of the provisions of Article 3, Sections 2400-2404 of the Penal Code, as amended by the Statutes of 1943, Chapter 949, Section 1. Prior to 1943, the Bureau of Paroles existed without legal status. The Prison Board employed personnel to supervise men on parole as a part of their custodial responsibility. The statute heretofore mentioned was the first legislation which gave the Bureau of Paroles direct statutory authorization.

The growth of the Bureau of Paroles may be illustrated by the fact that in 11 years the expenditures have increased from \$41,426.99 in 1933 to an estimated \$171,862 in 1944, and the parole population has increased from 2402 to 4138. The personnel has increased from 11 to 55.

PURPOSES

The Bureau of Paroles is the supervising agency of parolees from State penal institutions. Its function is supervising of parolees. While it functions as an agency of the Board of Prison Directors, and is responsible to that board, its work consists of supervising men released by the Board of Prison Terms and Paroles.

ADMINISTRATIVE STRUCTURE

The State of California, for the purpose of administering parole supervision, is divided into three general areas described as Coastal Area, North Central Area and Southern Area. Each district is under the supervision of a parole officer, with a civil service rating of Grade Two, with the exception of the Los Angeles district which has two parole officers of such civil service rating.

There are five parole officers Grade One in the San Francisco district; three parole officers Grade One in the Oakland district; two parole officers Grade One in the Sacramento district; one parole officer Grade One in the Fresno district; and seven parole officers Grade One in the Los Angeles district.

At the present time men on parole, including parolees from other States under the supervision of the California Bureau of Paroles, are as follows:

San Francisco District.....	581
Oakland District	466
Santa Barbara District.....	121
Santa Rosa District	79
Sacramento District	287
Fresno District	155
San Diego District	90
Los Angeles District	1,122

PERSONNEL AND COMPENSATION

The Bureau of Paroles is headed by a chief parole officer, with his headquarters at 33 Ferry Building, San Francisco, California. The chief parole officer is appointed by the State Board of Prison Directors. The salary range is \$400 to \$480 per month. The chief of the Bureau of Paroles is appointed to serve at the pleasure of the Board of Prison Directors.

Besides the supervising officers in the areas heretofore mentioned, there is a supervising parole officer, with offices at Suite 33, Ferry Building, San Francisco, in charge of interstate parole matters. As interstate parole officer, his duties include the supervision of parolees from penitentiaries from other States, who are working in California, and also keeping in contact with parolees from California penal institutions who are working in other States. His duties also include the supervision of extraditions, repatriations, deportations, and parolees in the Merchant Marine.

There is also a supervising parole officer in charge of placement and direction. This position is provided to develop and administer the employment program of the bureau, and to make and maintain employment contacts. Under the rules of the Bureau of Prison Terms and Paroles, no inmate may be released from prison on parole until an employment program is approved by the Bureau of Paroles. The supervising parole officer is delegated authority to grant or withhold such approval for parolees from all three of California's penal institutions. This officer has headquarters at San Quentin for convenience and efficiency in carrying out the responsibilities of his position.

There is a parole officer in each of the three major California institutions, termed an institutional parole officer. Their duties are to develop a parole program for each man whose parole date has been set by the Board of Prison Terms and Paroles. The primary responsibility of the institutional parole officer is to prepare a parole program for inmates at his particular institution. It is his responsibility to interview all inmates prior to parole, in order to ascertain the best program for each inmate. This program consists of preparation, while confined in the prison, in order to facilitate the adjustment of the parolee when released from prison and returned to

society. The institutional parole officer assumes primary responsibility of instructing each parolee as to the rules of parole release set up by the Board of Prison Terms and Paroles. Being the representatives of the Bureau of Paroles at the institutions, these officers sit and counsel with the Board of Prison Terms and Paroles during its hearings at the respective institutions.

PRE-PAROLE PROGRAM IN PRISON

Most every man, or at least 95 per cent of the men, to enter prisons will eventually be released upon society again. In order to properly prepare the inmate for citizenship, a pre-parole prison program should be inaugurated as soon as the inmate arrives in the institution.

JOB ASSIGNMENT

The personnel is under civil service. Certain qualifications, however, necessitate only the highest picked men for institutional parole officer. He should be a college graduate in social work; have some practical field experience in parole work; be capable of lecturing to a group of potential parolees, organize a program of that nature; and be an educator. The best person to fill this position is one who has qualified as a law enforcement officer or has had adult probation experience, and usually one who has lived in the community where he is to work. Officers assigned to the rural areas are more mature men who are stable and capable of working without much supervision. Promotional examinations are given at certain intervals.

SALARY RANGE

The high qualifications prescribed by the civil service precludes the bureau's obtaining adequate assistance, because of the low range of salaries, even under normal conditions. The work is of a nature that often necessitates a parole officer devoting 48 to 60 hours per week to the performance of his duties, as shown by the case load. In parole work, it is considered good practice that a parole officer carry a case load of 75. California officers are carrying an average case load of 126.

RULES AND REGULATIONS

There are no rules or regulations in any printed form to guide the conduct of the parole officers in carrying out their responsibilities. From time to time the chief parole officer issues written instructions and oral recommendations to the men.

CONDITIONS OF PAROLES

Rules and Regulations

Under the present procedure, the Board of Prison Terms and Paroles regulates the conditions under which men are released on parole from our State institutions. Pursuant to that, certain written rules have been prepared by the board and submitted to the Parole Bureau for their guidance in the supervising of parolees. Each parolee has to sign his "ticket of leave," which includes the rules and instructions, and keeps a copy in his possession.

PROCEDURE UPON PAROLE VIOLATIONS

In the event of an arrest of a parolee, either by a parole officer or the police department, he is held in a local jail pending disposition of his case. The parole officer immediately fills out a form announcing the fact that this man has been placed in custody by the parole officer. Another form is then filed in duplicate with the Board of Prison Terms and Paroles and with the Parole Bureau, stating the disposition of the case. In the event an alleged parole violator's case can not be successfully handled and the parolee released from jail, Form 59 is sent to the chairman of the Board of Prison Terms and Paroles, requesting authority to return the parolee to prison as a violator and to await further action by the Parole Board.

Formal charges are then filed against the parolee for the alleged violations, before the Board of Prison Terms and Paroles. The parolee is given a copy of the charges. At the hearing before the Board of Prison Terms and Paroles, the Parole Bureau

is present and submits the evidence to substantiate the charges. The board then determines whether or not the complaint is sustained or the parolee is reinstated on parole

RECORDS—CONFIDENTIAL

We find all of the work and the keeping of records of the Parole Bureau, in the San Francisco office and outlying districts, are handled by free people.

BUREAU'S OBJECTIVES

Parole supervision has two main objectives :

1. To provide an official State agency to assist released men in bringing about their adjustment, to counsel with them, to assist them in their employment problems and in their domestic problems ;
2. In the event there is a violation of parole rules, it is the province of the Bureau of Paroles to remove individuals from society.

The Chief Parole Officer estimated that the per capita cost of parole supervision averages \$35 to \$37 per year.

CONCLUSIONS

Suitable fireproof space should be provided for parole records because of their statistical value. The Bureau of Paroles should be under the jurisdiction of the Board of Prison Terms and Paroles because its entire work consists of supervising parolees, who have been released from prisons by the Board of Prison Terms and Paroles, and all of its activities are in conjunction with the Board of Prison Terms and Paroles.

The committee suggests that the institutional parole officer might well be a member of the classification committee at each institution. In view of the unanimous approval of the institutional parole officers, the Board of Prison Terms and Paroles and its staff, and supported by a program now being developed in the prisons of the State of New York and also in the Federal system, the committee favors the establishment of a pre-parole program in prison, in each institution, for the purpose of educating and preparing inmates for their eventual release, to overcome such tendencies that would retard their progress, and to educate them in economic, civic, and social responsibilities, which they will have to assume upon their return to society.

An in-service educational program, preparing parole officers for their respective duties, should be inaugurated just as soon as adequate personnel is available. An analysis should be made by the suitable agency of the State Government of the salary ranges, requirements, and sufficiency of personnel. An in-service training manual of instructions, rules and regulations should be prepared for each parole officer, after being approved by the Board of Prison Terms and Paroles.

It is noted that rule six in the "ticket of leave" does not prohibit parolees working in establishments where liquor is sold. However, it was the unanimous opinion of parole officers interviewed that liquor was the greatest contributing factor in the commission of parole violations and it was inadvisable to permit parolees to work in such establishments. Records indicate that there are about eight parolees working as bartenders and approximately 60 parolees working in and about taverns in other capacities. In view of the fact that parole officers do not approve of this practice, it is the committee's recommendation that a further study and analysis should be made of this particular job assignment.

REPORT ON BOARD OF PRISON TERMS AND PAROLES

ACT CREATING BOARD

The Board of Prison Terms and Paroles was created by the statutes of 1931, Chapter 487, page 1061.

Subsequent to its creation, amendments to the law have been added clarifying its functions.

The sections of the Penal Code, covering the authority of the Board of Prison Terms and Paroles, may be found in Chapter 8, Articles 1, 2 and 3, of the Penal Code of the State of California.

FUNCTIONS

It is the responsibility of the Board of Prison Terms and Paroles to determine and redetermine the terms of imprisonment of male persons sentenced to the State prisons of the State of California. It is likewise the responsibility of the board, subject to certain statutory limitations, to determine when and under what conditions prisoners may be released from the State prisons.

PERSONNEL

The Board of Prison Terms and Paroles consists of a chairman and two members who are serving on a part-time basis, at an annual salary fixed by statute, for terms of four years.

The only paid staff, directly responsible to the Board of Prison Terms and Paroles, is the executive secretary, E. A. Burkhart, and a stenographer.

The office facilities consist of offices located in the Kohl Building, San Francisco, consisting of three rooms and a storeroom.

FINANCIAL STRUCTURE

The budget for the Ninety-fifth and Ninety-sixth Fiscal Years, covering salaries, operating expenses and equipment, amounted to \$57,760.

PROCEDURE

Meeting Places

The board meets at each of the State prisons each month, with the exception of the California Institution for Men at Chino, where it meets every other month. The meetings at Chino were put on a bimonthly basis because of difficulties of transportation and the small number of inmates involved.

The board completes each calendar, at each institution, before adjournment.

The board spends between 15 and 20, eight-hour days each month, including traveling time, and handles approximately 500 cases per month.

Case Histories

Prior to a case being placed on the calendar for determination by the board, a case history is prepared, which is termed a narrative.

The clerk to the State Board of Prison Directors in each prison functions in the capacity of clerk for the Board of Prison Terms and Paroles. It is estimated that 75 per cent of his work is performed for the Board of Prison Terms and Paroles; although he is employed by the Board of Prison Directors.

The clerk designates what information shall be included in the narratives. His information is received from the district attorney, the judge, and the probation officer from the county from which the inmate was sentenced. The narrative also includes favorable and unfavorable letters by various persons interested in the case; it also includes a biographical sketch of the inmate, a report of the doctor or psychiatrist, or doctor and psychiatrist in many instances. There is an indication on the narrative of the industry and conduct record of the inmate. Inmates participate in typing and filing these documents.

Hearings

The inmate appears before the board and is questioned generally concerning his crime, family background, work record, conduct record, and his preparation for release. He is then given an opportunity to say anything in his own behalf that he desires.

Time allocated to each case would average twenty minutes.

At each hearing the board considers four types of calendars covering: (a) cases involving the setting of terms and, in some instances, fixing the parole term, (b) off-calendar cases, corresponding to ex parte matters in a court of law, (c) a special service parole calendar where inmates are asking for an opportunity to join the armed forces of the United States, and (d) a calendar of parole violators, which the board hears at San Quentin and Folsom Prisons.

POLICY

In addition to statutory limitations placed upon the Board of Prison Terms and Paroles in determining and redetermining sentences and releases on parole, the board is governed by some established rules and regulations.

(1) Inmates serving life-sentence terms, on charges of first-degree murder, have their cases postponed until ten calendar years have been served.

(2) Inmates must have six months' clean conduct record before they can receive any consideration before the board.

(3) Inmates who have served their minimum term automatically appear on the calendar and, if denied, appear one calendar year later—unless ordered on an earlier calendar due to some justifying circumstance. There are instances where inmates may appear before the board before their minimum term is served.

(4) In instances of parole violations, the board either recommends the forfeiture of credits or makes no recommendation to the State Board of Prison Directors.

It is highly commendable, and demonstrates conscientious work, that the calendars of the three institutions are up to date and the work complete. The committee feels that the Terms and Paroles Board are devoting their best efforts to their work. While some four or five hundred inmates have not had their terms fixed, although they have served the minimum terms, it is because many circumstances that enter into the fixing of a term makes it advisable, for the benefit of the inmate, that the case be postponed for further consideration.

CONCLUSIONS

The committee believes that the Board of Prison Terms and Paroles should be a full-time service. An adequate salary should be paid in order to attract the quality of individual who can assume the important responsibilities of the position.

A pre-parole school should be established at each institution to train and prepare men for parole and citizenship from the first day they enter prison until they are released. The classification of inmates is of basic importance and is vital to the Parole Board in carrying out its responsibilities. The classification program should be reorganized and the Parole Board should participate in the classification of all prisoners. Every effort should be made in the preparation and handling of narratives to keep the information from manipulation by the inmates. The Board of Prison Terms and Paroles should be the board to approve meritorious credit awards of all prisoners. They should also revoke, suspend, or cancel credits earned or to be earned for parole violators. The Parole Bureau should be placed under the jurisdiction of the Board of Prison Terms and Paroles. Before approving actual release, the Board of Prison Terms and Paroles should be furnished with the detailed plan which the parole department has worked out relative to the placement, employment, and supervision of the prospective parolee. The Board of Prison Terms and Paroles should be independent of any other prison management or jurisdiction.

REPORT ON CALIFORNIA INSTITUTION FOR WOMEN AT TEHACHAPI

In the State Legislature of 1927, a bill was passed which provided for appointment of a commission by the Governor to study the subject of a separate prison for women. In the 1929 Legislature, a bill was passed providing for the appointment of a state-wide board of trustees, composed of three women and two men, who were to purchase a site and erect the initial buildings, and to administer the institution when it was ready for occupancy.

The board of trustees selected a site of 1,682 acres lying in Cummings Valley in Kern County, located about 135 miles from Los Angeles and 50 miles from Bakersfield. The original buildings were completed in June of 1932. In September, 1933, the institution was opened as a unit of San Quentin. The Attorney General ruled that under the existing legislation, the jurisdiction of the institution would be under the

State Board of Prison Directors. In 1936, an amendment to the Constitution permitting the management or control of the institution to be placed under the board of trustees was adopted.

To date, the State's investment in capital assets is as follows:

Land -----	\$114,056.65
Improvements -----	413,788.02
Equipment -----	75,593.50
Grand total -----	\$603,438.17

The total number of employees at present is 35. The estimated cost per inmate for the year 1943-1944 is \$971.50. The total maximum population has been 210. The normal capacity in single rooms is 154. The present population is about 134. The estimated cost of bringing the present facilities up to the standard, for the present population, is around \$200,000. The anticipated population of 300 inmates would cost additionally approximately \$350,000, exclusive of furnishings and equipment. There are approximately 87 parolees from the California Institution for Women, and provision for their return must always be available in the event of violations.

The buildings include industrial buildings, laundry, dairy, recreation hall, school room, and barn buildings. Some of the temporary buildings do not meet the housing requirements. This situation invites a fire hazard. The farming facilities are entirely inadequate. The dairy barn is unsanitary. The slaughtering facilities would not pass inspection, and there should be adequate modern slaughtering facilities provided. Also, adequate commissary and storage facilities and storehouse must be provided. The building program of the institution has not been completed, and for the past 10 years there have been no permanent farm buildings, industrial building or school provided. No permanent structures have been built since the original opening in 1933. Many of the temporary buildings in use have been condemned. The immediate building needs of the institution include: a vocational building, \$75,000; farm buildings, \$41,250, hospital and detention unit, \$78,000 and a cottage to house 35 girls, \$73,000, a total of \$267,250. This estimated cost has been approved by the Department of Finance as essential. Likewise, the State Planning Commission, in its January, 1943, report, recommended the erection of additional buildings at the institution as soon as war conditions permit.

The board of trustees appoints the superintendent of the institution, who performs the same duties and exercises the same functions respecting such females convicted of felonies, as the wardens now exercise over male prisoners, as provided in the Penal Code under Section 3325. The superintendent is exempt from civil service. All other persons are subject to the rules and regulations of the State Personnel Board.

As stated before, the population at the institution at the present time is 134, and on January 1, 1942, it was 174.

The educational program receives the cooperation of the Tehachapi High School. Girls in the honor classification attend night school shop at the Tehachapi High School and are taught welding, lathe work, blueprint reading and mechanical drawing. Classes in the institution taught by teachers of the Tehachapi High School include stenographic work, corrective speech, social science, handicrafts, physical education, nutrition and preparation of foods.

The parole office for the institution is located in Los Angeles. A second office is to be established in San Francisco, but due to lack of personnel, only one parole officer is available to supervise 89 women at the present time. Three of these cases are handled for other States. For the period ending December 31, 1942, of 170 cases supervised, 21, or 12.35 per cent, failed on parole. The parole supervision is entirely inadequate. Consideration should be given to space in the San Francisco parole office located in the Ferry Building.

The war effort includes the making of some 20,000 pillow cases for the United States Navy. Also, some 15,000 mosquito nets have been made, and another contract is in process. The manufacture of American Flags has existed since the inception of the institution.

A comparison of the per capita costs of this institution with the cost at other women's institutions in this Country for 1939-1940, the latest data available, shows costs for the California Institution for Women to be lower during that period than for 10 leading prisons and reformatories for women. However, it is interesting to note that the per capita cost of the California Institution for Women has increased

over 100 per cent since 1940, a portion of which is undoubtedly due to the remoteness and isolation of the institution.

There is a definite program for the individual treatment of women committed, looking toward social adjustment. Every woman is given a complete physical examination, and an effort is made to have proper corrective measures in surgery and dentistry, although the war conditions have made it impossible to secure the services of a resident physician. The present physician, Dr. Madge Q. Schlotthauer, who resides in Tehachapi and receives a monthly compensation of \$320, visits the institution twice a week, and is on call for emergencies and advice. This practice is entirely unsatisfactory and unsafe. Because of the isolated condition of the institution, every effort should be made to have a resident woman doctor. There is no psychiatrist on the staff at the present time. There is no X-ray that is suitable, and inmates must be carried to the hospital at Tehachapi for this service.

There is an active work program outlined, but the play program has been neglected due to want of personnel. The work program necessitates 6½ hours per day. Additional time is spent in school in extra-curricular activities. The work includes milking and care of the dairy, poultry raising, truck gardening, cooking, baking, laundry, household tasks, office assignment and sewing. No compensation is given the women. Extra sources of income are from work performed on special hobbies such as sewing, painting, etc., and commissaries may be purchased from these earnings. A maximum of \$25 gate money is given to discharged or paroled inmates, providing no other funds are available. This, of course, is in addition to transportation to the place from whence they were committed; also outgoing clothes. The outdoor sports of baseball, volley ball and tennis have not been actively carried on. Motion pictures are shown once a week.

A commendable system includes a cottage council of 12 elected members, comprising three inmates from each of the four cottages. The council acts as a contact between the superintendent and the women in matters of community interest. This plan has been eminently satisfactory because the council serves as an instrument in developing responsibility, administrative judgment and self-respect. The institution has an honor merit system, through which women earn privileges and good-time allowances. A very satisfactory classification committee, consisting of the superintendent and four staff members, evaluates the work and conduct of each woman every month. There are four classifications, as follows: probationary, standard, substandard and honor.

The housing facilities are divided into four cottages, occupying three buildings in all. A very unsafe practice is the locking of the girls in their rooms with doors that open in, with separate keys. In the event of an emergency, fire or earthquake, this would be a serious handicap and probably fatal to life in effecting a quick exit. The trustees advise that this condition will be corrected as soon as suitable materials are available.

There is no institutional chaplain, but different denominations are represented, who come from nearby towns.

Employees in charge of the women in the cottages are very satisfactory and represent a substantially high type of intelligent woman. The concept of their activities and performance is highly commendable. The salaries for warders range from \$165 to \$205 per month. The cost of food and maintenance averages around \$30 per month, which is deducted from the salary. Many qualified people refuse to accept employment at the institution because of its remoteness, causing alienation from their families and friends, and all sorts of recreational amusements. This is also accountable for the high turn-over in employment.

The board of trustees meets every four to six weeks. Their functions include administration and determination of sentences and paroles. A number of important positions in the institution are vacant, due to lack of personnel. It is the general consensus of opinion that the isolated location of the institution makes the staff problem far more difficult than the inmate problem, and that service at the institution is practically isolation for the staff. The institution is some 11 miles from the railroad, and it has been known to be completely cut off for a number of days when heavy snowstorms and drifts made the roads impassable. The turn-over in personnel is a great handicap to the management.

The chairman of the board of trustees, Mrs. Thora M. Merchant, of San Francisco, and Miss Grace E. Barneberg, vice chairman, of San Luis Obispo, were present at some of the conferences held with the superintendent, Miss Alma Holzschuh. The committee was impressed with their sincerity of purpose and honest effort in carrying out their respective duties.

CONCLUSION

As stated above, the State's investment in capital assets is \$603,438.17, capable of housing a normal capacity of 154 inmates, and in view of the fact that the estimated cost of bringing the present facilities up to the standard for only the present population is an additional cost of around \$200,000, and if an anticipated population of around 300 inmates would add an additional cost of \$350,000, the committee feels that a better purpose could be served in abandoning the present Tehachapi location and using these funds to erect or purchase another site more suitable and applicable to overcome the present handicap of a location that makes it difficult to secure personnel and rehabilitate the inmates.

The general condition of the discipline is satisfactory. There is only one isolation room, which is used on only rare occasions. If an inmate has to be segregated, the hospital is generally used.

The morale of the inmates is good, considering the isolation, which latter makes it impossible and impractical for visitations of relatives and friends, as well as many other advantages which are not available, such as lectures, visiting medical staff, and outdoor recreational activities.

The committee is advised that degeneracy is practiced occasionally, but every effort is made to correct same.

The superintendent is in very close touch with the staff, although a business manager is needed to coordinate the various departments and create profitable activities in the institution. A business manager would help to analyze monthly financial reports, supervise the various departments and eliminate activities that are poorly operated due to insufficient facilities, or impractical on account of certain conditions.

The water supply is not adequate, due to insufficient pumping facilities. New equipment should be provided before the summer season, when the water supply diminishes.

Printed rules and regulations should be posted in the room of each inmate. Likewise, written instructions to all warders and employees should be immediately prepared.

The method of recruiting new employees is through the Civil Service Personnel Board. Free employees are used in preparing all records and narratives for the board of trustees. At no time are inmates permitted to work on narratives, other than to do the actual mimeographing under the supervision of a free employee. An inmate also photographs all new arrivals. Upon request, an employee may ask for a change of position in the institution. Many of the older warders are familiar with the various posts of activity.

There are no inmate cliques or groups that control or manipulate any of the departments, although the kitchen in the administration cottage is operated entirely by inmates. The warders supervise the preparation of meals for inmates in each cottage; likewise, the menus.

During the committee's visit the wind was so extreme and violent that at times it was difficult to hear normal conversation. The committee was advised that during certain portions of the year this objectionable feature is not unusual. Many of the staff complained of climatic conditions.

REPORT ON PRESTON SCHOOL OF INDUSTRY

The committee convened at the Preston School of Industry Wednesday, January 12, 1944.

The committee visited the farm department, including the dairy, the orchards, gardens and fields, the machine shop, automobile mechanics, sheet metal, electric and paint shops, the hospital, a large dormitory building, kitchen, dining rooms, auditorium, chapel and the segregation building used for disciplinary purposes.

The committee interviewed the superintendent, assistant superintendent, various group supervisors, instructors and attendants.

The committee confined itself to making a quick inspection of the physical plant and getting reports from the administration relative to the number of boys cared for, admission policy, classification work, discipline, staff organization, the urgent needs of the institution and the superintendent's ideas relative to postwar plans.

PHYSICAL PLANT

The cottages, dormitories, shops and farm buildings at the Preston School of Industry are in reasonably good condition. The maintenance program has been well carried out and urgent immediate repairs have been made. The Administration Building was built in 1870 and the Division of Architecture has recommended that it be abandoned and replaced. If the present population is to be maintained, the institution needs an additional segregation building. If older and more difficult boys are removed from the institution, the present segregation unit is probably adequate. A cottage providing single rooms where sex cases could be segregated is urgently needed under any circumstances.

INMATE POPULATION

During the calendar year 1943, 1,044 boys were received in the Preston School of Industry. This included 688 direct commitments by the courts to Preston, 56 boys returned for parole violation, 266 accepted in the Youth Authority Clinic and 34 older boys transferred from the Fred C. Nelles School for Boys. During the year 189 boys were sent to residences out of State. These boys were committed to the school primarily for the purpose of deportation. At the time of the committee's visit the population was 649. The population has been consistently heavy, running at times well over 700. There is a long waiting list from the courts and the courts are very impatient because of the necessity of keeping these boys in local jails where conditions are far from satisfactory. The institution should not keep more than about 640 boys at any time. The presence of the Youth Authority Clinic at the institution has created some problems. Additional staff was provided for the Youth Authority Clinic, but as the number of boys committed to the clinic increases, other staff additions will have to be made. The clinic should be established separate and apart from the institution as soon as possible.

ADMISSION POLICY

Boys are received at Preston School of Industry, on direct commitment from the juvenile courts, on transfer from the Fred C. Nelles School for Boys, on return for parole violation and on commitment from the Youth Authority. All boys are received in the hospital where they are given a medical examination. Youth Authority commitments are then transferred to the Youth Authority Clinic where the Youth Authority staff makes detailed studies. Boys directly committed to Preston are placed in the receiving cottage for approximately two months. They engage in military training, attend school and do some work. At the end of that time they appear before the classification committee, composed of the superintendent of the school, principal, head group supervisor, psychologist and chaplain, and are assigned to a cottage, to school and to a trade. They come back before the classification committee periodically for a recheck and for reassignment. The classification work seems to be fairly well done. Boys are given written handbooks telling them about the school and giving them the rules and regulations.

MILITARY DRILL

The law provides that all boys at the Preston School of Industry shall receive military training. They are organized into cadet companies and during the first two months are given intensive close order drill. There is a cadet officer system and cadet officers are used as drill masters and given other posts of responsibility. In the exhibits are the instructions to the cadets and the written handbook for cadet officers. Under the regulations, cadet officers have no disciplinary authority over the cadets. It is difficult to keep the cadet officers from exercising such discipline or from abusing their officer privileges.

MEDICAL CARE

The hospital is well equipped and reasonably adequate. The medical staff is limited and there is no psychiatrist. As quickly as possible the medical work at Preston should be completely reorganized. In view of the large number of boys in the institution who are psychopathic, and borderline mental cases, there is need for full time psychiatric service.

EDUCATION

There is a good academic school. The training is conducted by certificated teachers. All young boys and boys who are particularly interested in academic work are enrolled. All boys are in school one-half of each day, either in the academic school or in the vocational trades. Preston has some excellent shops, excellent equipment and some good trades instruction. In recent years the trades instruction has not been uniformly good. The Youth Authority at the present time is completely reorganizing this part of the program with the help of the Personnel Board and the State Department of Education. There are three well organized classes now and ten more are to be set up at once. This part of the program needs to be very definitely improved and strengthened.

RECREATION

The recreation program is well organized. The boys engage in military training, in all sorts of sports and there is an excellent auditorium where picture shows, lectures, and other entertainments are given. The boys have also built a very fine swimming pool, which is in constant use in warm weather.

RELIGION

There is a Protestant pastor on the pay roll and arrangements have been made for Catholic services through the local parish. There is a fine chapel for the use of the various religious groups and the religious program is well conducted.

SUPERVISION

The boys are moved about the grounds in military formation. They are under the supervision of their group supervisors assisted by the cadet officers. The group supervisors have the authority and responsibility for all discipline. Due to the shortage of staff, there are not enough men in the large dormitories. Sometimes there is only one group supervisor and at most only two to look after 74 boys sleeping in two-decker beds. This makes it difficult to eliminate sex immorality. The supervision program is well organized and the population is reasonably well controlled. During the calendar year there were a total of 71 escapes. Considering the large population moved through the school and the shortage of personnel, this record compares favorably with past years.

DISCIPLINE

Discipline in the school is handled in the cottages by the group supervisors. In the shops and schools the teachers are in charge. Minor disciplinary infractions are punished by loss of privileges, by putting a boy on silence and by making him stand at attention. For serious infractions, the boy is reported to the head group supervisor and is placed in the disciplinary cottage. The disciplinary cottage is a well constructed building containing individual cells. The boys in the disciplinary cottage work all day at various tasks. They are given regular meals and are given evening class instruction. They are locked in their cells at night. The cells are sanitary and provide reasonable comfort. The length of time the boy stays depends upon his attitude and the seriousness of the offense. The Superintendent, the assistant superintendent and the classification committee check on disciplinary cases, particularly those boys placed in the disciplinary cottage.

The superintendent states that every effort is made to keep the cadet officers from using corporal punishment or from exercising disciplinary control over other cadets. Many of the group supervisors are new and inexperienced. Inexperienced officers tend to permit the cadet officers to exercise more authority than is wise. They find it impossible to entirely eliminate fighting or to keep cadet officers from striking other boys. Where such acts are reported to the superintendent, assistant superintendent or head group supervisor, the cadet officers lose their commission and return to ranks or are given other punishment.

SEX OFFENSES

Many of the boys committed to the Preston School of Industry come there because they are sex deviates. It is not possible to properly segregate boys of this type from the rest of the inmate population. Some boys are kept in the segregation unit if they

are particularly flagrant violators. Some boys are also kept in the individual rooms in the hospital. The rest of them are kept in the regular cottages and are supervised as closely as possible. This method reduces but does not completely eliminate sex immorality.

PSYCHOPATHIC AND DEFECTIVE DELINQUENTS

The last analysis of the Preston School of Industry made by the psychologist on July 1, 1943, classified as severe custodial risks 7.8 per cent of the population and classified as quite severe 39.1 per cent. The psychologist estimated that 5.3 per cent of the population presented *very serious* personality problems and that 26.5 per cent are classified as serious personality problems. It is reasonable to assume that approximately 10 per cent of the population fall definitely within the psychopathic and defective delinquent classification and should either be removed from the institution and placed in a psychopathic hospital or separate facilities should be established for them at Preston. In this group are included the sex deviates

RELEASE PROCEDURE

The placement officer and the classification committee begin to plan for the release from the time the boy is admitted to the school. Parole officers provide the placement department with up-to-date checks on home conditions and about 60 days before release begin to work with the boy and with his parents in order to formulate a placement, school and work program. Due to the pressure from the counties to accept boys whom the courts have waiting in jail, the program at Preston has been speeded up. Some boys are being released too quickly. Other boys are being released into situations which are not satisfactory and which do not lead to rehabilitation.

PERSONNEL

The superintendent regards the personnel problem as the most serious of the problems in the institution. He estimates that he should have nine additional group supervisors, one additional graduate nurse, two additional clerical workers, one more teacher and one recreation leader in order to properly handle the present population. He also strongly recommends that all of the group supervisors be placed on the third salary step. He believes that this would make it possible to recruit and hold employees. Since the war it has been extremely difficult to get group supervisors to work at Preston. The qualifications for these employees have been lowered until they are practically nonexistent. The trades instruction program at the school needs to be completely revised and this is being done by the Youth Authority, Personnel Board and State Department of Education. With a better training and activity program, there would be less need for men to do nothing except supervise. The general age level has dropped in the last two years. In July, 1943, there were 539 boys 17 and younger. In October, 1941, there were only 475 boys 17 or younger. This decrease in average age, coupled with an increase in the number of boys from minority racial groups, complicates the supervision and disciplinary program. The hospital staff is inadequate and as soon as competent physicians are obtainable this situation must be remedied.

CONCLUSION

The personnel situation has been bad and it is regrettable that it was deemed necessary to so greatly reduce the standards for group supervisors. The entire industrial training program needs to be revised and the Youth Authority is now in the process of doing this. Because of the wide spread in ages, the seriousness of the offenses for which many of these boys were committed and the presence of large numbers of psychopathic and defective delinquents, it is necessary to maintain in the one school a combination of training school, reformatory and medium security prison. This situation should be frankly faced. Some provisions should be made so that the older and more incorrigible boys could be placed in a medium security institution. The balance of the boys could then be kept in Preston and a training school program could be instituted which would be far more beneficial and more effective in carrying out the purposes for which the school is supposed to exist. Weak group supervisors can not eliminate the abuse of authority by cadet officers. Present housing facilities and inadequate staff make it apparently impossible to completely eliminate immoral sex practices. Definite consideration should be given to reorganizing the institutional staff and con-

sideration should be given to a salary range, which will recruit and retain the type of competent, trained worker who must be employed if any satisfactory result is to be achieved. Placement and parole methods need to be revised and additional placement officers should be employed.

The Youth Authority Clinic should be removed from the school and established elsewhere as soon as possible.

REPORT ON THE FRED C. NELLES SCHOOL FOR BOYS AT WHITTIER

The committee met at Whittier on January 2, 1944.

The committee visited the school building, hospital, the Jefferson Dormitory, which is being used as a receiving unit, the discipline cottage, the segregation unit, the cottage housing the junior group composed of the youngest inmates, the shoe shop building, the powerhouse, the paint shop, the carpenter shop, the bakery shop, dining room, kitchen and Administration Building. The committee drove about the grounds of the school and inspected the playgrounds and Administration Building. The population of the school on January 2, 1944, was 315.

The committee interviewed the superintendent, institutional engineer, assistant superintendent, school principal, LeRoy Raymond Haynes, Protestant Chaplain; Francis Leo Doud, Catholic Chaplain; and other persons employed at the school.

INTRODUCTION

Due to lack of time, the committee decided to confine the scope of its investigation to a quick survey of grounds and facilities and to a discussion with the superintendent and department heads as to the general administration of the school, with the primary purpose of ascertaining major needs and outstanding difficulties. The superintendent was asked to furnish the committee with an analysis of the population by number, age, intelligence level, school grade placement, number of boys received, the length of stay and the number of escapes. The committee was furnished an analysis of the personnel employed in the school, personnel changes and general staff needs. Other reports given to the committee were the superintendent's analysis of improvements which need to be made to the physical plant, such improvements as are needed at once and improvements which can wait for postwar construction.

The school has published an employees' handbook used in the In-service Training Program, which is well prepared and materially aids the training of employees.

The committee makes the following findings of fact based on observation, testimony of the superintendent and department heads, and written reports submitted to the committee:

PHYSICAL PLANT

(a) The most urgent need of the institution is for an enlargement of the receiving unit. The present unit only has a capacity of approximately 36 boys. All new boys are accepted through the hospital and after medical examination are put in the receiving unit for observation.

(b) The disciplinary cottage is very poorly arranged. A real effort has been made to remodel so that the boys in this unit may be properly supervised; that the number of escapes may be materially reduced, and that the boys in the lost privilege unit may be safeguarded while there. This unit should be either abandoned or completely remodeled at the earliest possible opportunity. The slightest relaxation of vigilance may easily result in another tragedy similar to the two suicides which completely demoralized the institution a few years ago.

(c) The school management and the Youth Authority are making every effort to maintain the present plant to maximum efficiency. Plans for postwar building have been carefully studied and submitted to the State committee in charge of all State postwar work.

INMATE POPULATION

(a) The population of the school on the date of the visit was 315. The maximum capacity is 320. Some 40 boys were waiting in county juvenile detention homes, or jails, for admission to the school. The school is constantly filled to capacity and for many months has had long waiting lists from the juvenile courts.

(b) *Intake policy.* All boys are committed to the Youth Authority for placement at the Fred C. Nelles School for Boys. The probation officers send in reports directly

to the superintendent, who advises them as to date of delivery. All boys are taken into the hospital unit where they are given thorough medical examinations and where they are interviewed by either the Protestant or Catholic chaplain, depending upon their religion. When they are cleared by the medical department, they are then placed in the receiving unit for observation. In this unit they are given additional instruction, various tests, allowed to do some work and to get outdoor recreation. After about six weeks, they are taken before the classification committee, which consists of the superintendent, assistant superintendent, principal of the school, two chaplains, psychologist and physician (physician is not always able to attend but always sends his reports). The boys are then classified as to cottage and school trade and work programs. The boys are brought back before the classification committee periodically for a check as to progress.

Medical Care. The hospital unit is well equipped but is too small to care for the number of boys in the institution. The full-time psychiatrist is in the Army and it has been impossible to replace him. At the present time the institution is relying on the part-time service of local doctors. These doctors are making a real sacrifice in trying to care for the institution, but the amount of medical care available is not sufficient.

EDUCATION

The institution has a good academic school with certificated teachers. It also has a vocational training program. All of the older boys go to the academic school one-half day and are engaged in the trades or institution maintenance for one-half day. The younger boys are in school for the full school day. There has been a decided drop in the average age level so that there are now two cottages of junior boys in the institution. This has thrown the educational program out of balance. There is more need now for academic teachers and less need for the present vocational program. This condition may be only temporary and some shifts of personnel are being made to temporarily meet the problem.

RELIGION

There is a full-time Catholic priest and a full-time Protestant minister employed in the school. Both of these men act as counselors for the boys who belong to their religious faiths. Both men seem to have an excellent understanding of the boys and to have good staff relationships. They are not only the spiritual advisors but also the counselors and real friends of the boys. They are given complete freedom to visit any part of the school at any time, and both serve on the disciplinary committee and both visit the disciplinary cottage daily.

RECREATION

There is an excellent recreational program in the institution with an organized program of intercottage competitive sports.

SUPERVISION

The supervision program seems to be well organized and reasonably effective. Many of the group supervisors are new and have had little experience or background for the type of work they are attempting to do. The number of boys under the charge of each supervisor is too large for really effective control.

DISCIPLINE

Discipline is maintained primarily by a system of rewards and demerits. The boys can earn privileges by good behavior and by maintaining a high level in all their activities, and can materially reduce the time they stay in the institution. For flagrant violation of the rules, boys are sent by the head group supervisor to the disciplinary cottage. The length of time they stay there is determined by the disciplinary committee, which is composed of the superintendent, assistant superintendent, head group supervisor and chaplains. Most boys in the disciplinary cottage are held in its main dormitory, but if they are incorrigible, they are placed in one of the five disciplinary rooms. The length of time they stay in these rooms depends entirely upon the boys themselves. If they are willing to come out and behave themselves, they are released back into the dormitory. The disciplinary unit is checked every 15 minutes and the door from the hall into the dormitory is left open. These disciplinary rooms are not satisfactory and should be abandoned as quickly as suitable detention facilities can be provided.

PSYCHOPATHIC AND DEFECTIVE DELINQUENTS

Approximately 10 per cent of the boys in the institution fall into the psychopathic and defective delinquent classification. Some of these boys should be cared for in a psychiatric institution designed to study and care for boys of this type.

SEX PROBLEMS

Many boys are admitted to the Fred C. Nelles School because of sex deviation. It is impossible to properly segregate those sex cases within the institution. Every effort is made to supervise them and immorality appears to be as well controlled as can be reasonably expected under the circumstances.

RELEASE PROCEDURE

The classification committee and the placement department work very closely together, and the boys are not released until some plan is made for their care. Due to the constant pressure from the counties for the institution to accept more boys, there is a tendency to release the boys before they are really ready for return to the community. Because of lack of funds and the almost utter impossibility of securing boarding homes, many boys are placed back with parents or relatives who have never exercised proper supervision or control. The case loads of the placement officers are too high and their territories too large to make it possible for them to give the supervision and guidance required.

PERSONNEL

The school is well organized and there seems to be a clear understanding as to the functions of the various departments and to the responsibilities of the employees. An in-service training program has been inaugurated and is functioning well considering staff limitations and difficulty in finding time to bring the staff together for the training required. There has been a tremendous turnover in personnel during the past two years. Group supervisors receive \$130 plus the wartime \$25 increase. Since the school is located near so many war industries, it is difficult to retain competent men at this salary. It is also hard to provide these men with living quarters. Many of the group supervisors now coming to work have had no training or experience. This throws a very heavy burden on the few experienced officers in the institution. Some immediate consideration should be given to the salary scale if competent people are to be recruited and held during this war period.

The clerical staff has been equally hard to hold and recruit. The accounting and bookkeeping is several months behind and this makes it impossible to ascertain current operating costs and to keep the other records essential for adequate financial control.

The school is badly in need of a full time psychiatrist and physician. The nursing staff is also inadequate.

CONCLUSION

The school appears to be well organized and competently administered. The staff turnover and inability to recruit properly trained people constitutes a very critical problem. The receiving unit, the medical unit and the disciplinary unit are inadequate and, as far as the disciplinary unit is concerned, it is actually dangerous. The pressure of the communities on the school to admit boys makes it imperative to find some means of relief. The new school for younger boys, which the Youth Authority hopes to open in the next few months, should provide material relief.

REPORT ON VENTURA SCHOOL FOR GIRLS

The committee convened at the Ventura School for Girls Monday, January 3, 1944. The committee visited a typical girls' cottage, the cottage that was recently gutted by fire, the recreation grounds, the lost privilege cottage, the laundry, the hospital, the receiving cottage, the school rooms, the administration building, the superintendent's cottage, the farm and the commissary.

The committee interviewed the superintendent, the house mother, for the lost privilege cottage, the nurse in charge of the hospital, the business manager, assistant superintendent, engineer, head group supervisor, and other employees.

INTRODUCTION

The committee confined its inspection of the school to a survey of its physical facilities and received testimony covering the intake and classification procedures, disciplinary procedure, and also received reports on all phases of institutional management. The superintendent was instructed to notify employees that the committee would be at the school and they were welcome to appear and testify if they so desired. Judge Drapeau of the Superior Court of Ventura County, Mr. Claberg, probation officer, Walter Fourt, Assemblyman, and Senator McBride were also notified of the hearing. Probation Officer Claberg and Assemblyman Fourt attended most of the meetings.

PHYSICAL PLANT

The buildings are well kept and are attractive and comfortable. Because of the hilly nature of the grounds, there is a difficult maintenance problem. Some of the sewer lines are in bad shape and extensive work needs to be done. There is also a bad erosion problem on which the Division of Architecture is working. The hospital is fairly adequate. The receiving unit is too small to permit a flexibility in intake. The laundry building is very much too small and is poorly ventilated and lighted. Plans are under way to increase the size but this is only a temporary measure and will not provide either adequate or proper laundry facilities. The disciplinary cottage is very poorly constructed and the rooms in which the girls are detained are unattractive, lack proper sanitary facilities and the entire cottage should be dismantled and new detention facilities provided at the earliest possible moment. The superintendent has submitted recommendations for urgent repairs which are being considered and carried forward by the Youth Authority. The superintendent and chief engineer have also submitted their plans for postwar building. These plans will be reviewed and submitted to the State agency considering postwar plans.

INMATE POPULATION

(a) The superintendent submitted an analysis showing the average population for the past seven years. During the year 1943, an average of 181.5 girls were in residence at the school. The highest previous average was 169.5 during the year 1939. During December, the population dropped to 165 due to a fire, which occurred during the severe storm and which made one of the cottages unusable. Twenty of the younger girls were transferred to the new school of the Youth Authority at Santa Rosa. The institution has a waiting list of between 30 and 40 girls and is under constant pressure from the counties to accept cases. Out of the 165 girls in the school, 32 were 18 years of age or over. Many of these were girls who had been returned from parole, or girls who had long delinquency records and who really benefit little from a training school such as Ventura. The school has girls from 10 to 21 years of age. This is too great an age spread, and the Youth Authority in opening the new school at Santa Rosa expects to remove the younger girls and to develop a program which will meet their particular needs. This will allow Ventura to develop a program to meet the needs of older girls and should be of advantage to both of the schools and to the girls who are committed there.

(b) All girls are received in the hospital unit. There they are given complete physical examinations and after they are released by the doctor, they are sent to the receiving cottage. Approximately 60 per cent of the girls require treatment for venereal diseases. Most of them have gonorrhea and have received some medication before they were admitted. They require further medical care. While the girl is in the receiving cottage, the records from the committing county are obtained and she is given various physical and mental tests. The classification committee, consisting of the superintendent, principal of the school and the head group supervisor, determine to which cottage the girl shall be assigned and her school program. The girl is returned to the classification committee at varying intervals for a check on her progress and for reassignment. All girls go to school at least a half day and are in the vocational classes or at work the other half day.

MEDICAL CARE

The hospital is adequately equipped for minor operations and for ordinary medical care. The school no longer has a full-time physician and is only able to get a doctor to come up for an hour or two a day and on emergency call. They have been able to

get two good nurses, but the medical staff is utterly inadequate for the institution. The hospital, itself, should be enlarged. There is no psychiatrist and no psychologist on the staff to do regular clinical work. Both the superintendent and the assistant superintendent are trained psychologists and are doing this work themselves, but they should have a regular staff member assigned to this work. The Youth Authority has asked for an examination for a clinical psychologist. As soon as an eligible list is received, the Youth Authority expects to assign a psychologist to do both the work at Ventura and at the new school near Santa Rosa.

EDUCATION

There is a good educational program at the institution. The classes are ungraded because of the wide variance in ages, intelligence levels and grade placements. The vocational education along home economic lines is particularly good. There are excellent classes in cooking, homemaking, sewing, laundry, gardening, etc. There is also excellent practical experience because the girls do all the housework, all of the cooking and make all of their clothing, including the dresses they wear when released.

RECREATION

There is a fine recreational hall, good indoor gymnasium, outdoor tennis courts, motion picture shows and music. The school has not had any staff member assigned for either recreation or as a music instructor. As soon as possible one person should be added to the staff who can teach music and revise the entire recreational program.

RELIGION

There is no chaplain on the staff but arrangements have been made with Catholic and Protestant chaplains to give regular services at the institution. Some of the staff members are trained religious workers and conduct regular Sunday school classes.

SUPERVISION

The girls are housed in five regular cottages, the receiving cottage and disciplinary cottage. The cottages are under the direction of a house mother assisted by several group supervisors. The girls appear to be adequately supervised and the morale seems good. During this past year the school has had the heaviest population in history, an average of almost 200 until the month of December when the population was reduced because of the loss of one cottage and the removal of 20 girls. During that period there were a total of 15 escapes. These 15 escapes involved 11 girls. Four girls escaped twice. All but two of the girls have been returned. This escape record compares favorably with other years when the population was smaller and when the staff situation was much better. There is a disciplinary committee composed of the superintendent, head group supervisor and the school principal. Discipline in the cottages is maintained by the house mother. For all minor infractions, the girl is punished by loss of privileges. For serious infractions, the house mother can send a girl to the disciplinary cottage but she must immediately advise the head group supervisor. The length of time a girl stays in the disciplinary cottage depends upon the girl's offense and upon the girl's own attitude. Usually about a week is the length of the stay. For persistent runaways and girls who are habitually incorrigible, the stay may be as long as two months. While in the detention cottage, the girls are assigned to the laundry. The laundry is no longer used primarily as punishment work but there is still too much of a punishment implication in that work assignment. If the laundry were properly equipped, it could be a very much better part of the vocational training program for many of the girls. The routine in the disciplinary cottage is comparatively severe. Girls work about six hours a day in the laundry and are given no recreation. They are given regular meals and are allowed to read but not allowed to converse with one another and are locked in individual rooms after their work is completed.

PSYCHOPATHIC AND DEFECTIVE DELINQUENTS

Approximately 10 per cent of the population falls into the psychopathic and defective delinquent classification. These girls benefit little by the program at Ventura and need special training. This could be provided either in a special unit on the grounds, but apart from the other buildings, or in an institution designed to care for

this type of girl. There are also from 10 to 15 per cent of the girls who are older and whose delinquency records indicate that they need a different type of program than a training school for girls is supposed to offer. If these types could be removed, it would be possible to liberalize the training program for the younger and less serious offenders.

RELEASE PROCEDURE

The placement officers work with the classification committee and the superintendent all of the time the girl is in the school to find a proper placement for her upon release. Many of the girls are placed in work homes. Some of the older girls are placed in industry. The placement work has been more satisfactory than could reasonably be expected due to the heavy case loads carried by the two placement officers who do all of the work and who have to cover the entire State.

PERSONNEL

The personnel condition at Ventura School has been very bad. At the time the committee visited the school, 14 of the staff positions were vacant. There were eight vacancies in the group supervisor classification; two in the stenographic; two in the teaching; there was no gardener; there was no mechanical handyman. Until very recently the superintendent had no one to relieve her or to assist her. Through the cooperation of the Governor and the Department of Finance, an assistant superintendent, who is also to act as the principal of the school, has just been added to the staff and is now on duty. The superintendent has also been given a full-time secretary and that person has just reported for duty. A large part of the time during this past year there has been no one to even write a letter. The bookkeeping is far behind and the records are not in good shape. The people who live in Ventura are able to get high paid war jobs at Hueneme. There is no transportation from the town to the school, which is about 2½ miles away. There are only two cars assigned to the Ventura School and it is impossible to provide transportation for clerical workers or other persons who can not be housed at the institution. Housing at the institution for employees is inadequate. The group supervisors' base pay of \$130 plus \$25, has proven insufficient to either attract or hold competent personnel. Recently the school has been advertising in the Los Angeles papers and has been able to obtain a few additional workers. Unfortunately, it is almost impossible to find the type of person who should be employed. Specialized training and a real interest are essential if results are to be satisfactory. The Youth Authority is making a study of the situation and will recommend a staff reorganization and consideration of the salary scale. A better in-service training program should be inaugurated as quickly as possible.

CONCLUSION

Taking into consideration the fact that the superintendent, during most of the past year, has had to cope with the largest population in the history of the school and at the same time run the institution with a large proportion of untrained staff members, and with many unfilled positions, the condition of the school is surprisingly good. The primary need is for a reorganization of the staff and for the addition of more trained people. An in-service training program is also badly needed. An increased activity program would permit a relaxation in some of the undesirable disciplinary features. The hospital needs to be enlarged and there should be a larger receiving unit in order to give more flexibility to intake. Classification procedure could be definitely improved by the addition of a psychologist and by psychiatric and medical advice. As soon as possible, more medical help must be obtained. The laundry unit needs to be completely remodeled and enlarged, and should not be used for disciplinary purposes but for vocational training. The disciplinary cottage is a disgrace to the State and should be one of the very first things demolished or completely remodeled. There is need for a disciplinary unit. There must be some place where incorrigible, hysterical girls can be segregated from the rest of the children. This place should be so designed that proper supervision could be given, and so designed that it is well lighted, well ventilated and sanitary. There should also be provision for outdoor recreation. The physical plant needs overhauling and the sewer lines are particularly bad.