

**POPULATION MANAGEMENT
AND
FACILITIES MASTER PLAN
1986 - 1991**



STATE OF CALIFORNIA
DEPARTMENT OF THE YOUTH AUTHORITY

November, 1986

108429
624801

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EXECUTIVE SUMMARY

The Population Management and Facilities Master Plan addresses institutional bed space needs of the Department of the Youth Authority for Fiscal Years 1986-87 through 1990-91. During this period, the institutional population of the Department is projected to increase from 7,700 to 9,015. Currently budgeted construction of new facilities will increase the total design capacity ^{1/} to 6,958 by 1991. If current trends continue, however, Youth Authority institutions will house a population of over 2,000 in excess of design capacity at that time.

In response to the Department's request for Capital Outlay Projects to provide for the additional population, the Legislature requested the Department to develop a Facilities Master Plan to include the following information:

- A framework of policies and objectives
- Ten-year population projections by year
- The options available to meet the projected increase in commitments to the Youth Authority
- A specific policy and a set of measures to address short-term crowding
- Specific measures to alleviate excess crowding
- Specific options for reducing commitments and lengths-of-stay
- A list of projects, in priority order, with estimated costs and how each of the projects relates to the policies and objectives of the master plan
- A time frame for authorization, planning, and construction of new projects
- An assessment of what projects and/or actions would be needed if the underlying assumptions, such as projected population, change over time.

In response to the Department's request for support funding for the population increase, the Legislature requested a Population Management Plan to include an evaluation of the following options:

- Early release programs using a risk assessment model or scale
- Expansion of "pre-release," "parole violator" and similar programs

^{1/} As used in this plan, design capacity refers to the level of population intended to be accommodated by the facilities at the time they were opened. These levels have been adjusted to reflect any subsequent physical modifications that changed the capacity of the living units.

- Expansion of bed capacity through the capital outlay process or by contract
- Modification of the parole consideration date decision-making structure
- Programs for intensive supervision or "tracking" of youth at home
- Community-based and other alternative out-of-home placements
- Alternative sentencing guidelines.

This Master Plan has been developed with the intent of responding to both of these requests.

MAJOR STRATEGIES

In planning for the population growth, the Department explored a variety of alternatives. These alternatives have been grouped into four major strategies: reduction of intake, reduction of length of stay in institutions, further crowding of existing capacity, and expansion of existing capacity. The specific alternatives considered are discussed under each of the strategies listed below:

Reduction of Intake

- Population Redistribution and Rejection of Commitments

Any redistribution of State and local offenders simply shifts the population burden from the Department of the Youth Authority to either the Department of Corrections or the counties. While rejection of commitments can be seen as a vehicle to force such redistribution, large scale rejection of commitments is not considered a viable option. These jurisdictions are already facing significant population pressures. Selective rejection of those wards committed under Section 1731.5 of the Welfare and Institutions Code who have previously served time in a Youth Authority institution is appropriate. It is estimated that the recent implementation of this policy will result in a savings of 75 beds in Youth Authority institutions.

- Delinquency Prevention Programs

Most delinquency prevention efforts are aimed at reducing entry into the criminal justice system. Since only the most serious offenders are committed to the Department of the Youth Authority, a very large reduction in felony crime would have to occur before there would be a noticeable reduction in commitments. While delinquency prevention programs are worthy efforts, they are highly unlikely to reduce the number of beds needed at the State level in the short-term and, therefore, offer no immediate relief to institution crowding.

- Employment Specialists

Alternatives which focus on reducing the intake of parole violators appear much more promising. Since parole violators comprise between 20 and 25 percent of departmental intake, a reduction in this area can have an immediate impact on the bed space needs of the Department.

One approach is to increase the probability that parolees will find and retain jobs. Departmental research has documented a significant correlation between employment and success on parole. In addition, a recent pilot project in East Los Angeles, using a half-time job developer on contract from the Employment Development Department, placed over 100 parolees in gainful employment and demonstrated a dramatic decrease in parole violations. It is estimated that this small project alone saved the equivalent of eleven institutional beds. Expansion of this program on a statewide basis could save 125 beds.

- Temporary Detention

Another approach to reduce parole violator intake is to provide temporary detention capability in the local community rather than in the institution. As a policy, parole staff, with the concurrence of the Youthful Offender Parole Board, will be encouraged to use short-term detention instead of parole revocation for minor parole violations. Detention capacity will be provided by the addition of one Group Supervisor post at the Silverlake Pre-Parole Center in Los Angeles. Fifteen beds at the center will be designated as temporary detention beds. This is a far less expensive alternative than relying on the already crowded Los Angeles County Jail for detention. Implementation of this policy will result in an estimated 75 bed savings in institutions.

Reduction of Length of Stay

- Early Release Programs

Any reduction in the institutional length of stay for direct commitments to the Department is subject to the concurrence of the Youthful Offender Parole Board. As the paroling authority, the Youthful Offender Parole Board is justifiably concerned with public safety. Both the Board and the Department are opposed to early release programs, such as the system used in Michigan, where offenders are released early when institution population reaches a predetermined number. The Board and the Department support the concept of individual assessment of parole readiness. The Board, the Department, and the National Council On Crime and Delinquency are currently involved in a joint project to gather data and consider the use of a risk assessment scale. The data will be available in 1987. If a scale is developed, it might have some implications for individualized early release decision making.

From the Department's perspective, reductions in length of stay can be achieved by providing appropriate programs which, in the judgment of the Board, will prepare wards for success on parole.

- Substance Abuse Programs 2/

Considering that roughly 85 percent of the wards in institutions have a history of substance abuse, the Youthful Offender Parole Board has strongly encouraged the Department to provide substance abuse programs for identified wards prior to their release on parole. Beginning with the 1986-87 Fiscal Year, the Department will have such programs in operation in each of its facilities. It is estimated that the implementation of these programs will save 100 institutional beds.

- Parole Violator Programs

Intensified programs for parole violators are another potential source of bed savings. The Department currently operates two such programs which have reduced the length of stay for parole violators by approximately four months. It is anticipated that expanding the number of these programs can save an additional 25 beds.

- Disciplinary Work Crews

Another approach to reducing length of stay is the establishment of disciplinary work crews in institutions. Under this concept, wards who have committed infractions while in the institution would do public service work or institution maintenance in addition to their assigned program. This work would be in lieu of dispositions that involve serving additional time for the infraction, as is the current practice. It is estimated that the equivalent of 75 beds could be saved by the implementation of such programs in the Department's eight residential institutions.

- Parole Re-Entry Furloughs

The intensive parole re-entry furlough is another approach to reducing institution length of stay. Eligible wards, with the concurrence of the Board, would be released 90 days prior to the expiration of their parole consideration date under intensive parole supervision. The furlough would be a probationary period, testing the ward's readiness for parole. Wards experiencing difficulty while on furlough would be immediately returned to the institution. Such a program could save 150 institution beds annually.

2/ Includes narcotic, drug and alcohol abuse.

In summary, strategies to reduce intake and institution length of stay are projected to have the following impact on bed space needs for the Department:

Annual Bed Savings

Reduction of Intake

Rejection of Commitments	75	
Employment Specialists	125	
Temporary Detention	<u>75</u>	
Total		275

Reduction of Lenth of Stay

Substance Abuse Programs	100	
Parole Violator Programs	25	
Disciplinary Work Crews	75	
Parole Re-Entry Furloughs	<u>150</u>	
Total		<u>350</u>

Grand Total 625

Implementation of all the alternatives outlined above would avoid the necessity of constructing 625 additional beds, or one additional institution. The projected population, however, is expected to grow by approximately 1,300 over the next five years. The remaining population would be accommodated by the crowding of existing facilities and expanding institutional capacity.

Further Crowding

During the time that occurs between the intake of additional wards and the time when the Department has facilities on line to accommodate the increase, crowding of existing institutions has been used as an interim alternative. Under these circumstances, beds and/or double bunks have been added to the living units. On those living units which are designed with individual rooms, some of the rooms have been double bunked. This alternative has been manageable in the short term but, in the long term, it is counter-productive. The physical facilities of the institution are overtaxed, maintenance problems increase, food preparation and feeding times are extended, ward personal space is reduced and school and trade training programs have had to be expanded beyond the physical capacity of the buildings. The Department will continue to crowd existing facilities as a short term measure but will curtail this practice as the facilities and resources addressed by this plan are available.

Expand Existing Capacity

The current design capacity of Department of the Youth Authority institutions is 5,840. Budgeted construction projects will expand this capacity to 6,958 by Fiscal Year 1990-91. By that time, institution population is projected to reach 9,015, or 129 percent of design capacity. Implementing strategies to reduce intake and length of stay can reduce projected bed space needs by approximately 625, but the remainder of the projected population, roughly 1,432, must be accommodated through continued crowding or expansion of capacity.

During the past two years, the Department has expanded its effective capacity by 75 beds through the development of lease arrangements with local jurisdictions. The Department is continuing to search for available existing facilities but, to date, has been unable to locate secure facilities appropriate for its ward population.

Expansion of existing capacity by construction of a new 600 bed institution is a prudent alternative. While such an expansion will not fully address the projected bed needs of the population, it does provide for a major portion of the projected population and eases the pressures of crowding. Considering the nature of the population and the fact that the department currently has no single room institutions for juvenile offenders, any new facility should be designed with single rooms, thereby allowing greater security and program flexibility.

In summary, the Department's Population Management and Facilities Master Plan proposes to accommodate an expanding population by implementing the aforementioned strategies and alternatives designed to reduce problems associated with institution crowding. The effects of these alternatives are illustrated in the following chart:

	<u>Design Capacity</u>	<u>Crowding</u>	<u>Total</u>
Current Population	5,840	1,860	7,700
Population Increase through 1990-91		1,315	1,315
Currently Budgeted New Construction	<u>1,118</u>	<u>-1,118</u>	<u>-</u>
Subtotal	6,958	2,057	9,015
Alternatives to Reduce Intake		-275	-275
Alternatives to Reduce Length of Stay	<u> </u>	<u>-350</u>	<u>-350</u>
Subtotal	6,958	1,432	8,390
Leased Facilities	75	-75	-
Proposed New Construction	<u>600</u>	<u>-600</u>	<u>-</u>
Total	<u>7,633</u>	<u>757</u>	<u>8,390</u>

Design capacity will increase in 1992 if the Department of Corrections transfers the 400-bed Northern California Women's Facility to the Youth Authority.

POPULATION PROJECTIONS

Central to the strategies and alternatives outlined above are the Department's population projections. In developing the projections, departmental staff first completed a detailed analysis of the factors affecting intake and length of stay. Initial projections from this analysis were then tested for validity by examining a number of broader trends, including the following:

- California Youth Population trends and ethnic composition
- Economic and employment trends
- Arrest and disposition trends
- Sentencing and release practices in California and other states
- Legislative trends in the criminal justice arena

The resulting population projections indicate that institutional population will reach approximately 8,335 by June 30, 1987. Between Fiscal Years 1987-88 and 1990-91, institutional intake will remain relatively stable at approximately 4,900 per year; however, because of increasing length of stay, releases from institutions are projected to be roughly 4,725 per year. Therefore, the total population of institutions will grow by approximately 180 per year during the period, reaching 9,015 by June 30, 1991.

ANALYSIS OF WARD PROGRAM NEEDS

As a part of the process of program planning for additional bed space, it has been necessary to analyze the ward population.

Approximately 40 percent of admissions to the Department of the Youth Authority are committed for violent offenses against persons. Because these wards remain confined beyond the average length of stay of all wards, they comprise over half the institutional population. As a result, the institutions must deal with a population in which the majority of wards are potentially violent.

A basic element of any new institution program, therefore, should be a high level of security. Living units within institutions are classified as having close, medium, moderate, or limited security. Close and medium security units consist of single rooms; moderate and limited units include all open dorms. Only 40 percent of the current design capacity of program institutions (excluding reception beds) is of single room design; therefore, a new institution should be designed for single rooms.

From a programmatic perspective, the vast majority of wards entering Youth Authority institutions need additional academic or vocational training. Approximately one-third have been assessed as being functionally illiterate and one-fifth are in need of special education services. Most wards have had little or no employment and, typically, have no vocational skills.

The Youth Authority population exhibits a variety of special program needs. A significant percentage of the population has been identified as needing some form of psychotherapeutic intervention for serious emotional problems. Most wards committed to the Department of the Youth Authority have a history of

substance abuse. While only 7 percent of the wards are committed for substance abuse offenses, such abuse has been a contributing factor in approximately 85 percent of the cases. In addition, roughly two-thirds of the current institution population has a history of involvement with gangs. Population management and future program planning are also complicated by the external federal requirement that juveniles be separated from adults. Therefore, any new program development will need to speak to the development of activities to deal with these various special needs.

RECOMMENDATION

It is recommended that, in addition to the currently funded capital outlay projects, three primary approaches be taken to deal with the Department's projected population increases. These approaches, detailed on the following page, include the development of alternative programs, construction of a 600-bed institution, and the continued crowding of facilities. The Department recognizes that each of these proposals must be reviewed in detail through the budget process. Publication of this report does not commit the Administration to the funding of these alternatives.

POPULATION AND FACILITIES MASTER PLAN 1986-91

<u>CURRENT INSTITUTION PROGRAMS DESIGN CAPACITY</u>		5,840
<u>NEW CONSTRUCTION ALREADY BUDGETED</u>		
	<u>DESIGN CAPACITY</u>	
87-88	Dormitory Replacement - Fenner Canyon	18
87-88	Living Unit - F.C. Nelles School	100
87-88	Camp - El Paso de Robles School	100
88-89	Pre-Camp Program - Preston	100
88-89	Living Unit - El Paso de Robles School	100
88-89	Public Service Unit - Ventura School	100
89-90	Institution	<u>600</u>
	Total	1,118
<u>TOTAL CURRENT AND BUDGETED CAPACITY</u>		6,958
<u>PROPOSED NEW CONSTRUCTION</u>		
90-91	Construct Institution	600
<u>TEMPORARY OR LEASED SPACE</u>		
	Northern Counties	25
	El Centro Training Center	<u>50</u>
	Total	<u>675</u>
<u>TOTAL INSTITUTION DESIGN CAPACITY 1990-91</u>		7,633
<hr/>		
<u>POPULATION 1990-91</u>		9,015
<u>TOTAL INSTITUTION DESIGN CAPACITY 1990-91</u>		<u>-7,633</u>
<u>BED DEFICIENCY</u>		1,382
<hr/>		
<u>CROWDING</u>	<u>WARDS ACCOMMODATED</u>	
	Crowding *	757
<u>ALTERNATIVE PROGRAMS</u>	(In priority order)	<u>ESTIMATED BED SAVINGS</u>
	Substance Abuse Programs	100
	Parole Violator Program	25
	Intensive Parole Re-Entry/Parole	
	Readiness Furloughs	150
	Temporary Detention	75
	Employment Specialists	125
	Disciplinary Work Crews	75
	Rejection of Commitments	75
<u>TOTAL WARDS ACCOMMODATED AND BED SAVINGS</u>		1,382

* Crowding may be offset if alternative facilities can be leased. Additionally, CDC is scheduled to turn over the 400-bed Northern California Women's Facility to the Department in the 1990's.

SECTION I

DEPARTMENT OF THE YOUTH AUTHORITY

MISSION STATEMENT

The mission of the Youth Authority, which reflects the Department's Legislative mandates, is to protect the public from the consequences of criminal activities by:

- A. Providing a range of differential services to youthful offenders who are committed to the Department by California courts, with such services directed toward permanent reduction of criminal behavior.
- B. Assisting local justice system agencies with their efforts to combat crime and delinquency.
- C. Encouraging the development of state and local crime and delinquency prevention programs.

The focus of the Department's programs is to increase public participation, to make maximum use of existing facilities and to make youthful offenders accountable for their behavior through public service, victim restitution and other approaches. The Department's training and education programs are aimed toward the goal of employability. These programs provide the offenders with an opportunity to accept responsibility for their actions and then provide them a chance to use basic skills to break the cycle of criminality once they are released into the community on parole.

SECTION II

THE YOUTH AUTHORITY TODAY

The Department of the Youth Authority is the largest youthful offender agency in the nation. Its mission is carried out by providing training and treatment to juveniles and young adult offenders in ten institutions, six conservation camps and a Pre-Release Center. The Department provides after-care services and parole supervision for Youth Authority wards in the community. The Department also works closely with all elements of the criminal justice system. It strongly supports community-based delinquency prevention programs and cooperates fully with law enforcement agencies and the courts on issues of mutual concern.

A. Organization

The Youth Authority is part of the Youth and Adult Correctional Agency, a cabinet level administrative body. The Agency Secretary reports directly to the Governor. The Department has close working relationships with the Youthful Offender Parole Board. The Board is composed of seven members who are responsible for determining parole releases, parole revocations and other related decisions involving Youth Authority wards.

Administratively, the Department is organized into four Branches. The Institutions and Camps Branch is responsible for youthful offenders during the time they are incarcerated. The Parole Services Branch supervises offenders after they are returned to the community. The Prevention and Community Corrections Branch carries out programs of crime and delinquency prevention, consultation, technical assistance and coordination with local agencies and community members. The Administrative Services Branch provides major support services, including budgeting, personnel, accounting, research, food management and staff training.

B. Program Initiatives

During the past three years, while the incarcerated offender population increased significantly, the Department has launched new statewide programs which seek to break the cycle of criminal and delinquent behavior. These efforts include a number of new approaches as well as renewed emphasis on programs already in progress. These programs aim to increase public protection, public participation and offender accountability. New programs have been implemented in the following critical areas:

1. Victim Restitution

The Department has implemented a comprehensive victim restitution program. Wards are expected to complete public service programs as a part of their institutional treatment. They must face the effects that their commitment offenses have had on their victims. A part of the monies earned while in camp programs, Free Venture programs, or other paid positions is deducted for room and board and for the Victim Restitution Fund.

2. Employment Preparation

A new and extensive employment preparation program has been implemented that includes expanded vocational testing, employability skills instruction, and job training and placement services. Specifically, job training and placement programs have been developed at each institution. By including job descriptions, a competitive interview process and performance evaluations, work experience jobs in the institutions more closely resemble jobs in the community.

A recent pilot program at the East Los Angeles Parole Office, using employment specialists, has resulted in a significant decrease in parole violations. Since employability is a critical factor in determining success on parole, this program is being expanded to other parole offices.

3. Competency Based Education

The Department has implemented a new curriculum approach to education. Competency based education is designed to ensure that wards leaving the system will have basic competencies necessary to successfully re-enter the community.

This process integrates basic skills of reading, writing, speaking, listening and problem solving along with other curriculum areas including life management and employability skills. It allows wards to proceed with their educational program based upon their individual competency achievements.

4. Public Service Projects

Each institution and camp has a program in which youthful offenders carry out projects in the community and, with few exceptions, all wards are expected to work in a conservation camp or public service project prior to being released on parole. Public service projects provide valuable assistance to public agencies while at the same time providing wards with an opportunity to pay back the community for damages wrought by their past crimes. They also learn valuable work habits that will be of assistance to them when they return to the community.

Public service projects have included restoration work on historical sites and buildings, park maintenance and development, road maintenance and flood control. A special program at the Karl Holton School provides a trained search and rescue unit that is available to assist with emergencies in the Sierras. Conservation camp crews have provided outstanding service in fighting forest fires in California. These camp crews spend 200,000 to 300,000 hours per year on fire lines and provide a major service to all Californians.

The Department's parole offices have also instituted public service work projects that have benefited senior citizens, nonprofit groups and community owned facilities.

5. Day Labor/Ward Labor

A day labor/ward labor program has been instituted. This program has enabled the Department to stretch the limited budget for repairs and modifications by using ward labor in conjunction with trained trades persons to work on repair projects and new minor construction projects at the various institutions and camps. Construction costs have been reduced and, at the same time, wards have been given valuable construction job training under professional supervision. Projects have included building additions, remodeling, roof replacements and gas and steam line replacements. Wards have gained on-the-job experience in roofing, carpentry, concrete, sheet metal, welding, plumbing, electrical, masonry and tile setting. This experience opens new avenues of employment for wards in the community.

6. Emergency Preparedness

The Department has implemented a comprehensive emergency preparedness plan designed to meet and control ward disturbances or natural disasters. Each institution and camp has an extensive emergency plan. The plan includes the training of staff in emergency procedures, an emergency operations center, and mutual aid agreements with local law enforcement, fire departments, hospitals and other local resources.

7. Gang Information Network

Gangs are heavily involved in statewide criminal activity. Since 1977, the Department has had a Gang Information Network which gathers and shares gang related information. This Network has been reorganized and formed into the Gang Information Services Unit which works closely with law enforcement to gain and share information about gang activity.

The Gang Violence Reduction Program in Los Angeles seeks to intervene and resolve disputes between feuding gangs and to redirect gang members toward peaceful and productive activities. A program is being implemented in institutions which will work with incarcerated gang members in an effort to break the cycle of gang involvement. Lastly, specialized gang caseloads have been developed in parole that will intensify surveillance and the monitoring of gang involvement after wards are released on parole.

8. Substance Abuse Programs ^{1/}

The Department is establishing formal Substance Abuse Programs at each institution and camp. The number of cases placed in the Department as the result of substance abuse has increased from 2.6 percent in 1982 to 7 percent in 1985. This represents only the tip of the iceberg since 85 percent of Youth Authority wards have a history of substance abuse even though they may have been committed for another offense. To meet this ever increasing need to deal with substance

^{1/} Includes narcotic, drug and alcohol abuse.

abuse problems, programs have been instituted at each institution and camp. In addition, emphasis has been placed on close follow-up on substance abuse cases once they are released on parole. This includes referral to community-based substance abuse counseling programs, closer surveillance and drug testing.

9. Sex Offenders

Public concern about sex offenders and the presence of a substantial number of sex offenders in Youth Authority institutions prompted the development of a Sex Offender Task Force to gather information and make recommendations for more effective programs for these offenders. As a result, the Department opened a 60-bed specialized counseling program for sex offenders at the Fred C. Nelles School in July 1986. Presently, the Department is exploring the possibility of opening two additional sex offender programs so that additional wards can confront their specific sex related problems and their treatment needs can be met. Parole has developed sex offender caseloads. Parole staff have received specialized training in working with these offenders. The new program also calls for increased control and surveillance of sex offenders.

10. New Partnerships with Counties

The Department has entered into new partnerships with county probation departments. Presently, the Department has leasing arrangements with three counties in Northern California for the use of 25 beds at three juvenile halls. Less sophisticated juvenile court cases are carefully screened and are then placed in these county programs on a contract basis. The basic program is provided by the staff at the juvenile hall; however, cases remain under the jurisdiction of the Youth Authority and their progress is closely monitored and coordinated by Youth Authority staff and the Youthful Offender Parole Board.

Within the last year, the Department formed a new partnership with Imperial County. A vacant, 50-bed residential facility in El Centro has been leased from the county. Custody, administrative and treatment staff are Youth Authority employees; Imperial County provides teachers, culinary and maintenance staff. This arrangement has made effective use of a vacant facility, provided 50 needed beds for the Youth Authority and utilized existing staff and resources in Imperial County.

11. New Partnerships with Private Industry

New partnerships have been established with private industry to provide jobs for youthful offenders while incarcerated and, afterward, on parole. Several firms have established Free Venture/Private Industry partnerships within Youth Authority institutions. This is a cooperative venture to produce goods or services. Under this concept, jobs are created for Youth Authority wards who are the primary work force. This program establishes a real world job situation in which wards are taught job survival skills, receive work experience and are

paid a prevailing wage. A portion of each ward's pay is deducted for victim restitution and for housing and food costs. Presently, three programs are in operation: a reservation annex operated by Trans World Airlines at the Ventura School; a power sewing program operated by Olga Corporation at the Ventura School; and a microfilm processing business operated by Public Private Partnership, Inc. at the Youth Training School.

C. Classification for Risk Project

The total clinic study, institutional evaluation and Board decision-making process is a risk assessment procedure. As a possible extension of this procedure, the Classification for Risk Project has been jointly initiated by the Youth Authority's Program Research and Review Division, the Youthful Offender Parole Board, and the National Council on Crime and Delinquency, and has the following objectives:

1. To improve the parole board decision-making process by systemically incorporating assessments of violence potential into release consideration;
2. To effect improved population management in institutions by explicitly delineating the effect of adjustment on release decisions;
3. To improve the allocation of limited program and staff resources through systematic identification of wards in most need of institutional confinement.

The end product, a risk assessment instrument for the Youthful Offender Parole Board, will be based on the results of a study of 1981-82 releases from Youth Authority institutions. Follow-up information covering a three-year period from date of release has been collected on 2,086 cases in order to analyze the relationship between such factors as offender characteristics, prior offenses, substance abuse, and post-release recidivism, especially that of a violent nature.

If the objectives listed above are realized, institutional crowding could be mitigated by reserving Youth Authority bed space for those wards who are identified as posing the greatest risk to public safety. Data will be available in 1987 for Board and Department review.

D. Department of Corrections Cases

In January 1984, Chapter 701, Statutes of 1983 (Senate Bill 821) became effective. Senate Bill 821 amended Section 1731.5(c) of the Welfare and Institutions code. As a result, the Department now provides institutional program services for cases committed by the courts to the Department of Corrections but ordered placed in Youth Authority facilities to serve their sentences. These cases remain in Youth Authority facilities until they are ordered returned to a CDC facility, their sentence is completed, or they reach age 25 and are returned to CDC for the completion of their sentence. These cases have had a major impact on the Department's population as they now represent 18 percent of the total institutional population.

E. Population

The Department has an institutional design capacity 2/ of 5,840 beds. Currently, population in the institutions and camps is approximately 8,000. In order to implement the above programs, maintain adequate levels of service and accommodate the additional population, it has been necessary to crowd existing facilities and to extend program activities into evening hours and weekends. Some of the factors that impact the population increase include:

1. Intake

Intake refers to those cases coming into the system. This includes first commitments from the juvenile and the criminal court, Department of Corrections cases and parole violators. Each of these areas has been a contributing factor and has directly impacted the increase in Youth Authority population. Each of these areas is more fully analyzed in this report.

2. Institutional Length of Stay

Institutional length of stay refers to that period of time that a ward spends in an institution. Any change in length of stay results in a significant change in institutional population. An increase in one month in the average length of stay generally results in a need for 400 additional beds. The length of stay in Youth Authority institutions has increased from 10.9 months in 1977 to 17.5 months in 1986, and it is projected to increase to 23.1 months in 1991. Any reduction in this length of stay significantly reduces the need for new institutional beds.

A number of the proposed alternative solutions included in this report address strategies to reduce the length of stay.

3. Building New Facilities

In order to provide adequate levels of service, the Department has expanded program hours and has crowded existing facilities. This has worked on a short-term basis; however, long-range program planning requires the building of new facilities to maintain programs that meet the Department's mission.

As part of the process of developing this Master Plan, each of these factors and initiatives has been considered since they affect the Department's existing programs, planned new facilities and proposed programs designed to reduce the need for institutional bedspace.

2/ As used in this plan, design capacity refers to the level of population intended to be accommodated by the facilities at the time they were opened. These levels have been adjusted to reflect any subsequent physical modifications that changed the capacity of the living units.

SECTION III

POPULATION PROJECTIONS

Any examination of population trends requires the Department to collect historical data and to make assumptions about how that data will affect the projections of the future population levels. While short-term projections can be made with a reasonable degree of confidence, long-term projections are subject to a greater degree of error since actual events may differ from the assumptions underlying the projections.

There are many factors that may affect the number of offenders committed to the Department and the number of wards in the institutions. Some of these factors are only indirectly related and may have an impact on a long-term basis only. Other factors have a more direct and immediate impact. The Department has attempted to deal with both types of factors and to analyze their impact on the institutional population.

A. Basic Assumptions

In preparing population estimates and developing plans, it is necessary to make assumptions regarding variables that affect the estimates and/or future plans. During the life of the Plan, the Department will review the estimates periodically in order to affirm or modify the Plan. The major assumptions underlying the projections include:

1. Current Laws Will Not Change

Only laws currently in effect were considered in developing the population estimates. Substantive revisions in laws affecting the Department, sentencing/commitment practices, and/or the Department's programs could result in changes in commitment rates and the institutional population.

Under current law, initial commitments and recommitments may be made to the Youth Authority pursuant to the Welfare and Institutions Code.

a. Juvenile court

Youths who committed an offense when under the age of 18 may be committed as juveniles. Youth Authority jurisdiction extends to age 21 or in some cases to age 25. In addition, juvenile courts may refer a youth to the Youth Authority for a comprehensive 90-day study. The study provides information and specific recommendations to the referring court.

b. Criminal court

Youths may be committed for a crime committed when 18 or older if apprehended prior to their 21st birthday and the offense was not listed in Section 1732.5 of the Welfare and Institutions Code (Proposition 8, June 1982). Sixteen and 17 year old youths may be found unfit for juvenile court and remanded to the

criminal court for prosecution as adults; however, the Proposition 8 offense restrictions do not apply to these cases. The criminal courts also send offenders to the Youth Authority for diagnostic purposes to determine suitability of commitment to the Youth Authority. The Department's jurisdiction in criminal court cases usually extends to the offender's 25th birthday.

c. Department of Corrections Cases

These cases serve a determinate sentence and earn good time/work time on the same basis as CDC inmates. They are paroled without parole board action when they complete their term. If they become 25 years of age before their sentence is completed, they are transferred to State prison to complete their term.

2. Sentencing and Commitment Practices and Guidelines Will Not Change

The only sentencing guidelines available are those contained in the Welfare and Institutions Code and the Penal Code. It is assumed that current sentencing and commitment practices and guidelines will not change substantially. In California, maximum confinement time for criminal court offenders is established by the committing court pursuant to the Penal Code and case law. To determine confinement time, the courts use guidelines that contain lower, middle and upper sentences. The Welfare and Institutions Code requires that juveniles receive the upper limit term as the maximum. In practice, they are usually paroled prior to the expiration of the maximum term.

The Department believes that current sentencing practices and guidelines result in an appropriate group of offenders being sentenced to the Youth Authority. The Department serves as the last resource available to the juvenile courts. In addition, it receives serious younger offenders from the criminal courts. These offenders, however, are generally less criminally sophisticated than their counterparts who are sentenced to State prison.

Given the appropriateness of the existing group of offenders who are committed to the Youth Authority, as well as the wide disparity in resources available to the counties, the Department believes that it would be inappropriate to develop alternative sentencing guidelines.

3. Local Correctional Programs Will Be Maintained at the Current Level

In developing this Plan, an assumption was made that local correctional programs will remain at substantially their current level.

4. Youthful Offender Parole Board Policy Changes Increasing Parole Consideration Dates Will Take Effect in Fiscal Year 1986-87

The Youthful Offender Parole Board, a separate agency from the Youth Authority, determines actual length of stay in institutions for

offenders committed directly to the Youth Authority. The Board applies criteria and procedures contained in its regulations to establish parole consideration dates for wards for specific offenses. These offenses fall within seven categories, ranging from major crimes against persons (Category 1) to minor property crimes (Category 7). Both the commitment offense and prior offenses are considered in making this determination.

The population estimates reflect the expectation that the increased parole consideration dates for certain offenses set by the Youthful Offender Parole Board will become effective by January, 1987.

At the current time, the Board has no plans to modify their structure for parole consideration date decision making. (See Appendix II for information on the national trends on decision-making structures.)

B. Projections for Five-Year Plan

The population in Youth Authority facilities on June 30, 1986 was 7,650, 131 percent of the design capacity of 5,840. By the end of Fiscal Year 1990-91, the population is expected to increase to 9,015 and would still represent 129 percent of capacity even if full funding and construction is authorized for the additional 1,118 bed capacity currently in various stages of planning and design. Assuming that such funding and construction occurs, there would still remain a shortfall of approximately 2,050 beds.

The following table and chart reflect the projected institution populations and the design capacity short fall for each fiscal year through 1990-91.

TABLE 1
 PROJECTED INSTITUTIONAL POPULATION AND CAPACITY
 Fiscal Years 1986-87 thru 1990-91

Fiscal Year	Institutional Design Capacity	June 30 Population	Population Percentage of Design Capacity	Difference Design Capacity/ Population
1985-86 (Actual)	5,840	7,650	131%	1,810
1986-87	5,840	8,335	143%	2,495
1987-88	6,058 <u>a/</u>	8,570	141%	2,512
1988-89	6,358 <u>b/</u>	8,780	138%	2,422
1989-90	6,358	8,930	140%	2,572
1990-91	6,958 <u>c/</u>	9,015	129%	2,057

a/ Fred C. Nelles School -
 Living Unit and Education Facility - 100 beds

El Paso de Robles School -
 Youth Conservation Camp - 100 beds

Fenner Canyon Camp -
 Replace Barracks - 18 beds

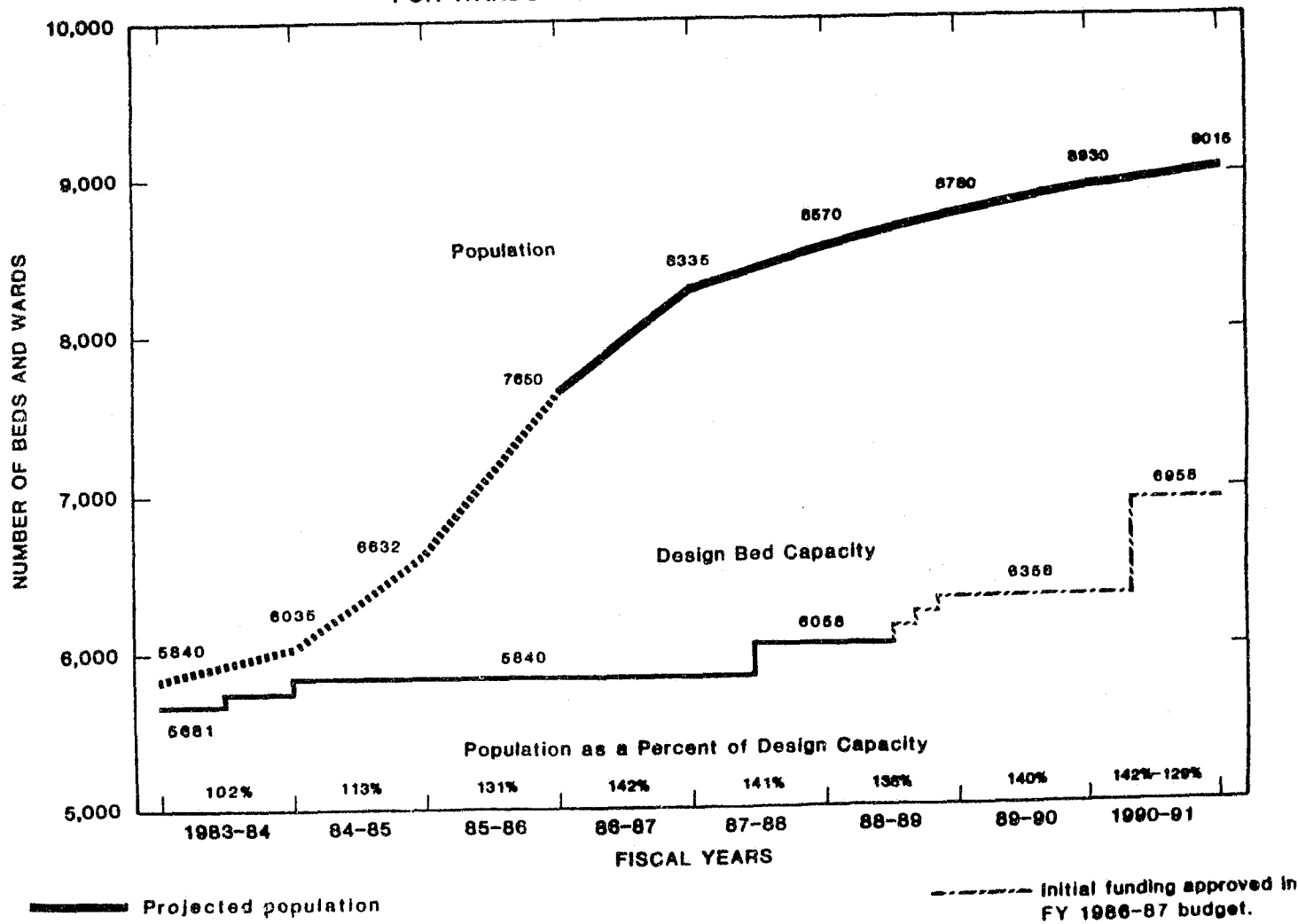
b/ Preston School -
 Pre-Camp Facility - 100 beds

El Paso de Robles School -
 Living Unit and Education Facility - 100 beds

Ventura School -
 Public Service Living Unit - 100 beds

c/ New Youth Institution - 600 beds

CHART 1
Department of the Youth Authority
DESIGN CAPACITY AND POPULATION PROJECTIONS
FOR WARDS THROUGH FISCAL YEAR 1990-1991



Revised 8/12/88

The projected changes in the Youth Authority's institution population from Fiscal Year 1986-87 through Fiscal Year 1990-91 are shown below.

TABLE 2
 INSTITUTIONAL POPULATION
 Fiscal Years 1985-86 thru 1990-91
 (Actual and Projected)

	<u>1985/86</u>	<u>1986/87</u>	<u>1987/88</u>	<u>1988/89</u>	<u>1989/90</u>	<u>1990/91</u>
	(Actual)					
<u>Institution Population at</u>						
<u>Beginning of Fiscal Year</u>						
CYA Cases	5,659	6,275	6,645	6,630	6,650	6,670
CDC Cases*	973	1,375	1,690	1,940	2,130	2,260
Grand Total.....	6,632	7,650	8,335	8,570	8,780	8,930
Admissions						
CYA First Admissions....	2,494	2,435	2,400	2,375	2,390	2,430
CYA Parole Violators....	1,490	1,345	1,200	1,155	1,115	1,075
CDC Cases*.....	1,320	1,390	1,390	1,390	1,390	1,390
Total.....	5,304	5,170	4,990	4,920	4,895	4,895
Departures						
CYA Cases to Parole.....	2,734	2,810	3,015	2,910	2,885	2,880
CDC Cases*.....	918	1,075	1,140	1,200	1,260	1,330
Miscellaneous CYA Cases.	634	600	600	600	600	600
Total.....	4,286	4,485	4,755	4,710	4,745	4,810
<u>Institution Population at</u>						
<u>End of Fiscal Year</u>						
CYA Cases.....	6,275	6,645	6,630	6,650	6,670	6,695
CDC Cases*.....	1,375	1,690	1,940	2,130	2,260	2,320
Grand Total.....	7,650	8,335	8,570	8,780	8,930	9,015
Length of Stay in Months (CYA)	17.4	18.6	19.7	20.8	22.0	23.1
Length of Stay in Months (CDC)	12.5	14.0	15.0	17.0	18.5	20.0

* Committed from the criminal court under Welfare and Institutions Code Section 1731.5(c).

The above actual and projected populations includes CYA cases housed in Federal facilities (ten cases in FY 1985-86).

C. Factors Directly Impacting Population

Over the last five years, the population in Youth Authority facilities has increased 33 percent, from 5,763 on June 30, 1982 to 7,650 on June 30, 1986. This substantial increase in population is the direct result of the following major factors:

1. First Commitment Admissions

The increase in first admissions is the cumulative result of changes in departmental policy and legislation. Facing an crowding situation, the Department implemented a policy late in 1981 of rejecting many of the more serious commitments from the criminal courts. This policy continued through late 1982 when it was superceded by Proposition 8, which barred a majority of these cases from commitment to the Youth Authority. Between Fiscal Years 1980-81 and 1982-83, the number of criminal court commitments declined by 60 percent, from 2,172 to 872 cases.

Since the passage of Proposition 8 in 1982, the number of direct criminal court commitments to the Youth Authority had decreased to 255 cases by June 30, 1986. The number of CDC cases, however, increased from 212 admissions in Fiscal Year 1983-84 to 1,320 admissions in Fiscal Year 1985-86. This increase was due to the amendment, in 1984, of Welfare and Institutions Code Section 1731.5 by Senate Bill 821.

2. Parole Violator Returns

The increase in parole violator returns is the result of closer surveillance by Parole Agents and the bringing of larger numbers of parole violations before the Youthful Offender Parole Board, thereby leading to a higher rate of parole revocations.

3. Longer Institutional Length of Stay

The increase in the amount of time an offender spends incarcerated in a Youth Authority facility prior to release on parole is a result of changes in the Youthful Offender Parole Board's time-setting policies. Over the last five years, the Youthful Offender Parole Board increased the average length of stay through extensions of parole consideration dates and a more conservative approach in awarding time reductions. Recently, the Board proposed some major revisions in the setting of parole consideration dates for certain offenses. Slated for implementation in January 1987, these revisions will increase the amount of time certain offenders will spend incarcerated prior to being considered for parole. In general, the offenses slated for longer parole consideration dates are homicide, attempted homicide, voluntary manslaughter, rape and sodomy in concert, sexual acts against children, and kidnapping for ransom.

Other factors which contribute to the institutional population, but to a lesser degree, are diagnostic cases (individuals may, under Sections 707.2, 704, and 1731.6 of the Welfare and Institutions Code, be referred

to the Department by the courts for a diagnostic evaluation prior to sentencing) and parole detention cases (parolees temporarily detained in an institution). These special cases comprise only about two percent of the institutional population.

D. Factors Involved in Projecting Population

1. First Commitments

Historically, first commitments are those juvenile and criminal court offenders committed to the Youth Authority who have never been under the jurisdiction of the Youth Authority. A major exception started in 1984 with the amendment of Welfare and Institutions Code Section 1731.5(c), which allowed placement of CDC cases in Youth Authority facilities to serve their sentences. Although some of these cases may have had a prior Youth Authority commitment, they are treated as first commitments. Therefore, beginning in Fiscal Year 1983-84, first commitments include direct Youth Authority commitments from the juvenile and criminal courts (Youth Authority cases) and CDC cases.

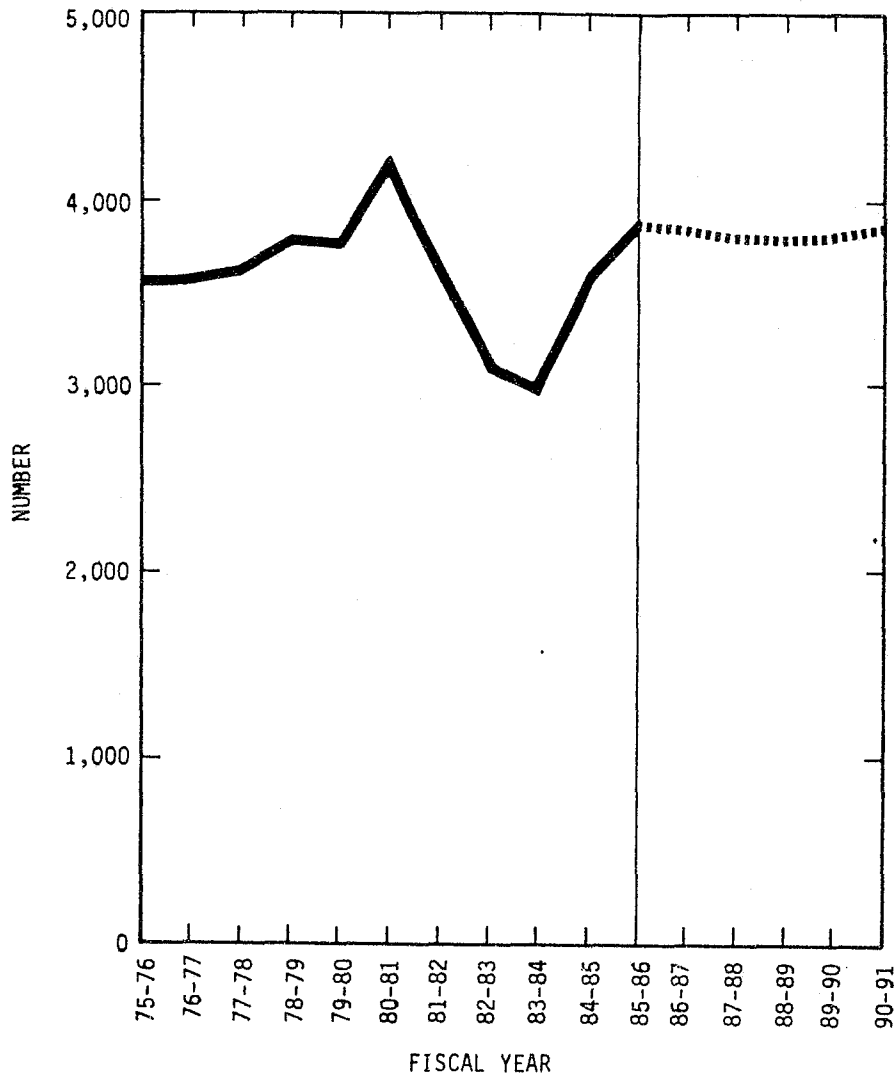
Since first commitments constitute about three-fourths of all admissions, they are a significant factor used in projecting future populations. The actual and projected first commitments to the Department from Fiscal Year 1975-76 through Fiscal Year 1990-91 are presented in Table 3.

TABLE 3
FIRST COMMITMENTS
Fiscal Years 1975-76 Through 1990-91
(Actual and Projected)

Fiscal Year	Total	CYA Cases	CDC Cases
Actual			
1975-76	3,547	3,547	-
1976-77	3,556	3,556	-
1977-78	3,609	3,609	-
1978-79	3,788	3,788	-
1979-80	3,762	3,762	-
1980-81	4,197	4,197	-
1981-82	3,584	3,584	-
1982-83	3,112	3,112	-
1983-84	2,980	2,768	212
1984-85	3,542	2,499	1,043
1985-86	3,814	2,494	1,320
Projected			
1986-87	3,825	2,435	1,390
1987-88	3,790	2,400	1,390
1988-89	3,765	2,375	1,390
1989-90	3,780	2,390	1,390
1990-91	3,820	2,430	1,390

As indicated in Table 3, first commitments peaked in Fiscal Year 1980-81 at 4,197 cases. The significant decrease in the number of first commitments in the following years was a result of the Department's rejection policy, Proposition 8, and Welfare and Institutions Code Section 1731.5(c). As previously mentioned, these policy and legislation changes significantly reduced the number of direct criminal court commitments to the Youth Authority. As reflected in Chart 2, the admission of CDC cases appears to have offset the decrease in first commitments caused by the reduction in Youth Authority criminal court cases.

CHART 2
 FIRST COMMITMENTS TO THE
 CALIFORNIA YOUTH AUTHORITY
 Fiscal Years 1975-76 through 1990-91
 (Actual and Projected)



— Total Commitments (Actual)
 Total Commitments (Projected)

Because of the significant change in the commitment patterns of first commitments, each component (Youth Authority juvenile court, Youth Authority criminal court, and CDC cases) has been analyzed and projected separately to form the overall first commitment rates and projections.

a. Youth Authority Juvenile Court Commitments

Projected first commitments from the juvenile courts are developed on the basis of the rate of first commitments from the juvenile courts per 100,000 youth in the State of California, aged 12-17 years.* Using the first commitment admissions for Fiscal Years 1974-75 through 1985-86 as a base, the projected rate for future years is calculated according to a log trend curve. This curve indicates that the commitment rate of juveniles is leveling out, and that the commitment trend will follow the population trend of California's youth; it will decline through Fiscal Year 1988-89 and then begin a gradual increase. The number of juvenile court commitments will remain in the 2,100 through 2,200 range as they have in the past several years.

b. Youth Authority Criminal Court Commitments

The projections of Youth Authority criminal court cases are based on shortterm trends. Because of the significant decreases in admissions over the last five years, a historical admission rate base per California's youth population does not provide meaningful information. Using Fiscal Year 1985-86 data, these admissions ranged between 18 to 30 per month, for an average of about 22 per month. At this time, it is assumed that this monthly average will continue indefinitely, thereby yielding a projection of 260 direct Youth Authority criminal court first admissions per year over the ensuing years.

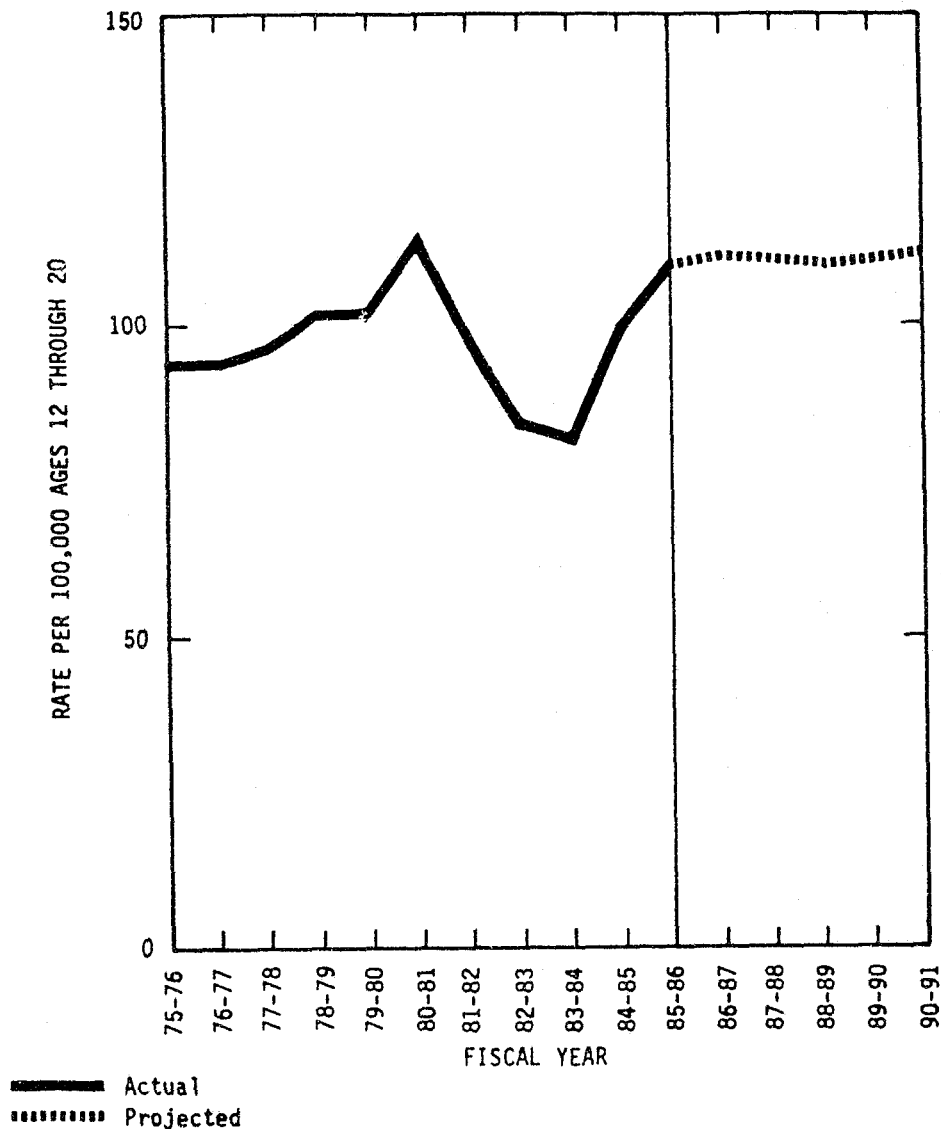
c. Department of Corrections Cases

Projections of CDC cases are also based on short-term trends. Since sufficient time has not elapsed to establish a long-term admission base, this projection may not match long-term sentencing practices; however, in the absence of other data, it is assumed that the Fiscal Year 1985-86 monthly average of 110 CDC case admissions will provide the most reliable base. This average, coupled with an increasing population in the 18-20 age group, is expected to yield an annual admission figure of 1,390 for the ensuing fiscal years. To the extent that judges make greater use of this sentencing option as they become more familiar with it, this projection could be too conservative.

* Youth Population estimates provided by the Department of Finance.

The summation of the projected Youth Authority juvenile court, Youth Authority criminal court, and Corrections cases provides the base for all first commitments. The rate of commitment is calculated using this base per 100,000 youth in California, aged 12-20.* As reflected in Chart 3, the rate of commitment is projected to stabilize over the next five years at approximately 111 first commitments for each 100,000 youth in California between these ages.

CHART 3
 FIRST COMMITMENT RATES TO THE
 CALIFORNIA YOUTH AUTHORITY
 Fiscal Years 1975-76 through 1990-91
 (Actual and Projected)



* Youth Population estimates provided by the Department of Finance.

2. Parole Violator Returns

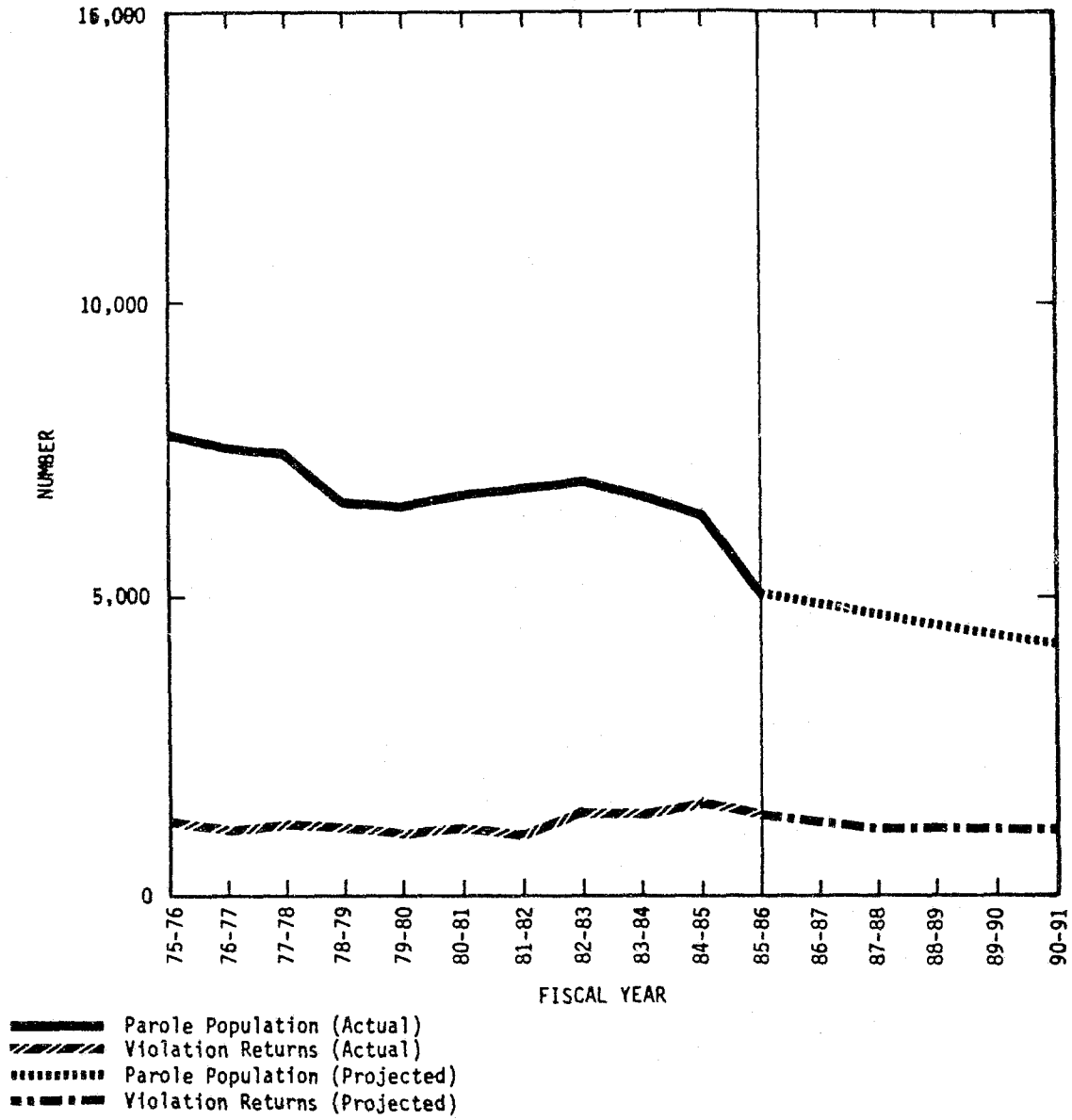
Parole violator returns are Youth Authority cases who were on parole status prior to being ordered returned by the Youthful Offender Parole Board to an institution to serve time for a parole violation or for a new offense. Approximately 50 percent of Youth Authority parolees fail their parole within two years of release on parole. Many are committed to the Department of Corrections or to a correctional agency in another jurisdiction.

Since the number of parole violator returns has been substantially higher in the past three years than prior to that period, a short-term projection base is used. In Fiscal Year 1985-86, approximately 1,500 or 28 percent of the 5,200 parole population have been returned to institutions. It is assumed that the current revocation rate of 28 per 100 cases (or 2.3 per month per 100 cases) will continue in the ensuing years; however, as indicated in the following table and chart, the number of parole violator returns will decline as the parole population declines.

TABLE 4
PAROLE VIOLATOR RETURNS
Fiscal Years 1975-76 thru 1990-91
(Actual and Projected)

<u>Fiscal Year</u>	<u>Actual</u>
1975-76	1,225
1976-77	1,079
1977-78	1,144
1978-79	1,143
1979-80	1,038
1980-81	1,071
1981-82	1,059
1982-83	1,382
1983-84	1,348
1984-85	1,449
1985-86	1,490
	<u>Projected</u>
1986-87	1,345
1987-88	1,200
1988-89	1,155
1989-90	1,115
1990-91	1,075

CHART 4
 PAROLE POPULATION AND VIOLATION RETURNS
 Fiscal Years 1975-76 through 1990-91
 (Actual and Projected)



3. Institutional Length of Stay

Institutional length of stay refers to the time period between admission at a reception center-clinic and release from an institution on parole. For Youth Authority cases, the length of this period is determined by the Youthful Offender Parole Board's policy on the setting of a parole date. Modification of this period is made for various reasons and the actual parole release date may be changed as a result of each individual's progress (time reduction) or lack of progress (extension of parole consideration date) in an institutional program. Any change in average length of stay impacts the institutional population. For example, adding one month to the average length of stay results in the need for approximately 400 additional beds.

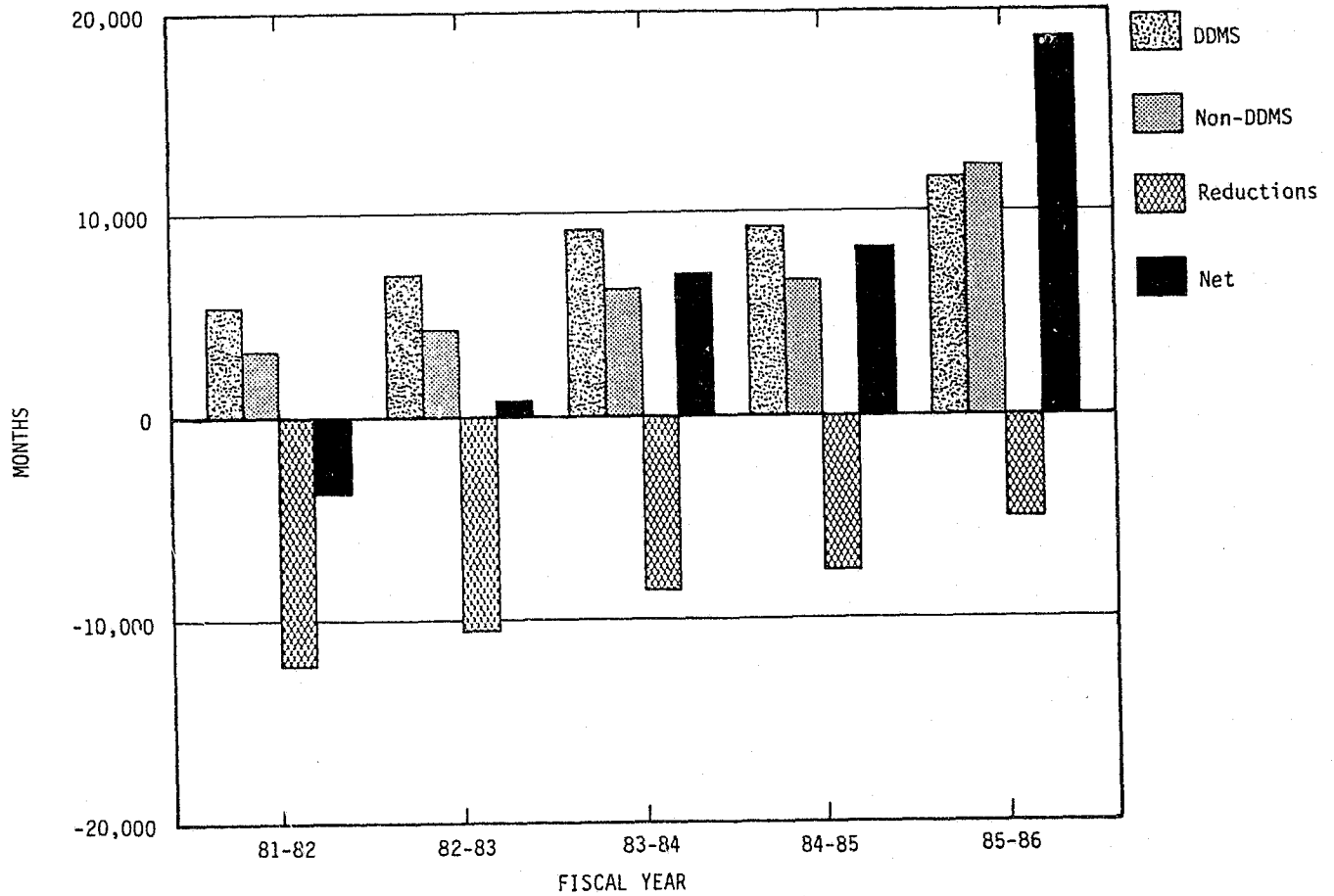
a. Average Length of Stay for Youth Authority Cases

The average length of stay has been increasing consistently for more than eight years. From Fiscal Year 1975-76 through Fiscal Year 1985-86, the average length of stay in Youth Authority facilities increased 4.7 months, from 12.7 to 17.4 months. This means that since Fiscal Year 1975-76, 1,400 additional wards had to be accommodated because of the increased average length of stay.

In Fiscal Year 1985-86, the Youthful Offender Parole Board gave parole consideration dates at the wards' initial hearings averaging 16.1 months. (This excludes an average of .3 month credit for time served in local facilities while a person is awaiting delivery to a Youth Authority institution.) The proposed Board changes for parole consideration dates for selected offenses, which are expected to become effective in mid Fiscal Year 1986-87, will add another 1.7 months, raising the average parole consideration date to 17.8 months.

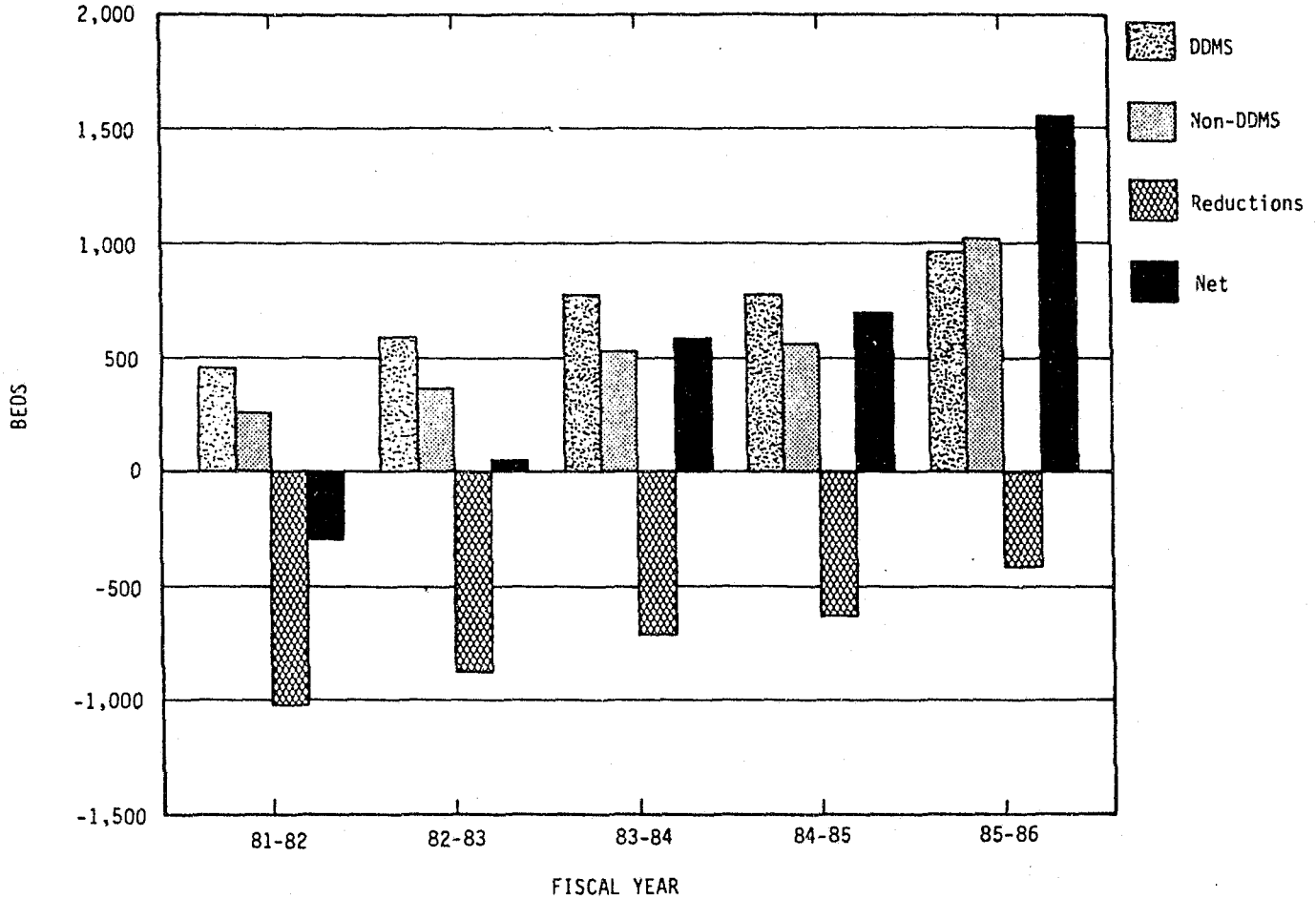
Probably the most significant factor attributing to the increased length of length of stay in institutions is the change in parole consideration date extensions and reductions. As indicated in Chart 5, there has been a substantial increase in extensions and a corresponding decrease in reductions between Fiscal Year 1981-82 and 1985-86. Extensions related to DDMS actions (disciplinary actions) have increased from 5,444 months in 1981-82 to 11,633 months in 1985-86. Extensions in 1985-86 for non-DDMS actions, primarily Progress Reviews and Annual Reviews, have also risen from 3,256 months to 12,250 months (+276 percent). Conversely, reductions recorded during Fiscal Year 1981-82 totaled 12,220 months as compared to 5,112 months during Fiscal Year 1985-86, a 58 percent decrease.

CHART 5
NET PAROLE CONSIDERATION DATE EXTENSIONS/REDUCTIONS
IN MONTHS
Fiscal Years 1981-82 through 1985-86



The combined effect of extensions and reductions over the 5-year period requires 1,564 additional institution beds. This is displayed in Chart 6.

CHART 6
 NET PAROLE CONSIDERATION DATE EXTENSIONS/REDUCTIONS
 IN BED YEARS
 Fiscal Years 1981-82 through 1985-86



The Department estimates that length of stay will increase by another 5.7 months between 1985-86 and 1990-91. This projection is based, in part, on proposed parole consideration date changes. The length of stay will increase to 23.1 months by 1990-91. (See Table 5 and Chart 7.)

TABLE 5

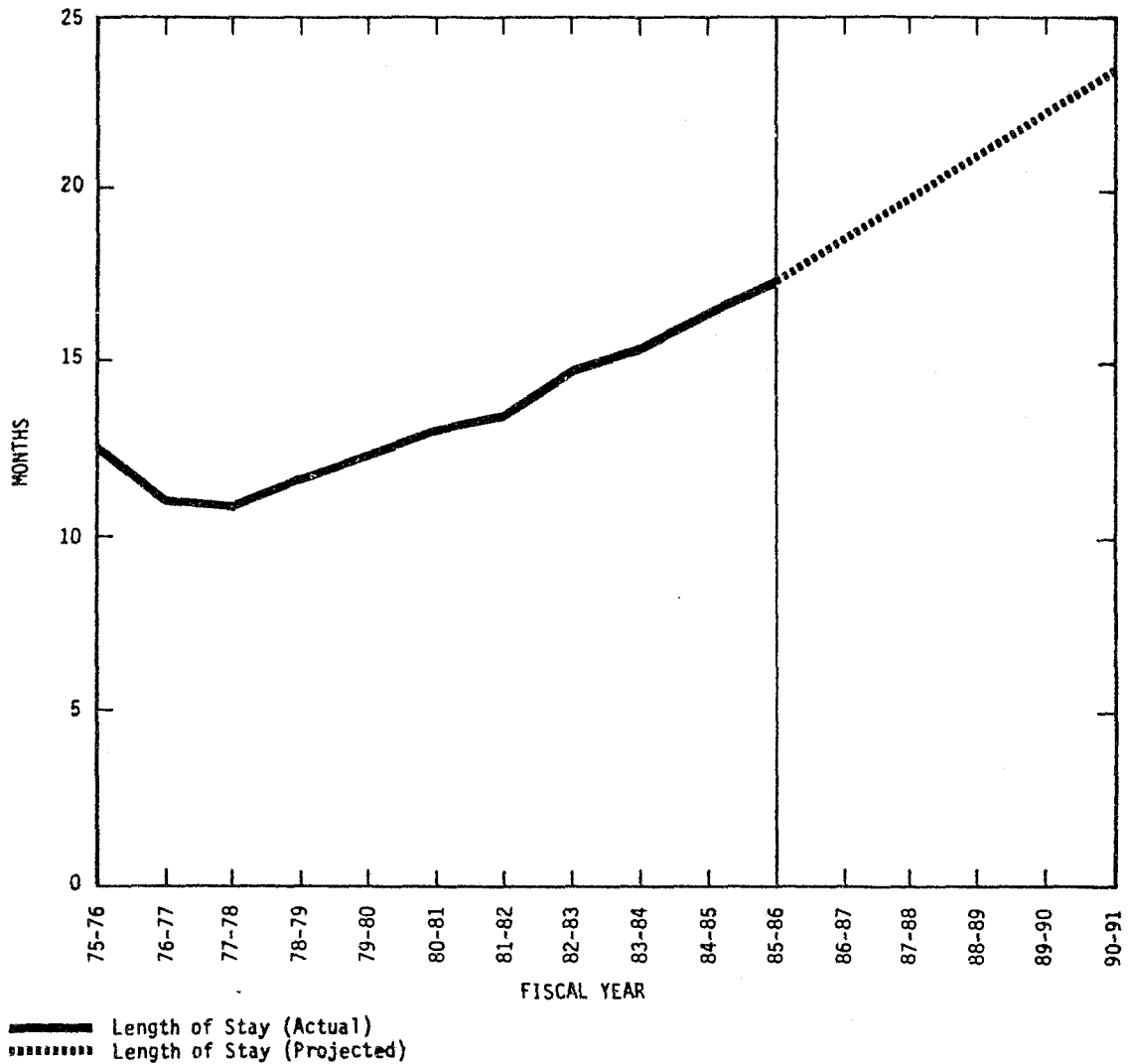
LENGTH OF STAY IN CYA INSTITUTIONS*

Fiscal Years 1975-76 Through 1990-91
(Actual and Projected)

<u>Fiscal Year</u>	<u>Actual</u>
1975-76	12.7 months
1976-77	11.1
1977-78	10.9
1978-79	11.8
1979-80	12.4
1980-81	13.1
1981-82	13.5
1982-83	14.8
1983-84	15.4
1984-85	16.4
1985-86	17.4
	<u>Projected</u>
1986-87	18.6 months
1987-88	19.7
1988-89	20.8
1989-90	22.0
1990-91	23.1

* Includes only CYA cases

CHART 7
 LENGTH OF STAY IN YOUTH AUTHORITY INSTITUTIONS
 Fiscal Years 1975-76 through 1990-91
 (Actual and Projected)



b. Average Length of Stay for Department of Corrections Cases

Currently, the estimated average length of stay for CDC cases is 12.5 months. Over recent months, about 33 percent of the CDC cases have been released early to halfway houses. Also, about 20 percent of the admissions are being transferred to CDC for disciplinary and/or program reasons after staying an average of 10.6 months in the Youth Authority. If the intake of CDC cases reaches an equilibrium over the next five years, their average length of stay in Youth Authority facilities is projected to be 20 months.

SECTION IV

RELATED TRENDS AND PROJECTIONS

In attempting to project future Youth Authority institutional populations, several related factors which could impact the number and type of commitments to the Department must be considered. In reviewing these factors, it should be noted that the Youth Authority fulfills a highly specialized need in California and that only a minute portion of the total youth population and a small percentage of all serious offenders are committed to the Department.

For example, on an annual basis, only one youth in a thousand, age 12-20, is committed to the Department; only 2.2 percent of the referrals of juveniles to probation are committed to the Department; and only 2 percent of the juvenile felony level arrests result in commitment to the Department.

Factors such as total youth population, crime, arrests, and court dispositions influence the Youth Authority population. The lack of an easily measured relationship among these factors results in soft estimates, but they still provide a general framework for assessing the reasonableness of institutional population estimates.

A. Youth Population Trends and Projections*

The total California youth population, age 12-20 years old, peaked at 3,797,000 in 1976. It will decrease about 10 percent to a low of 3,419,000 by 1988. The direction of this trend will then change, and the total youth population will increase to about 4,279,000 by the year 2000.

Based on this trend, an increase in commitments to the Department could be expected over the next 15 years. As pointed out previously, the relationship between total youth population and commitments is slight and such a trend may be overridden by other factors such as crime and commitment rates, which have a more direct impact on the Youth Authority population. If the commitment rates for 1985 are applied to the year 2000 population, first commitments in the year 2000 would be 4,545 compared to 3,538 in 1985.

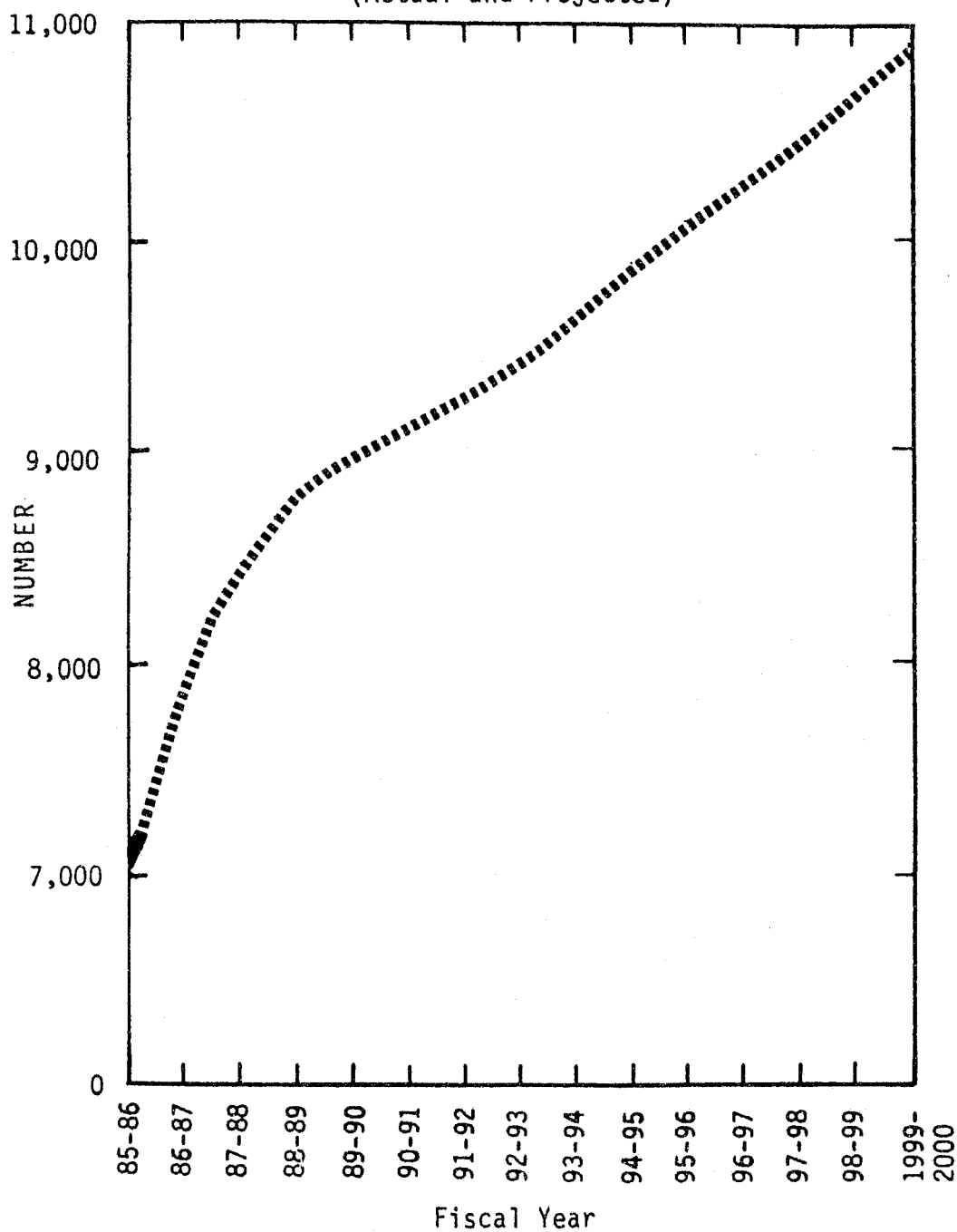
Adding an estimated 1,205 parole violation returns to the first admissions of 4,545 would yield a total intake of 5,750. Using the current estimated length of stay, an institutional average daily population of 10,800 is projected for the year 2000.

These estimates are depicted on Chart 8 on the following page.

* Source: California Department of Finance
Population Projections (Report 86 P-4)
February, 1986

CHART 8

AVERAGE DAILY POPULATION
CALIFORNIA YOUTH AUTHORITY
Fiscal Years 1985-86 through 1999-2000
(Actual and Projected)



— Actual
..... Projected

B. Ethnic Composition of Youth Population

In 1980, the percentage of Whites in the 12-20 age group of the California population was 60 percent. By 1985, this had dropped to 55 percent and by the year 2000 it will decline to 43 percent. Conversely, the Hispanics will increase ten percentage points from 24 percent (1980) to 34 percent (2000), and in actual numbers, will almost double over the 20-year period. Although the total number of Blacks will increase slightly, their percentage of the total remains virtually unchanged at just over 9 percent. The Other group almost doubles over the 20 year span due largely to the influx of refugees from Southeast Asia.

TABLE 6
CALIFORNIA YOUTH POPULATION (Aged 12-20)*
(In Thousands)

July 1 Each Year

Ethnicity	1980		1985		1990		1995		2000	
	Number	Per- cent	Number	Per- cent	Number	Per- cent	Number	Per- cent	Number	Per- cent
Total.....	3,708	100.0	3,538	100.0	3,436	100.0	3,825	100.0	4,279	100.0
White.....	2,237	60.3	1,933	54.6	1,691	49.2	1,749	45.7	1,859	43.4
Hispanic....	878	23.7	947	26.8	1,061	30.9	1,261	33.0	1,463	34.2
Black.....	340	9.2	332	9.4	316	9.2	353	9.2	397	9.3
Other.....	253	6.8	326	9.2	368	10.7	462	12.1	561	13.1

* Populations are estimates based on California Department of Finance Population Projections, (Report 86 P-4), February 1986

Totals and percentages may not add due to independent rounding.

C. Court Commitments By Ethnic Background

In 1975, 60 percent of all first commitments to the Youth Authority were ethnic minorities. By 1985, this percentage had increased to 65 percent. If current commitment rates continue, minorities will constitute almost 75 percent of the Youth Authority population by the year 2000. Hispanics will comprise 40 percent of the total, compared to 30 percent in 1985.

Commitment rates per one hundred thousand of the youth population for Blacks are about six times the rate for Whites. Rates for Hispanics are about twice the rate for Whites as indicated by Table 7.

TABLE 7
FIRST COMMITMENTS
Age 12-20 Years By Ethnic Group (1985)

Ethnic Group	Population*	First Commitments	Rate/ 100,000
White	1,933,000	1,292	67
Hispanic	947,000	1,122	118
Black	332,000	1,226	369
All Others	326,000	116	35
Total	3,538,000	3,756	106

*Populations are estimates based on California Department of Finance Population Projections (Report 86 P-4, February 1986).

D. Sentencing Practices

The Plan, including projections of commitments to the Youth Authority, has been developed under the assumption that there will be no change in court sentencing practices and guidelines. Nevertheless, it is important to mention the myriad factors that could affect future sentencing practices and could produce a change in State commitments and/or average length of stay. The following is a list of such factors.

1. Public attitudes as expressed through the initiative process
2. Population changes
3. Legislation
4. Fiscal constraints
5. Judicial practices
6. Changes in the availability of program resources, e.g., local alternatives to State commitment or programs for substance abusers, sex offenders, the mentally disturbed and other special offenders
7. Overcrowding in local institutions, with the spillover going to the State
8. Increased or decreased numbers of crimes and arrests

E. Legislative Trends

Although many current legislative trends may directly impact the juvenile justice system, few will probably impact the Department's population. Current legislative trends include the following:

1. The American Legislative Exchange Council is formulating a proposed Model Juvenile Justice Code that would transform the juvenile justice system from a treatment model to one based on holding a minor accountable for his or her actions. The two approaches, of course, are not necessarily mutually exclusive. Essentially, the new focus would be on the offense, not the offender. The Council's particular model would highlight the concepts of sentencing guidelines, determinate sentencing, sentencing enhancements for the habitual offender, and increased sentences for serious offenders.

Since this model is still being developed, an assessment of its impact or even probable impact would be premature. Prior experience in some states indicates that determinate sentencing increased their prison population and led to the enactment of worktime credits. In contrast, Washington state, which utilizes a system of sentencing guidelines for minors, reports no significant increase in population associated with those guidelines.

2. An increased number of serious offenders would be committed to the Youth Authority if legislation streamlining the prosecution of, and allowing for sentencing enhancements of, habitual offenders was enacted. Additionally, the trend has been to increase the sentences of serious offenders, and this has indirectly impacted the available confinement time of the Youth Authority's institutionalized population.

3. An increased legislative interest in privatization may result in private corporations assuming custody of limited portions of the Department's institutionalized population.
4. A final legislative trend centers around county fiscal needs. During 1985-86, bills were introduced that would require the State to offset costs incurred by counties that detain minors in juvenile ranches and camps. Proponents contended that if the State did not increase its fiscal support to counties for local detention of minors, counties will have to close juvenile detention facilities, thus increasing commitments to the Youth Authority. The likelihood or certainty that the latter would indeed occur involves speculation as to: (1) the development of alternatives to detention; (2) privatization; and (3) whether general trends of the juvenile court to resist premature commitment to the Youth Authority may also enter the picture and impact the counties' decisions to send or not send more minors to the Youth Authority.

F. Arrest and Disposition Trends in California

This section examines trends in the number of youthful offenders arrested and processed within the criminal justice system. All data were obtained from the State Bureau of Criminal Statistics.

California is in the enviable position of experiencing decreases in some crime indicators, such as juvenile arrests and court petitions filed. There is also a decreasing population of juveniles ages 12 to 17 within the State. Calculations based on measures such as juvenile arrests, which have decreased annually for the past ten years, would result in projections for continued decreases from 73,500 in 1985 to a mere 28,000 by 1995. Yet, it seems unrealistic that juvenile arrests will in fact decrease that dramatically by 1995.

Based on past experience in juvenile justice issues, it is more appropriate to emphasize historical data that covers arrests and dispositions made on young offenders at various points in the justice system. This provides a reasonably sound basis on which to plan for the near future.

1. Trends for Juveniles

a. Felony Arrests

Data presented below show the number of felony arrests from 1978 to 1985, for juveniles ages 12 to 17.

TABLE 8

NUMBER OF JUVENILES FELONY ARRESTS
1978 to 1985

<u>Year</u>	<u>Arrests</u>
1978	100,690
1979	101,165
1980	97,376
1981	93,027
1982	84,436
1983	71,188
1984	68,989
1985	73,521
Percent Change 1978-85	-27.0

The number of juvenile felony arrests has decreased 27.0 percent since 1978. (The 1985 increase in arrests is the first such increase in ten years.) The decrease in juvenile arrests is not just due to a decreasing juvenile population, since the juvenile arrest rate has also declined. The decrease in juvenile arrests is partly attributable to law changes, such as the decriminalization of certain marijuana offenses. Also, it is possible that the increase in the number of juvenile offenders in institutions has incapacitated many habitual or chronic offenders. Studies have shown that a small percentage of juvenile offenders are responsible for a disproportionate amount of offenses. With many such youth incarcerated, a measurable decrease in offenses would occur.

b. Referrals to Juvenile Probation

Presented below are data showing the number of new referrals to juvenile probation and the number of petitions filed in juvenile court.

TABLE 9
NEW REFERRALS TO JUVENILE PROBATION
AND PETITIONS FILED
1978 to 1985

Year	New Referrals	Petitions Filed	Percentage of Petitions
1978	142,975	48,054	33.6
1979	145,863	46,444	31.8
1980	144,268	46,411	32.2
1981	139,205	45,624	32.8
1982	126,181	43,163	34.2
1983	116,893	41,852	35.8
1984	113,522	40,309	35.5
1985	120,468	41,792	34.7
Percent Change 1978-1985	-15.7	-13.0	+3.3

New referrals to juvenile probation decreased 15.7 percent since 1978; the number of petitions filed decreased at a slightly lower rate, 13.0 percent. The percentage of new referrals resulting in a petition increased only slightly, from 33.6 percent in 1978 to 34.7 percent in 1985.

c. Juvenile Court Dispositions

Data below show the number of new petitions filed in juvenile court and the number of percentage that were sustained, from 1978 to 1985.

TABLE 10
JUVENILE COURT DISPOSITIONS
1978 to 1985

Year	Petitions Filed	Petitions Sustained	Percent Sustained
1978	48,054	33,523	69.2
1979	46,444	33,115	71.3
1980	46,411	34,112	73.5
1981	45,624	34,503	75.8
1982	43,163	33,106	76.7
1983	41,852	32,937	78.7
1984	40,309	31,441	78.0
1985	41,792	32,974	78.9
Percent Change 1978-1985	-13.0	-1.6	+14.0

Though the number of petitions filed decreased 13 percent from 1978 to 1985, the number of sustained petitions decreased only 1.6 percent. The percentage of petitions that were sustained actually increased from 69.2 percent in 1978 to 78.9 percent in 1985, a 14 percent increase. Sustained petitions result in placement on formal probation, placement in a juvenile camp, or commitment to the Youth Authority; however, very few initial petitions result in Youth Authority commitment (for example, only 413 cases, or 1 percent, occurred in 1985).

d. Juvenile Camps: Average Daily Population

Shown below is the average daily population in juvenile probation camps, from 1979 to 1985. Also shown are the number of available local camp beds and the occupancy rate.

TABLE 11
JUVENILE PROBATION CAMPS
AVERAGE DAILY POPULATION
1978 to 1985

Year	Average Daily Pop.	Available Beds	Percent Occupancy
1979	2,800	3,331	84.1
1980	2,896	3,486	83.1
1981	3,079	3,583	85.9
1982	3,354	3,819	87.8
1983	3,424	3,896	87.9
1984	3,460	3,968	87.2
1985	3,523	4,018	87.7
Percent Change 1978-1985	+25.8	+20.6	+4.3

The average daily population in juvenile probation camps increased 26 percent from 1979 to 1985, while the number of available beds went up 21 percent. The average occupancy rate went from 84.1 percent in 1979 to 87.7 percent in 1985, an increase of 4.3 percent. The juvenile camp population has increased at a slightly faster rate than available bed space, and this has resulted in increased crowding. For example, during the years in question, the average number of days of crowding increased from 222 to 584. While it appears that the average daily population of camps can increase somewhat, continued population pressures could affect county commitment practices and could result in increased commitments to the Youth Authority.

Summary of Criminal Justice Trends for Juveniles

- 27 percent decrease in felony arrests
- 15.7 percent decrease in new referrals to probation

- 13 percent decrease in petitions filed
- 3.3 percent increase in percentage of referrals resulting in a petition
- 1.6 percent decrease in number of sustained petitions
- 14 percent increase in percentage of petitions sustained
- 25.8 percent increase in average daily population of juvenile probation camps

The data clearly indicate that the number of cases entering and processed through the juvenile justice system has decreased since 1978. Projections based on these data result in estimates for continued decreases. However, such large decreases in juvenile delinquency are actually unlikely to occur because, in fact, the juvenile population is projected to increase during the 1990s.

The data on juveniles show that youths who enter the system are increasingly likely to receive more serious dispositions. For instance, referrals more often result in a petition being filed, and an increasing percentage of petitions are sustained. The best estimate of what all this means is that, even though juvenile arrests may decrease over the next few years, the more serious dispositions meted out at various points in the justice system will probably serve to maintain the present number of juvenile court commitments. The trends in juvenile justice data support a conclusion that juvenile court commitments to the Youth Authority will increase slightly over the next ten years.

2. Trends for Adults

a. Felony Arrests

Shown below are data on the number of felony arrests of young adults, ages 18 to 24.

TABLE 12
NUMBER OF FELONY ARRESTS
OF ADULTS AGES 18 to 24
1978 to 1984

<u>Year</u>	<u>Arrests</u>
1978	126,007
1979	137,870
1980	143,899
1981	146,692
1982	145,607
1983	138,662
1984	139,513
Percent Change 1978-84	+10.7

The number of felony arrests of adults ages 18 to 24 has increased 10.7 percent, from 1978, even though number of such arrests was slightly lower in 1983 and 1984. It is too early to determine if this recent drop indicates a continuing trend for the next few years. If an increase were to occur, it would affect the number of cases appearing in adult court and, ultimately, the number of adult court commitments to State institutions.

b. Criminal Court Felony Dispositions

Shown below are the number and rate of felony convictions in criminal court. Also shown are the number and rate of commitments to State prison and the Youth Authority.

TABLE 13
FELONY CONVICTIONS IN CRIMINAL COURT
FOR ADULTS 24 YEARS OR UNDER
1979 to 1985

Year	Convictions		State Commitments			
	Number	Rate	CDC		CYA	
			No.	Rate	No.	Rate
1979	16,016	90.7	3,164	19.6	1,478	9.2
1980	17,835	90.9	3,634	20.3	1,649	9.2
1981	20,311	90.3	5,133	25.3	1,906	9.4
1982	20,961	90.9	6,075	29.0	1,234	5.9
1983	20,421	92.3	6,463	31.6	499	2.2
1984	20,960	93.0	6,508	31.0	319	1.5
1985	24,969	94.5	7,594	30.4	225	0.9
Percent Change						
1979-1985	+55	+4.2	+140.0	+55.1	-84.8	-90.2

During the years in question, the number of these convictions for young adults increased 55 percent. The rate of convictions, increased from 90.7 percent in 1979 to 94.5 percent in 1985. Commitments to State prison (CDC) increased 140 percent and the rate of commitment rose from 19.6 percent to 30.4 percent.

Of the above commitments, only 225 cases in the 18-20 age group were committed to the Youth Authority in 1985. This represents an 85 percent decrease from the 1,478 cases in 1979. Commitments to the Youth Authority had increased from 1979 to 1981; however, Proposition 8, in 1982, mandated prison sentences for certain crimes and contributed to the decrease in Youth Authority commitments beginning in 1982. These trend data on direct commitments to the Youth Authority from adult court suggest that such commitments will level out between 200 and 300 over the next few years.

Summary of Criminal Justice Trends for Adults

- 10.7 percent increase in felony arrests of adults ages 18 to 24
- 55 percent increase in felony convictions
- 4.2 percent increase in felony conviction rate
- 140 percent increase in number of State prison commitments
- 55.1 percent increase in State prison commitment rate

Criminal justice data for adults thus show increases in all categories measured: felony arrests, convictions, rate of convictions, state commitments and rate of state commitments. Increases in state population and urbanization will probably exacerbate this situation. If projections were made from the above data on felony arrests, convictions and commitments, the results would indicate continued annual increases over the next ten years.

Data previously presented were limited to those for adults 18 to 24. Below are the figures for total adult court dispositions.

TABLE 14
TOTAL ADULT COURT DISPOSITIONS

Year	<u>Convictions</u>		<u>State Prison Commitments</u>	
	Number	Rate	Number	Rate
1979	34,899	88.7	8,858	25.4
1985	63,562	93.3	21,421	31.4
Percent Change 1979-85	+82.1	+5.2	+141.8	+23.6

From 1979 to 1985, total State prison commitments increased 142 percent from 8,858 to 21,421.

One assumption used in developing this plan is that sentencing practices will not change; however, the observed trends in adult court dispositions may have implications that suggest otherwise. For example, the large increase in commitments to State prison and the overcrowding of prison facilities may affect sentencing to the Youth Authority. Specifically, one of two scenarios could then result:

- (1) an increase in adult court commitments to the Youth Authority;
- (2) an increase in CDC cases ordered housed in Youth Authority facilities.

The above data on adult court dispositions do not reflect CDC cases housed in the Youth Authority. In 1984, 662 CDC cases were admitted to the Youth Authority; in 1985, admissions increased to 1,235.

If the trend for increased State prison commitments continues and if State prisons continue to be overcrowded, these factors should not be overlooked as causes of a potentially sizable increase in commitments to the Youth Authority.

G. Economic Trends

The Department mainly relies on the State General Fund for support of its operations, although limited external funding is available through various grants, such as (1) Federal funds for education programs and services, (2) justice and related grants for technical assistance programs and research and development projects, and (3) nominal reimbursements by counties for institutional care of committed offenders and for room and board payments by offenders who are employed and/or who receive specified benefits. Nevertheless, the Department's chief funding source remains the General Fund.

Economists predict continued economic growth over the next ten years, particularly in California. Because of this economic surge and the fact that fewer youth will be in the job market, lower unemployment is projected.

Economic growth and increased revenue will not necessarily provide for corresponding growth in government. Specifically, Proposition 4, enacted by California's voters in 1979, placed a cap on government appropriations and will not allow for governmental growth beyond that limit (whether at the State or local level).

State youth and adult correctional populations are growing at approximately 10 percent per year and this trend is expected to continue for at least the next five years.

Local governments are experiencing similar fiscal concerns. For example, Proposition 13 enacted in 1978, continues to have residual effects on local revenue generating ability. In addition, some counties are already at their Proposition 4 limit. Counties have repeatedly approached the Legislature regarding subventions and the acquisition of long-term stability for their funding bases. Many county governments, including Los Angeles (which currently accounts for 44 percent of the Youth Authority's juvenile court first commitments), have indicated that unless they obtain more State support, their numbers and rates of commitments to State correctional facilities will accelerate.

H. Employment Trends

California's unemployment rate has steadily declined since 1984, from 8.2 percent in March 1984 to 5.8 percent in January 1986. The total number of persons unemployed in March 1984 was 1,014,000; in January 1986, it was 844,000. The youth unemployment rate (ages 16-19) has dropped from 21.1 percent in March 1984 to 17.6 percent in January 1986.

Labor market projections indicate that occupations with the largest number of job opportunities are clerical, sales, health services workers, cooks, waiters/waitresses, janitors, and gardeners/groundskeepers. The largest number of opportunities in blue collar occupations will be in the categories of mechanics, repairers, and installers.

Although the relationships between unemployment rate and crime rate have not been established, several studies indicate that employment is associated with increased parole success. Results from a current departmental pilot project in East Los Angeles (which is designed to increase parolee job placement) show that the project has significantly reduced the number of parole violations. The East Los Angeles Parole Office, which in Fiscal Year 1984-85 had a revocation rate that exceeded the statewide rate by 5 percent, now has a revocation rate which is 2.2 percent below the statewide rate. East Los Angeles' 1985-86 rate is 4.2 percent lower than its 1984-85 rate.

Based on a 10.5 months average length of stay for parole violators, it is estimated that the impact of this reduced parole violation rate is a savings of eleven institutional beds. If equally successful employment service programs were expanded statewide to the Department's twenty parole offices, a savings of about 125 beds could be expected.

Coupled with the fact that many future jobs will occur in the service area, projected continuing economic growth and the falling unemployment rate imply that jobs will exist for parolees. Though direct evidence is unavailable, programs such as that described above suggest that the consequences may be lower revocation rates.

I. Conclusion

A review of related trends supports the conclusions from the basic population projections that the Department's institutional population will continue to increase during the next five years. Additionally, with the overall youth population increasing well into the next century, there will need to be facilities built and programs developed to meet these future needs.

SECTION V
WARD PROGRAM NEEDS

In order to plan for future bed space needs, it is necessary to project the kind of ward population for which services must be provided, assess the kinds of program facilities this population will require, and compare current program facilities with future needs. This will provide an indication of the type and number of additional facilities that will be required.

A. Current Institutions and Programming Methods

The Department currently operates ten institutions, six camps, and one Pre-Release Center with a program design capacity of 5,840. These facilities consist of two reception center-clinics, eight institutions and a 45-bed pre-release facility. In addition, there is a 50-bed leased facility for females at El Centro and there are 25 leased beds in three northern county juvenile halls.

TABLE 15
DESIGN CAPACITY AND SUPPORT BEDS
BY TYPES AT ALL FACILITIES

<u>1986 Design Capacity Beds</u>		<u>1986 Support Beds</u>	
Wet rooms	2,211	Hospital	142
(self-contained		Detention	203
with toilet & sink)		Office/Interview Rms.	<u>51</u>
Dry rooms	477	TOTAL	396
(no toilet or			
sink in room)			
Open dorm beds	2,576		
Reception/ Diagnostic rooms			
(wet rooms)	<u>576</u>		
TOTAL	<u>5,840</u>		

<u>1. Facilities by Location and Design Capacity</u>	<u>Design Capacity</u>
a. <u>Reception Center-Clinics</u>	
<u>Northern Reception Center-Clinic - Sacramento</u> Reception and Diagnostic Clinic for Northern California. Includes Intensive Treatment Program.	326
<u>Southern Reception Center-Clinic - Norwalk</u> Reception and diagnostic clinic for Southern California. Includes Intensive Treatment Program.	350
b. <u>Institutions</u>	
<u>Northern California Youth Center - Stockton</u> Includes three Institutions:	
<u>O. H. Close School</u> Programs for younger male wards	379
<u>Karl Holton School</u> Programs for males include college, search-and-rescue teams, parole violator programs.	388
<u>DeWitt Nelson Training Center</u> Programs for older males include work experience and youth conservation camp within the institution.	400
<u>Preston School - Ione</u> Programs for older males include intensive treatment, specialized counseling, pre-camp and substance abuse programs.	620
<u>El Paso de Robles School - Paso Robles</u> Programs for males include a youth conservation camp within the institution.	452
<u>Ventura School - Camarillo</u> Co-Educational facility for 300 males and 276 females. Includes a reception center-clinic and specialized counseling program for females.	576
<u>Fred C. Nelles School - Whittier</u> Programs for younger males include academic education and employability skills training.	550

	<u>Youth Training School - Ontario</u>	1,200
	Programs for older males include specialized counseling, pre-camp and substance abuse programs.	
c.	<u>Pre-Release Center</u>	
	<u>Silver Lake Pre-Release Center - Los Angeles</u>	45
	Community residential program for males about to be released in the Los Angeles area.	
d.	<u>Conservation Camps</u>	
	All conservation camps provide forest fire fighting crews and provide public service and conservation project work.	
	<u>Washington Ridge Youth Conservation Camp - Nevada City</u>	80
	<u>Pine Grove Youth Conservation Camp - Pine Grove</u>	80
	<u>Mt. Bullion Youth Conservation Camp - Mariposa</u>	80
	<u>Ben Lomond Youth Conservation Camp - Santa Cruz</u>	80
	<u>Fenner Canyon Youth Conservation Camp - Valyermo</u>	104
	<u>Oak Glen Youth Conservation Camp - Yucaipa</u>	130
e.	<u>Leased County Facilities</u>	
	<u>El Centro Training Center - El Centro</u>	50
	Leased facility for females includes public service and substance abuse programs.	
	<u>Leased Facilities at Three Northern Juvenile Halls</u>	25

2. Ward Program Designation System

The Youth Authority utilizes a ward program designation system that provides a careful approach to classification, assignment and behavior documentation. A program designation form is completed after the diagnostic study at the clinic and is periodically updated based upon individual needs or progress. The form includes the following five major program components ranked in terms of importance.

a. Custody/Security

The custody/security parameter is the degree of restraint required to reasonably assure that the ward will remain in the program (escape risk potential), will not harm others, will need protection from others and will be motivated to participate in the program.

Close

Wards who are potential escape risks and display nonadaptive, acting-out behavior (i.e., are unconcerned for the safety of self or others) have this level of security. They are assigned to a secure room and, when outside the room, remain within a locked area under sight supervision of the staff. Preston's Tamarack and the Youth Training School's O/R intractable programs are examples of this level of custody/security.

Medium

Wards who need protection from others, whose behavior is threatening or disruptive or who may have recent escape histories, are assigned to a secure living unit with individual rooms that can be locked. When outside their rooms, they are under sight supervision. The 30-bed Taft program at the Fred C. Nelles School serves such a population. Facilities with individual wet rooms can function at this custody/security level.

Moderate

Wards who need constant supervision, who may have had an escape or attempted escape in the past but can live in close proximity to others without being a threat to or being threatened by others, are assigned to secure living units without individual rooms. When outside, they are under sight supervision of the staff. Facilities with open dormitories are designated moderate custody/security level.

Limited

Wards with no previous history of disruptive behavior or who are now capable of maintaining acceptable behavior with minimum supervision are assigned to a nonsecure setting without individual rooms or with individual unlocked rooms. These wards may be away from the facility and without staff supervision as part of a pre-release program, e.g., job interviews, employment, etc.; or on structured work activities at a camp setting remaining within physical proximity of staff. Youth conservation camps and pre-release programs are examples of limited custody/security levels.

b.. Juvenile/Adult Separation

The Federal Juvenile Justice and Delinquency Prevention Act of 1974 requires the separation of adults from juveniles in correctional facilities to protect the minors from being contaminated by the incarcerated adults. To meet this mandate, all wards are divided into three categories.

Adult

Includes criminal court adults, 18 years of age and older; these cases can be assigned to adult facilities only.

Swing

Includes criminal court minors, 17 years of age and under, and juvenile court adults, 18 years of age and older; these cases can be placed in adult or juvenile facilities.

Juvenile

Includes juvenile court minors, 17 years of age and under; these cases can be placed in juvenile facilities only.

Youth Authority facilities are designated as either adult or juvenile.

Juvenile Facilities

O. H. Close School
Karl Holton School
Fred C. Nelles School
El Paso de Robles School
El Centro Training Center
Ben Lomond Youth Conservation Camp

The above facilities can program juvenile and swing cases only.

Adult Facilities

DeWitt Nelson Training Center
Preston School
Youth Training School
Silver Lake Pre-Release Center
Washington Ridge Youth Conservation Camp
Pine Grove Youth Conservation Camp
Mt. Bullion Youth Conservation Camp
Fenner Canyon Youth Conservation Camp
Oak Glen Youth Conservation Camp

The above facilities can program adult and swing cases.

Dual Facilities

Northern Reception Center-Clinic
Southern Reception Center-Clinic
Ventura School - dual facility for females
- juvenile facility for males

The above facilities can program all cases; however, within the institution, wards must be separated by living unit, dining and recreational activities.

The essence of the separation agreement is that juvenile court minors will not co-mingle with criminal court adults. There are a few exceptions to the agreement to protect immature wards, to provide secure placement of intractable wards and to make special program placements.

c. Age/Maturity

The age/maturity level reflects the chronological age, mental age, physical size, psychological development, and general maturity of the ward being evaluated, relative to other wards. The program placement levels include early adolescence, late adolescence, young adult or adult.

d. Work/Academic/Vocational

This component is intended to assist in placing wards in appropriate educational, vocational, or work experience programs so they develop the skills necessary to increase the probability of successful parole and employment after release.

e. Treatment/Management

This component identifies individual personality characteristics and then identifies the services needed for that ward. The characteristics include levels of emotional disturbance, criminal identification, disorganization, anxiety, inadequacy or normalcy.

Based upon the needs of the wards, placement may be made in an intensive treatment program, specialized counseling program, general program, short-term program, substance abuse program or other appropriate program.

Other critical factors are also included in the program designation system. These include gang involvement, need for protective custody, family contact, co-offenders and other pertinent information that may significantly affect a ward's program assignment.

The Department has long believed that it is necessary to provide a safe, fair environment with normalizing experiences if wards are to effectively participate in constructive programs.

The institutions, camps and pre-release center have a variety of treatment and management services designed for wards with different needs. To meet these special treatment and management needs, the level of custody/security may vary within the same institution depending upon particular programs.

Based on existing facilities, the Department has a critical shortage of individual wet rooms for housing the violent, gang oriented, emotionally disturbed and difficult to program wards. The four main juvenile facilities have open dormitory living units. Some of this shortage will be alleviated with the addition of 100-bed individual wet room living units at the Fred C. Nelles and El Paso de Robles Schools in 1987 and 1988. Any new institutions built should contain individual wet rooms to provide secure and flexible programming.

B. Characteristics of the Ward Population

In planning for future programs, the composition of the ward population determines the types of programs and facilities that will be required. A review of cases committed to the Youth Authority reveals that they are the most serious delinquents, with almost all having failed to respond to prior efforts of other agencies. The characteristics of the 1985 first commitments reveal that 84.5 percent had at least one conviction or sustained petition prior to commitment to the Youth Authority, while 25.4 percent had five or more convictions or sustained petitions prior to a commitment. About two out of three wards (65.7 percent) had a previous commitment to a local facility.

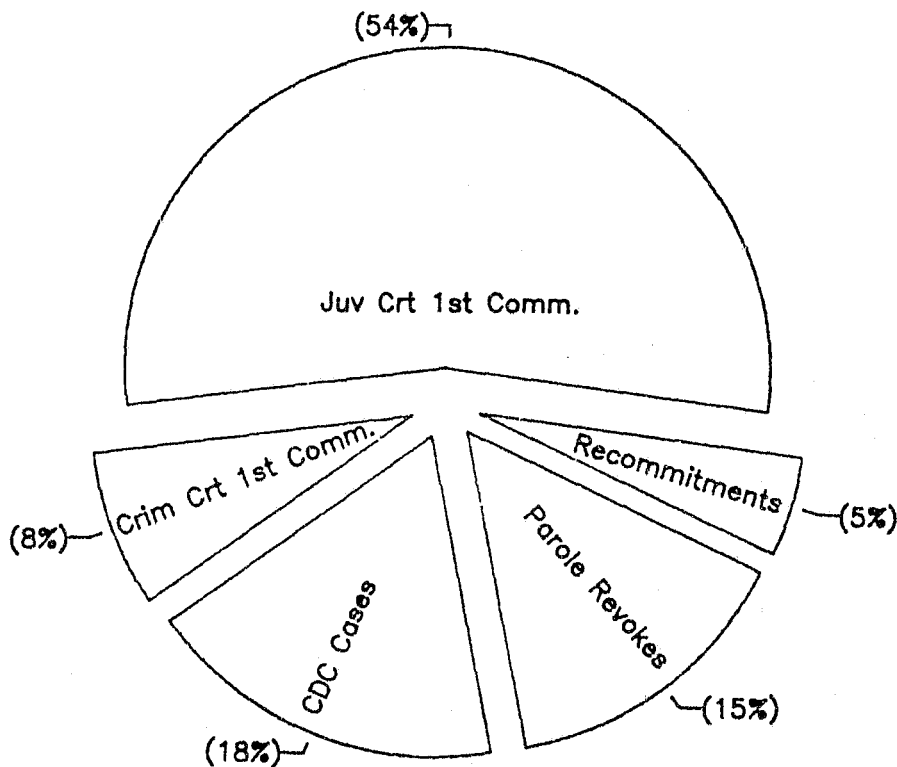
One of the major changes in commitment patterns impacting the Department resulted from the amendment of Welfare and Institutions Code Section 1731.5(c) in 1984. The amendment provided the superior courts with an additional sentencing alternative for persons under the age of 21.

While this law has somewhat lessened the serious problem of crowding in the Department of Corrections, these cases now comprise 18 percent of the Youth Authority's population and contribute to the Department's crowding.

Additionally, the number of parole revocations requiring incarceration has increased significantly. This is a major contributing force to increased population and has escalated to 15 percent of the Department's population. These figures are shown on Chart 9.

CHART 9

FORCES CONTRIBUTING TO POPULATION



During the late 1960's and early 1970's, three newly constructed facilities came on-line at the Northern California Youth Center in Stockton. They were built with open dormitories for a younger, less sophisticated and less violent population. In 1970, first commitments institutionalized for violent offenses (homicide, assault/battery, robbery, forcible rape and kidnapping) comprised only 21 percent of the admissions. However, this proportion dramatically increased to 45 percent by 1975 and is projected to approximate this same percentage in 1990.

Table 16 provides both past and projected characteristics of first commitments from 1970 to 1990. These projections are based on historical and current first commitment characteristics and the demographics of the youth population in the State of California as projected by the Department of Finance.

TABLE 16

CHARACTERISTICS OF FIRST COMMITMENTS
Actual and Projected
(By Percent)

CHARACTERISTIC	Actual					Projected		
	1970	1975	1985		1990			
	TOTAL	TOTAL	TOTAL	CYA	CDC*	TOTAL	CYA	CDC*
Commitment Offense								
Violent	21.9%	45%	40%	38%	42%	43%	42%	44%
Property	30.0%	39%	47%	47%	49%	44%	43%	44%
Narcotic & Drug	19.0%	5%	7%	8%	4%	6%	7%	5%
Other	30.0%	11%	6%	7%	5%	7%	8%	6%
Ethnic Group **								
White	55.0%	41%	34%	32%	40%	30%	28%	36%
Black	25.0%	34%	33%	33%	31%	31%	32%	30%
Hispanic	18.0%	21%	30%	32%	26%	35%	37%	30%
Other	2.0%	4%	3%	3%	3%	4%	3%	4%
Court of Commitment								
Juvenile	59%	54%	59%	88%	-%	55%	90%	-%
Criminal	41%	46%	41%	12%	100%	45%	10%	100%
Age of Commitment								
Under 16 years	19%	13%	12%	18%	-%	10%	18%	-%
16 - 17 years	36%	38%	41%	60%	3%	40%	60%	3%
Over 17 years	45%	49%	47%	22%	97%	50%	22%	97%
Sex								
Male	89%	95%	95%	94%	98%	95%	94%	98%
Female	11%	5%	5%	6%	2%	5%	6%	2%

* CDC Cases committed to the Youth Authority under Welfare and Institutions Code Section 1731.5(c).

** Projections are based on a ratio of the ethnic distribution of the Youth Authority's First Commitments in 1985 to the Projected Ethnicity of California's Total Population, Department of Finance.

In reviewing ward characteristics, it is important to identify those factors that will impact departmental programs most significantly. There are several trends in the ward characteristics that dictate a need for additional programs.

1. Gangs

Some 500 gangs, with an estimated membership of 50,000, have been identified by law enforcement agencies within Los Angeles County. In addition to major urban centers in the North and South, youth gang members are spreading to smaller urban and rural areas as well. These emerging gang problems are also associated with the new wave of Southeast Asian immigrants and nonminorities who are active in heavy metal, punk rocker and satanic groups. The impact on the Department's system by youth gangs has been significantly felt in that the institution environment has tended to reflect the street culture, attitudes, sophistication and gang involvement of wards. Youth gangs represent a complex social problem to which the Department is giving significant attention. The Department has estimated that 67 percent of Youth Authority wards have been affiliated with gangs prior to commitment.

2. Ethnic Minorities

The ethnic minority ward population accounts for a higher proportion of commitments for violent offenses and many youth gang members have to be carefully placed to avoid violence within the institution. Additionally, wards committed for violent offenses spend significantly longer time in institutions. The higher proportion of minorities committed for violent offenses result in a higher concentration of minorities in institutions.

3. Emotionally Disturbed Wards

Studies consistently show that 26 percent of cases committed to the Department are severely emotionally disturbed and are in need of some psychiatric or psychological treatment. These cases include psychotic or borderline psychotic cases (9 percent) who require a full range of psychiatric services and severely disturbed cases (11 percent) who require programs to treat their serious character and neurotic disorders.

4. Sex Offenders

Sex offenders represent 6 percent of the population. In 1984, a Sex-Offender Task Force was asked to gather information and make recommendations about treatment, control and training for adolescent sex offenders whose problems deserve special attention. During 1983, the year prior to the task force, 210 male offenders were committed to the Youth Authority for sex offenses. Because many sex offenders stay in institutions longer than the average Youth Authority ward, their presence in the Department's institutions is even greater

than their numbers at admission would indicate. Of the 458 sex offenders currently in Youth Authority institutions, 291 were committed for violent rape, 11 for statutory rape, 84 for lewd and lascivious acts, 70 for sodomy/sex perversion, and 2 involved miscellaneous offenses.

5. Substance Abusers

Substance abusers now represent 7 percent of new commitments. Overall, 85 percent of Youth Authority wards have a history of substance abuse, even though they may have been committed for other offenses. The Youthful Offender Parole Board has maintained that a significant number of offenders need special counseling services for substance abuse beyond the level being offered in current programs.

C. Programs and Type of Facilities Required

Once a ward has been assessed at a Youth Authority reception center-clinic in terms of his/her basic program needs, both primary and secondary recommendations are made and the Population Management Section assigns the ward to a program. The Youthful Offender Parole Board then sets a parole consideration date. Sometimes, due to the temporary unavailability of the desired program placement, the ward waits at a reception center for an institution opening. The initial program placement may be to a secondary regular program and, depending upon the urgency of the primary assessment need, the ward may or may not be transferred to a special program. If his/her behavior dictates, the ward may be administratively transferred. A significant number of wards are assigned to a camp for a period of work experience or to an institutional public service program before being paroled.

The type of physical facility determines to a great extent the type of program that can be operated. The living unit with single wet rooms and satellite dining offers the most flexible physical setting for a variety of programs.

The following describes the main types of program needs, the estimated percentage of wards in each program category and the approximate number of beds required for each type of program. This information is intended to provide a general indication of total program needs so that concerns about present programming can be addressed. It is important to preface these estimates with the caution that these are best estimates of beds required for each program category. The figures are derived from previous studies by Youth Authority Research and Data Analysis and Information System staff and outside sources such as the Attorney General's Task Force on Street Gangs, the Bureau of Criminal Statistics, etc. All of these figures should be viewed as general indications of bed space needs and not precise data.

1. Special Program Facilities

Special program facilities are those living units which are physically separated from the regular institutional program and where the security level is close or medium. Wards in programs operated from

these units are provided feeding, recreation and program opportunities either directly on the unit or are provided separate access to these services. This type of physical program setting is required for about one-fourth of all admissions. Examples of typical programs which meet this requirement are intensive treatment, specialized counseling, intractable and some substance abuse programs. As wards show a degree of success in these programs, they may become eligible for participation in off-unit work/education/ vocational training opportunities. The special programs are described as follows:

a. Highly Structured Programs

These programs are designed to house and program highly delinquent, assaultive and dangerous wards who create major problems in a regular living unit. These wards are criminally oriented, have strong gang loyalties and defy institutional rules. They serve as gang leaders and promote gang fights and assaults as a part of initiation rites for new gang members. These wards are defined as intractable since they have not responded to program efforts. Placements in these programs are used sparingly and as a last resort. The Department currently has three such units (170 beds) and by 1990-91 will require an additional 150 intractable beds.

b. Intensive Treatment Programs

These programs are for wards who manifest severe emotional disturbances and require a program of psychiatric treatment. These programs have a multi-disciplinary staff of psychiatrists, psychologists, casework specialists, nurses and specially trained Youth Counselors. The main charge of the staff is to provide treatment programs so that wards can become functional enough to be transferred to regular programs or released to parole. The programs also seek to reduce self-destructive and assaultive behavior. The Department currently has three intensive treatment units (135 beds). Wards placed in these programs are carefully screened so that resources are directed to the appropriate cases, i.e., psychotic and suicidal wards. By 1990-91, there will be a need for at least 100 additional intensive treatment beds.

c. Specialized Counseling Programs

An estimated 11 percent of the Department's wards have emotional problems which require specialized therapy focused on their lack of self-esteem and characteristics of anxiety, personal dissatisfaction and self-defeating interpersonal relationships. These programs have become a major resource for treating wards involved in crimes against persons, sex offenses, murder, assault, arson, rape and child molestation. The increasing pre-dominance of sex offenders in the programs indicates the need for specialized treatment for these types of offenders. The programs usually include structured group counseling. Specialized therapy activities often help wards reveal for the first

time their own histories of being sexually abused. Many experts believe that without such disclosure and coming to grips with their own emotional damage, these problems are compounded and more apt to become chronic. The programs strive for a close interface with parole to develop community treatment resources upon release and to assure close surveillance. There are three programs to serve male offenders and one for females. These four programs total 174 beds and by 1990-91 there will be a need for an additional 100 beds.

d. Substance Abuse Programs

The Department's design capacity for specialized substance abuse programs is 150 beds. A therapeutic group program helps wards focus on how they deal inappropriately with personal conflicts by resorting to substance abuse. They explore how their subsequent involvement in criminal or destructive behaviors is injurious to themselves or others and is a pattern of behavior that must be broken. Seven percent of the Department's population were committed for narcotic, drug and alcohol violations. Yet, 85 percent of Youth Authority wards have a history of substance abuse. The Department is in the process of implementing a formal program at each institution and camp which should resolve the need for substance abuse programs.

e. Protective Environment Programs

There are many Youth Authority wards whose personality characteristics or physical presence may result in their being pressured by peers. Many of these wards are small, weak, effeminate or unusually passive and may lack the verbal and assertive skills necessary to defend themselves. In a regular open dorm program, they may be subjected to continuous harassment and respond with a variety of inappropriate acting-out behaviors. Differential assessment and placement in single room living units, combined with supportive counseling, can result in these wards functioning effectively in regular institutional programs.

f. Developmental Services Programs

Often included in either intensive treatment or specialized counseling programs, are a relatively small number of wards who fall into the category of developmentally disabled. In common with those with psychiatric disabilities, these wards are unable to benefit from basic competency based vocational/educational programming. Many are individuals with brain damage or very primitive egocentric functioning and require specialized medical, educational and vocational services. Staff must respond from a perspective of both support and planned behavioral reinforcement. Individuals classically defined as developmentally disabled, if behaviorally manageable, may be placed in a State Department of Developmental Services Regional Center Program. Currently, 10 wards are so placed.

2. Regular Program Facilities

Regular program facilities are for wards who have no identified special program needs. First offender data indicates that about 85 percent of the Department's population has a prior sustained petition and 66 percent have a previous commitment to a local facility prior to Youth Authority placement. The majority of these wards are ethnic minorities, have a history of violence and drug abuse and have had some prior gang affiliation. Experience reveals difficulty in programming many of these wards effectively in regular open dorm settings. Single room living units provide the most effective, secure and flexible program structures. It is imperative that newly constructed bed space be of single room design.

a. Academic Education

The average achievement test scores for new commitments are equivalent to grade 7 in reading and math. The comprehensive competency-based academic program (which includes special education, remedial education, employability and life management skills through GED and high school completion) is the basis of the core program. Ninety percent of the wards are involved in basic academic skill programs. These programs are the foundation for the Department's emphasis on employment programming.

b. Vocational Education

An overwhelming majority of wards need vocational education. Their needs range from the ability to recognize and use basic hand tools to the development of positive attitudes and entry level technical skills for specific occupations. Many wards will need to develop higher order skills to qualify for outside certification and licensure required in some trades. The competency based vocational education program provides basic manipulative skills, safety practices, judgment, employability skills, technical skills and related occupational information for the purpose of preparing the wards to enter, and be successful in, the world of work. Training is provided in a setting similar to the real world work place and wards are provided opportunities to earn outside certification and licensure.

c. Employability Training

Unemployment is excessively high for those wards first committed to the Youth Authority, with 73 percent of those males in the labor market and 82 percent of those females in the labor market unemployed at the time of commitment. Approximately 90 percent of all wards enter the labor market when paroled. Most wards do not retain their jobs longer than two months. This is primarily due to the lack of social and job coping skills, rather than the

lack of specific job knowledge or skills. Therefore, the Department ensures that most wards complete a minimal course in job-seeking and job-keeping skills prior to their release. Twenty-five percent of the institutional population participates in a work experience or work furlough program designed to give the ward work skills and an opportunity to learn work habits. Planned, but not fully implemented, activities include vocational guidance by Youth Counselors and teachers, career exploration and employer involvement in helping wards understand employers' requirements.

d. Private Industry/Free Venture

In support of the Department's efforts to make wards more employable, several private companies currently operate within institutional boundaries. Trans World Airlines operates a reservation office, Olga Corporation operates a ladies' lingerie manufacturing plant and the Public Private Partnership, Inc. operates a microfilming service bureau. These Free Venture programs involve about 1 percent of the institutional population at this time, but it is anticipated that these programs will expand to include other companies within the next five years.

f. Day Labor

The use of ward day labor has expanded since the passage of 1983 legislation which raised the limit of such projects to \$200,000. One million dollars in construction work was completed in 1984-85 and \$1,300,000 in 1985-86. The projects are carried out in a cost effective manner and give the wards valuable on-the-job training in roofing, carpentry, concrete, sheet metal, welding, plumbing, electrical, masonry and tile-setting, thereby increasing their potential for jobs in these fields in the community.

f. Public Service

This program is another example of a program element that provides work experience for youth offenders in concert with other public and private agencies while, at the same time, strengthening the concept of accountability. Wards, as part of a comprehensive victim restitution program, complete a public service or camp program before being paroled. During 1984, wards provided the State of California with 325,000 hours of public service. In 1985, this increased to 638,731 hours. Projects ranged from cleaning city parks to painting the homes of senior citizens to building playgrounds.

g. Short-Term Re-Entry

A small number of wards (about 2-1/2 percent of all first commitments) present a minimal threat to public safety and require short-term, transitional training to prepare them to

function in the community. These wards may require community-based residential treatment, employment assistance or educational and family counseling.

h. Parole Violator Program

This program provides parole violators with a short-term institutional program focused on the area in which the individual ward has failed on parole and on basic life skills necessary to successfully complete parole. Special emphasis is placed on confrontive counseling, community work experience and parole preparation.

The Department presently has two Parole Violator Programs. Both are located in juvenile facilities. There is a need for at least one additional program in an adult institution. These programs have a five month length of stay compared to ten months for regular parole violators. Due to the short-term nature of these intensive programs, each unit can save 25-30 institutional beds per year.

i. Planned Re-Entry Program

Planned Re-Entry Programs, established at the Karl Holton School in Northern California and the Ventura School in Southern California, are short-term, accelerated treatment programs for male wards. The program is intended to alleviate potential overcrowding in Youth Authority institutions through bed savings resulting from a shorter length of stay.

Counseling and casework services, life skills development, parole planning and community re-entry are emphasized. During the six months in the program, wards are expected to progress through several stages while demonstrating increased social skills and preparation for successful parole adjustment.

3. Camp Programs

The Department operates six separate camp facilities, two pre-camp training programs (one North and one South) and two institution-based camp programs. Camp programs include older wards of minimal to moderate delinquency orientation who are motivated to become self-sufficient and are a minimal security risk. The camp program provides wards with a work ethic, self-discipline, adult models and improved confidence in their ability to hold a job.

Wards are involved in restitution by public service through firefighting and other work efforts. Public service work at each camp has averaged 37,000 days per year and includes firefighting, fire suppression, conservation projects and other public service work projects. This amounts to about \$1 million in public service per camp, or \$8 million statewide, per year.

Based on the current difficulty in providing appropriate wards for camp beds, future expansion includes only 150 additional beds. The 50 bed institution-based camp inside the fence at the El Paso de Robles School will be expanded to 100 beds. A 100-bed public service program will be built at the Ventura School.

D. Support and Clinic Beds

In addition to the program beds described in the foregoing, the Department has a total of 576 clinic beds and 396 support beds (hospital and detention).

Approximately one clinic bed is required for every eight admissions. Based on this formula, one additional 50-bed clinic unit will be needed to meet 1991 population projections. These admissions consist of county referrals, parole returns, various cases with holds and regular commitments. The length of stay varies, depending on the type of case, from an average of about four weeks for regular commitments to about six weeks for county referrals and the cases with holds. Part of this length of stay includes initial processing at the time of delivery and time awaiting bed space at other institutions.

The balance of support beds consist of hospital and detention beds. Wards are assigned to detention or hospital beds on a temporary basis and, therefore, do not free-up a program bed while in these facilities. About three percent of all bed space (or about one bed for every 33 wards) should be available for detention.

E. Summary

A comparison of present capacity and bed space needs by bed space types is provided in Table 17:

TABLE 17
 ADDITIONAL BED SPACE REQUIRED
 (By June 30, 1991)

Bed Space Type	Current Bed Space	Estimated Program Beds Required	Difference (Population- Beds)*
Regular Programs	3,560	5,608	-2,048
o Short-Term Re-Entry	80	230	-150
o Planned Re-Entry	75	75	0
o Parole Violator	95	145	-50
o Pre-Camp	160	160	0
o Institution-Based Camp (in capital outlay process)	150	300	-150
Special Programs			
o Intractable	170	320	-150
o Intensive Treatment	135	235	-100
o Special Counseling	135	235	-100
o Substance Abuse (being implemented)	150	522	-372
Camps	554	554	0
SUBTOTAL	5,259	8,384	-3,125
Clinics	576	631	-55
TOTAL	5,840	9,015	-3,175

* Estimated population exceeds bed capacity.

SECTION VI

POPULATION MANAGEMENT AND FACILITIES MASTER PLAN

The Population Management and Facilities Master Plan addresses institutional bed space needs for the five-year period for Fiscal Years 1986-87 through 1990-1991. Additionally, long-term population projections are provided through the year 2000.

Planning for the future needs to be a dynamic and continuing process. The accuracy of population projections is dependent on many factors, most of which are beyond the control of the Youth Authority.

The seriousness of the crowding problem within the Department has been clearly identified; the Master Plan has been developed to address this problem. The Plan is reliable only to the extent that the population projections are accurate and that there are no major changes in the basic assumptions that may significantly alter either new commitments, parole violator return rates or institutional length of stay and there are no legislative changes or mandates. This Plan incorporates a number of alternative strategies that should provide sufficient flexibility to allow for deviations from the original projections and minimizes the chances of over-building.

The Department recognizes that each of these proposals must be reviewed in detail through the budget process. Publication of this report does not commit the Administration to the funding of these alternatives.

A. Major Strategies

In developing the five-year Plan, a number of major strategies were considered:

1. Distribution of State and local offender population
2. Delinquency prevention programs
3. Crowding institutions
4. Early release programs
5. Intensive parole re-entry/readiness furloughs
6. Employment specialists/job developers
7. Community-based detention/temporary detention
8. Institutional parole violator programs
9. Institutional disciplinary work crews
10. Substance-abuse programs
11. Rejecting commitments
12. Alternative facilities
13. New facilities

Each of these strategies was analyzed and evaluated as a possible alternative solution.

1. Distribution of State and Local Offender Population

This strategy involves shifting or redistributing the offender population among local correctional agencies, the Youth Authority and the Department of Corrections.

An example of this type of strategy would be a modification to, or elimination of, commitments under Section 1731.5(c) of the Welfare and Institutions Code (CDC cases). Changing this legislation would reduce the Youth Authority's population growth; however, it would further compound crowding problems with the Department of Corrections. In addition, this law has provided an additional sentencing alternative for the courts.

Another example of this strategy would be an increase in support for local corrections. This could include expanding the capacity of county jails, juvenile halls and county camp programs. Secure regional correctional facilities could be developed to house cases that are now being committed to the State. Regional educational centers provide a prevention and diversion program to reduce the number of delinquents penetrating into the criminal justice system.

The Youth Authority believes that the cases currently committed to the Department and the existing guidelines in the Welfare and Institutions Code are appropriate and that the Youth Authority fills a critical need for programming of serious juvenile court cases and for young adult offenders. Any major change in the Department's role would severely impact other correctional agencies.

In light of the above, this alternative will not provide an appropriate or timely solution to institutional crowding.

2. Delinquency Prevention Programs

One of the Department's primary missions is to encourage the development of State and local crime and delinquency prevention programs. Delinquency prevention programs provide steps toward a long-term solution to reducing the overall offender population. The Department exercises statewide leadership in crime and delinquency prevention. This includes close liaison with other State and local agencies in areas of juvenile justice and crime and delinquency prevention. These efforts include supporting diversion programs, transfer of knowledge workshops, encouraging public involvement, providing technical assistance to local correctional agencies and providing training courses for local law enforcement and probation staff to meet basic standards for the Board of Corrections and the Commission on Peace Officers' Standards and Training.

Most prevention efforts are aimed at reducing the entry of offenders into the criminal justice system. Since only the most serious offenders are committed to the Youth Authority, delinquency prevention activities would not significantly impact institutional program needs within the next five years. A very large reduction in total crime, particularly felony level crime, would have to occur before there would be a noticeable reduction in commitments to the Youth Authority.

It is felt that delinquency prevention programs and programs that call for early diversion of youthful offenders can result in a substantial reduction in the number of offenders entering the criminal justice system. These strategies, however, offer no immediate reduction in the Department's institutional population.

3. Crowding Institutions

During the time that occurs between the intake of additional wards and the time when the Department has facilities on line to accommodate the increase, crowding of existing institutions has been used as an interim alternative. Under these circumstances, beds and/or double bunks have been added to the living units. On those living units which are designed with individual rooms, some of the rooms have been double bunked. This alternative has been manageable in the short term but, in the long term, it is counter-productive. The physical facilities of the institution are overtaxed, maintenance problems increase, food preparation and feeding times are extended, ward personal space is reduced and school and trade training programs have had to be expanded beyond the physical capacity of the buildings. The Department will continue to crowd existing facilities as a short term measure but will curtail this practice as the facilities and resources addressed by this plan are available.

4. Early Release Programs

This strategy calls for the early release of institutional cases to ease crowding. Other states, for example Michigan, have used a similar strategy. When an institution reaches a designated level of overcrowding, wards or inmates are automatically released 90 days early.

The Department and the Youthful Offender Parole Board both reject any early release program that releases cases categorically. A major concern with this type of early release program is that there is no differential made for a ward's adjustment or readiness for release on parole. It does not address the issue or concern for public protection.

Any program that does not establish behavioral or performance criteria to determine parole readiness may jeopardize public safety. This is one of the problems inherent in trying to develop or risk assessment scale.

In light of these objections, this strategy is not being recommended; however, other programs that address earlier release of wards to parole, based upon meeting institutional treatment goals and/or intensified parole supervision and surveillance, are included.

5. Intensive Parole Re-Entry/Parole Readiness Furloughs

This alternative calls for increasing and intensifying re-entry services in the Parole Services Branch. In essence, re-entry services will be doubled. Newly released parolees will be seen a minimum of 8 times per month. This will include face-to-face contacts with the parolees along with collateral contacts with parents, schools and employers. Parole caseload ratios for re-entry services will be 15 parolees per parole agent. This will increase public protection by early removal of parole violators and will provide maximum services at the most critical period of transition from institutional living to community living.

The first 90 days on parole is recognized as the most critical time when parolees are likely to fail. Through this intensive re-entry service, it is estimated that there will be a 10 percent reduction in the parole revocation rate. Additionally, due to the increased level of service, it is anticipated that more cases will be considered for an earlier release to parole by the Youthful Offender Parole Board. This is based on the increased parole supervision and surveillance which provides improved public protection.

Additionally, a parole readiness furlough program will be implemented. Cases will be considered for release to a parole readiness furlough 90 days in advance of their expected parole release date. Wards released on such furloughs will have intensive parole supervision and programming. Major components include maximum supervision with an emphasis upon ward employment, restitution, substance abuse testing and intensive surveillance for wards with prior gang involvement.

Cases considered for parole readiness furlough will have demonstrated a positive institutional adjustment and will be considered minimal risks for release into the community. The parole readiness furlough will provide the Youthful Offender Parole Board, parole and institution staff an opportunity to test the wards readiness for release prior to formal release on parole. Wards experiencing difficulty while on furlough will be returned to the institution to complete their institution program.

Impact on Population

150 Beds

Estimated Cost

\$1,001,000

This estimated cost includes positions for 18 Parole Agents, 4 Clerical Staff and operating costs for the increased level of service.

6. Employment Specialists/Job Developers

This alternative, in coordination with the Employment Development Department, calls for the Youth Authority to hire 25 half-time, job developers. Each half-time employee will be assigned to a Youth Authority parole office and will concentrate on job development and placement for parolees. During the past 15 months, a pilot project using this model has been in operation in East Los Angeles. One-hundred four (104) parolees were placed in jobs. There was a dramatic improvement in job retention and, at the same time, a reduction in the parole revocation rate. It is estimated that the reduction in parole violators returned to institutions from that office saved 11 institutional beds.

Employability is a critical factor in determining success on parole. The impressive experience in the East Los Angeles office project supports the expansion of this program on a statewide basis.

Impact on Population

125 Beds

Estimated Cost

\$575,000

This cost includes positions for the job developers to be assigned to each parole office.

7. Community-Based Detention/Temporary Detention

This alternative calls for increased use of community-based detention and temporary detention.

Rather than return minor parole violators to the institution on a parole violation, other community-based detention and temporary detention resources will be used. Some group homes in each parole region will be modified to provide a resource for temporary detention.

An additional Group Supervisor post will be added to the Silver Lake Pre-Release Center to provide additional custody, supervision and transportation services for temporary detention cases. Fifteen beds at Silver Lake will be designated for use as temporary detention beds. In case of an overflow, parolees may be placed at the Transitional Release Program or in the Casa Esperanza House for temporary detention. Staff have experienced difficulty in keeping re-entry beds full. By opening these programs for use as temporary detention facilities, they become a valuable resource and reduce the need for institutional beds.

The second component of community-based detention calls for evaluation and possible expansion of the house arrest pilot project. House arrest involves the use of electronic surveillance devices to monitor and control the activities of parolees who would otherwise be returned to an institution. The parolee can maintain a job, attend school or training in the community and be restricted to his home at other times.

Presently, 20 electronic surveillance devices have been purchased for the Parole Branch to use for a pilot project in the Los Angeles area. This project will be closely monitored to see if it should be expanded on a statewide basis.

As a policy, parole staff, with concurrence from the Youthful Offender Board, will be encouraged to use temporary detention instead of parole revocation for minor parole violations. Parolees will be placed in short-term detention at community-based detention facilities or they may be returned to the institution for temporary detention.

Impact on Population

75 Beds

Estimated Costs

\$141,000

This cost includes one Group Supervisor post at the Silver Lake Pre-Release Center and a one-time cost for surveillance devices.

8. Institutional Parole Violator Program

This alternative establishes an additional Parole Violator Program.

Currently, the Department has two Parole Violator Programs, both of which are located in juvenile facilities. Many criminal court parole violators are not eligible for placement in these juvenile facilities because of their age. The Parole Violator Program basically provides an accelerated institution program that focuses on the area in which the individual ward has failed on parole and on the basic life skills the ward needs to successfully complete parole.

Specifically, the program provides confrontive counseling, community work experience and parole preparation.

An additional program will be opened at the Youth Training School. Length of stay for this program will be five months compared to the current ten months for regular parole violators. This can generate a savings of 25 to 30 beds on a yearly basis.

Impact on Population

25 Beds

Estimated Cost

\$171,000

This cost is for upgrading a regular program at the Youth Training School to a Parole Violator Program.

9. Institutional Disciplinary Work Crews

This alternative calls for the establishment of disciplinary work crews at each of the eight program institutions.

One of the problems that contributes to the length of stay in institutions is the extension of wards' parole consideration dates as a consequence for disciplinary incidents at the institution.

As an alternative to extensions of parole consideration dates, disciplinary crews will be established at each institution to provide work for wards at other than regular program times. Wards participating on these crews will work during the evening and weekends performing projects around the institution.

Depending on institutional needs, work crews can be large crews of 12 to 15 in size with two Group Supervisors to supervise activities, or they can be divided into two smaller work crews of six to seven, each with one Group Supervisor.

Implementation of this alternative will require two group supervisor positions at each institution.

Impact on Population

75 Beds

Estimated Cost

\$752,000

This cost is for two Group Supervisor positions at each program institution on a five day post.

10. Substance Abuse Programs

This alternative calls for the expansion of formalized substance abuse programs so that they are in operation at each institution.

First commitments for drug offenses have increased from 2.6 percent in 1982 to 7 percent in 1986. There has been a similar increase in wards whose major problem has been identified as substance abuse. Overall, 85 percent of the Youth Authority wards have a history of substance abuse, even though they may be committed for other offenses.

Until recently, the Department had only three formally recognized substance abuse programs. As a result, many cases were not referred to parole by the Youthful Offender Parole Board because they had not participated in a formal substance abuse program.

To solve this problem, the Department has already developed, and is in the process of implementing, a formal substance abuse program at each institution and camp. The benefits of these programs should be realized within the next year.

Impact on Population

100 Beds

Estimated Cost

None

These programs are already budgeted and are being implemented.

11. Rejecting Commitments

This alternative calls for increasing the number of cases rejected at the time of commitment. Cases are committed to the Department from both the juvenile and the criminal courts. The case material is then transmitted to the Department for acceptance or rejection.

The Youth Authority is the last resource available to the juvenile court and increasing rejections for juvenile court cases limits the dispositions available to the juvenile court. There are, however, cases from the juvenile court that could be rejected. These include cases that have less than a year of confinement time at the time of commitment, cases committed for misdemeanor offenses only, and minor property offenses by minors who have had no prior secure placement. Because of the limited resources available to the juvenile court, this alternative is not being implemented at this time.

During the past year, the Department has rejected CDC cases who were considered to be dangerous to staff or other wards. These are cases who have assaulted staff or others while in local custody. Also, within the last four months, CDC cases who have had a prior Youth Authority commitment are not being accepted. These cases are returned

to the court for resentencing to the Department of Corrections. This policy should result in a savings of approximately 75 institutional beds during the next year. These wards have already experienced Youth Authority programs and have continued with their criminal behavior.

Impact on Population

75 Beds

Estimated Cost

None

12. Use of Alternative Facilities

This alternative calls for the Youth Authority to locate and lease or purchase other facilities. The Department presently has a leasing arrangement with three counties in Northern California for the use of 25 beds at three county juvenile halls. Less sophisticated juvenile court minors are placed in these programs.

Additionally, the Department formed a new partnership with Imperial County and has leased a 50-bed residential facility in which custody and program staff are provided by the Youth Authority and educational, culinary and maintenance staff are provided by Imperial County.

The Department is currently working with a county probation department to lease two vacant living units to develop a program similar to the one with Imperial County.

In the past, surplus military facilities have been evaluated for use as a Youth Authority facility. Efforts will be continued to locate such facilities.

On several occasions, state hospitals have been evaluated for use for Youth Authority wards. This alternative can be further explored; however, it is recognized that problems relating to the coexistence of the developmentally disabled and/or mentally ill populations with Youth Authority wards would preclude any placement of a correctional program at a state hospital.

At this time there are no other alternative facilities available. Efforts will continue to find vacant facilities and, if appropriate, proposals will be submitted to convert them for Youth Authority use.

Impact on Population

To be determined

Estimated Cost

To be determined

13. New Facilities

This alternative calls for the construction of new 600-bed institutions. These institutions will be comprised of six 100-bed living units with individual wet rooms and will include an administration building, operations building, educational complex, gymnasium, and chapels.

Locations are being considered in Southern California; however, for cost effectiveness and to expedite bringing the first institution on line as soon as possible, an addition at the Northern California Youth Center at Stockton is also a prime consideration.

Impact on Population

600 Beds

Estimated Cost

Annual Operating Cost - 18.3 million

Capital Outlay - 56.6 to 66.6 million

If built in Southern California, it is recommended that a satellite complex be developed. Building two or three 600-bed institutions at a central satellite complex reduces operational costs by sharing central support facilities.

B. Summary

The five-year plan addresses institutional bedspace needs through 1990-91. Population projections indicate a need for 9,015 institutional beds by that year. The present institutional design capacity is 5,840. This means that additional bedspace, or alternatives for building new beds, must be developed to provide 3,275 beds.

Providing for this additional capacity involves a number of alternatives including new construction, leased facilities, crowding and alternative programs that either reduce intake or shorten institutional length of stay.

The alternatives selected are the most cost effective and reduce by 625 the number of new institutional beds that have to be constructed.

During the time that alternatives are being implemented and new facilities are being built, institutions will continue to function on a crowded basis. As new facilities come on line, crowding on open dormitory living units will be reduced as a first priority.

The Department will update the Master Plan each year by reviewing and, when necessary, adjusting population projections based on new data. The Department, as a part of this annual review, will continue to consider other alternatives to reduce the need for bed space as well as other facilities that might be used by the Youth Authority.

The displays on the following pages show the population plan over the next five years and are based on a projected population of 9,015 by June 30, 1991.

POPULATION AND FACILITIES MASTER PLAN 1986-91

CURRENT INSTITUTION PROGRAMS DESIGN CAPACITY 5,840

NEW CONSTRUCTION ALREADY BUDGETED

DESIGN CAPACITY

87-88	Dormitory Replacement - Fenner Canyon	18
87-88	Living Unit - F.C. Nelles School	100
87-88	Camp - El Paso de Robles School	100
88-89	Pre-Camp Program - Preston	100
88-89	Living Unit - El Paso de Robles School	100
88-89	Public Service Unit - Ventura School	100
89-90	Institution	<u>600</u>

Total 1,118

TOTAL CURRENT AND BUDGETED CAPACITY 6,958

PROPOSED NEW CONSTRUCTION

90-91	Construct Institution	600
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TEMPORARY OR LEASED SPACE

Northern Counties	25
El Centro Training Center	<u>50</u>

Total 675

TOTAL INSTITUTION DESIGN CAPACITY 1990-91 7,633

POPULATION 1990-91 9,015

TOTAL INSTITUTION DESIGN CAPACITY 1990-91 -7,633

BED DEFICIENCY 1,382

CROWDING

Crowding *

WARDS ACCOMMODATED

757

ALTERNATIVE PROGRAMS (In priority order)

ESTIMATED BED SAVINGS

Substance Abuse Programs	100
Parole Violator Program	25
Intensive Parole Re-Entry/Parole	
Readiness Furloughs	150
Temporary Detention	75
Employment Specialists	125
Disciplinary Work Crews	75
Rejection of Commitments	75

TOTAL WARDS ACCOMMODATED AND BED SAVINGS 1,382

* Crowding may be offset if alternative facilities can be leased. Additionally, CDC is scheduled to turn over the 400-bed Northern California Women's Facility to the Department in the 1990's.

DEPARTMENT OF THE YOUTH AUTHORITY
POPULATION MANAGEMENT AND FACILITIES MASTER PLAN
1986-1991

	86-87	87-88	88-89	89-90	90-91	ESTIMATED COSTS	
						CAPITAL OUTLAY	ANNUAL SUPPORT*
<u>BUDGETED CONSTRUCTION</u>							
Fenner Canyon Dormitory Replacement 5-100 Bed Units		18				1.0 Mil	(.4 Mil Savings)
NELLES		100				4.4 Mil	1.2 Mil
PASO ROBLES		100				2.4 Mil	2.1 Mil
PRESTON			100			3.8 Mil	.6 Mil
PASO ROBLES			100			4.6 Mil	1.2 Mil
VENTURA			100			4.5 Mil	1.4 Mil
600-Bed Institution				600		56.6 - 66.5 Mil	18.3 Mil
<u>NEW CONSTRUCTION</u>							
600-Bed Institution So. Ca.					600	56.6 - 66.5 Mil	18.3 Mil
<u>ALTERNATIVE PROGRAMS</u>							
		<u>BED SAVINGS (625)</u>					
Substance Abuse Programs		100					No Cost
Parole Violator Program		25					.15 Mil
Intensive Parole Re-Entry/Parole Readiness Furloughs		150					.99 Mil
Community Based Detention/Temporary Detention		75					.06 Mil
Employment Specialists		125					.57 Mil
Disciplinary Work Crews		75					.76 Mil
Rejecting Commitments	75						No Cost
<u>TOTAL</u>						133.9 - 153.7 Mil	45.23 Mil

During implementation of alternatives and construction of new facilities, institutions will continue to be crowded. Crowding in open dormitory living units will be reduced as a first priority as new facilities come on line.

The CDC 400-Bed Northern California Women's Facility is scheduled to be turned over to the Youth Authority in the 1990's.

Some of the bed savings will begin in the current year, however, it is estimated that it will take 3-4 years for the full impact to be realized.

* Does not include one-time start-up costs, e.g., equipment and Department of Forestry costs.

A P P E N D I X

APPENDIX
SECTION I
EXISTING CAPACITY

In developing the Population Management and Facilities Master Plan, it has been essential to clearly display information regarding existing facility capacity. This data is presented in three categories; bed capacity, ward program activity capacity and support program capacity. These respective capacities are indicated in terms of the number of wards the specific feature is designed to accommodate.

The following charts show both the existing design capacities and the capacities being added by projects currently funded for the design phase, the construction phase, or both. The charts include:

A. Existing Facilities Design Capacity

This chart outlines actual housing capacity by the following categories:

1. Open Dormitory - Large sleeping rooms with multiple beds
2. Single Dry Rooms - One bed per room, use central toilet/shower rooms
3. Single Wet Rooms - One bed per room, toilets in rooms
4. Multiple Dry Rooms - Two to four per room, use central toilet/shower rooms
5. Adjustment for Program - Reductions to accommodate program activities (i.e. suicide watch rooms, isolation, office space, storage)
6. Adjustment for Detention - Reductions for temporary detention or lockup facilities
7. Adjustment for Medical Care - Reductions for medical infirmary facilities

B. Existing Facility Program Activity Capacity

This chart outlines support capacity for direct ward related program activities. It provides information for ward capacity in critical program areas.

1. Academic Classroom Capacity
2. Vocational Classroom/Shop Capacity
3. Industrial Arts & Crafts Classroom Capacity
4. Physical Education Capacity
5. Testing Center Capacity
6. Library Capacity
7. Forestry & Public Services Work Assignments
8. Maintenance & Feeding Work Assignments
9. Free Venture Work/Job Training Assignments
10. Diagnostic Program Capacity
11. Adjustment - Activities Utilized as Supplemental or Enhancements to Outgoing Programs (i.e. Library, etc.)

C. Existing General Support Facilities Capacity

This chart outlines general support areas that are essential in operating an institutional program. The chart denotes the number of wards the following features are designed to accommodate:

1. Visiting Rooms Capacity
2. Food Preparation Capacity (Less Employee Meals)
3. Dining Seating Capacity
4. Commissary Cool Storage Capacity
5. Commissary Cold Storage Capacity
6. Commissary Frozen Storage Capacity
7. Commissary Dry Storage Capacity
8. Maintenance Storage Capacity

EXISTING FACILITIES BED DESIGN CAPACITY CHART

	NRCC	SRCC	NELLES	CLOSE	HOLTON	NELSON	NCYC	EL PASO de ROBLES	PRESTON	YTS	VENTURA	CAMPS	SILVER LAKE	600 BED INSTITUTION	TOTAL
Open Dormitory Capacity	12	0	380	266	266	400	0	288 (388) ^b	410 (510) ^d	0	0 (100) ^e	554 (572) ^f	0	0	2,574 (2,894)
Single Dry Rooms	0	0	150	99	122	0	0	112	0	0	0	0	0	0	483
Multiple Dry Rooms	0	0	0	0	0	0	0	0	0	0	0	0	45	0	45
Single Wet Rooms	333	378	65 (165) ^a	35	28	8	33	90 (190) ^c	270	1272	620	0	0	0 (600)	3,132 (3,932)
Adjustment for Program (-)	0	0	15	2	0	0	0	0	22	12	0	0	0	0	51
Adjustments for Detention (-)	0	0	20	19	28	8	0	20	52	48	28	0	0	0	203
Adjustments for Hospital (-)	19	28	10	0	0	0	33	18	6	12	16	0	0	0	142
Net Program Ward Capacity	326	350	550 (650)	379	388	400	0	452 (652)	620 (720)	1200	576 (676)	554 (572)	45	0 (600)	5,840 (6,958)

LEGEND:

- Number - Existing Facilities Design Capacity
- (Number) - Facility Design Capacity Upon Completion of Funded Project

FOOTNOTE:

- (a) Fred C. Nelles School - Living Unit and Education Facility
- (b) El Paso de Robles School - Youth Conservation Camp
- (c) El Paso de Robles School - Living Unit and Education Facility
- (d) Preston School of Industry - Pre-Camp Facility
- (e) Ventura School - Public Service Living Unit
- (f) Fenner Canyon Camp - Replace Barracks
- (g) 600 Bed Institution

-A-3-

EXISTING FACILITY PROGRAM ACTIVITY CAPACITY CHART

	NRCC	SRCC	NELLES	CLOSE	HOLTON	NELSON	MCYC	EL PASO de ROBLES	PRESTON	YTS	VENTURA	CAMPS	SILVER LAKE	600 BED INSTITUTION
Academic Classroom Capacity	60	30	390 (465) ^a	210	225	90	0	300 (345) ^c	290	290	302			(2)
Vocational Classroom Capacity	0	0	60	0	85	130	0	0	117 (192) ^d	664	119			(2)
Indust. Arts & Crafts	16	8	60	121	70	0	0	30 (135) ^c	40	0	17			(2)
Physical Ed. Capacity	46	60	50	54	54	0	0	56	40	32	38			(2)
Testing Center Capacity	30	30	0	0	0	0	0	0	20	15	0			(2)
Library Capacity	12	12	15	15	15	12	0	18	15	15	15			(2)
Forestry & Public Service Work Assignments	0	0	0	0	0	94	0	50 (100) ^b	60 (100) ^d	110	0 (100) ^e	460 (474) ^f		(2)
Maintenance & Feeding Work Assignment	34	23	25	0	0	43	0	51	125	70	69	94 (96) ^f		(2)
Free Venture Work/Job Training Assignments	0	0	0	0	0	37	0	0	15	128	19		45	(2)
Diagnostic Program	125	185	0	0	0	0	0	0	0	0	0			(2)
Adjustments (-)	12	12	15	15	30	12	0	30	84	51	30			(2)
Net Program Capacity	311	336	585 (660)	385	419	394	0	475 (675)	638 (753)	1273	345 (645)	554 (570)	45	(2)

LEGEND:

Number - Existing Facilities Design Capacity
 (Number) - Facility Design Capacity Upon Completion
 of Funded Project

FOOTNOTES:

- (a) Fred C. Nelles School - Living Unit and Education Facility
- (b) El Paso de Robles School - Youth Conservation Camp
- (c) El Paso de Robles School - Living Unit and Education Facility
- (d) Preston School of Industry - Pre-Camp Facility
- (e) Ventura School - Public Service Living Unit
- (f) Fenner Canyon Camp - Replace Barracks
- (2) To be determined

EXISTING GENERAL SUPPORT FACILITIES CAPACITY CHART

	NRCC	SRCC	NFLIES	CLOSE	HOLTON	NELSON	MCYC	EL PASO de ROBLES	PRESTON	YTS	VENTURA	600 BED INSTITUTION
Visiting Room Capacity	444	(y)	694	390	390	389	0	124	724	1136 (750)	557	(z)
Food Preparation Capacity (Less Employee Meals)	590	660	610	N/A	N/A	N/A	1580	642	893	1790	750	(z)
Dining Seating Capacity	188	160	312 (362) ^a	286	280	240	0	200 (250) ^b	244 (294) ^d	576	470 (520) ^f	(z)
Commissary Cool Storage Capacity	749	150	687	N/A	N/A	N/A	725	302	1800	0	184	(z)
Commissary Cold Storage Capacity	288	0	208	N/A	N/A	N/A	2284	444	950	1472	0	(z)
Commissary Frozen Storage Capacity	206	720	446	N/A	N/A	N/A	1920	532	356	0	485	(z)
Commissary Dry Storage Capacity	397	250	983	N/A	N/A	N/A	1455	285	600	2333	248	(z)
Maintenance Storage Capacity	400	92	300	N/A	N/A	N/A	1650	0 (400) ^c	233	1250	300	(z)

LEGEND:

Number - Existing Facilities Design Capacity
 (Number) - Facility Design Capacity Upon Completion
 of Funded Project

FOOTNOTE:

- (a) Fred C. Melles - Living Unit and Education Facility Project
- (b) El Paso de Robles - Living Unit and Education Facility Project
- (c) El Paso de Robles - New Maintenance Building
- (d) Preston School of Industry - Pre-Camp Facility
- (e) Ventura School - Enlarge Visiting Room
- (f) Ventura School - Public Service Living Unit Project
- (y) Southern Reception Center/Clinic - Outside
- (z) To be determined

APPENDIX
SECTION II
NATIONAL TRENDS AND PRACTICES

A. Sentencing and Release Practices in Other States

In over half the states, juvenile corrections is organizationally placed in health and social service agencies. Seventeen juvenile corrections departments are part of a broader correctional agency and another ten are separate and independent agencies. Release decision-making authority is a matter of administrative discretion within the agency in 35 jurisdictions.* Six jurisdictions have a paroling authority as a separate and independent body; one has shared board/court responsibility; and, in eight jurisdictions, the court determines readiness for release.

Only four states are known to have some sort of determinate sentencing for juveniles. In three of these, Arizona, Georgia, and Minnesota, the agency sets the standards upon which the institutional term is based. In Washington, determinate sentence resulted from a concern over disparate judicial practices in juvenile dispositions, and the state's resulting criteria were statutorily established. Exceptions, i.e., variations from the statutory guidelines, can occur based on the concept of manifest injustice, involving the commission of major crimes against persons, on the one hand, and on demonstrating behavior which does not warrant the full determinate sentence, on the other. Similar considerations also apply in other states.

B. Sentencing Trends in Other States

Following is an overview of a recent, comprehensive national study entitled "Sentencing Reform in the United States", U.S. Department of Justice, National Institute of Justice, 1985.

"Growing public awareness and concern over what appears to be an increasing crime rate has focused attention on the courts and sentencing. Dissatisfaction with many aspects of the criminal justice system has led to reexamination of its most visible and reviewable (and researchable) part--the sentencing court.

"Since the late 1960s, the equity, speed, and deliberation of judicial sentencing has been the subject of public debate, legislative reform, and research scrutiny. Although preliminary conclusions regarding the extent and magnitude of sentencing disparity or variability are sometimes contradictory, a number of states have altered their sentencing laws as a response to the concern over sentencing disparity. During the last decade, determinate, fixed, or flat time sentencing became a common modification in the statutes dealing with punishment because it theoretically

* Jurisdiction refers to 50 States plus the District of Columbia.

established an equitable, predictable, and standardized sentence for anyone who committed the same crime. The rehabilitative, indeterminate ideal was seen as flawed, to, typically, determinate sentencing eliminated the parole function. Convicted offenders were to serve the sentence that was imposed (plus or minus good-time considerations). However, the decision to incarcerate or not generally remained a judicial decision.

"Sentencing guidelines were yet another form of sentencing reform. Seen as less intrusive than the rejection of indeterminacy and the adoption of determinate sanctions via legislated changes in statutes, judicially sponsored standards established in the form of sentencing recommendations or guidelines were developed for use in some states, often intended to be implemented within an existing indeterminate sentencing structure.

"Over the same period of time...specific sentencing laws or procedures were also being implemented (sometimes in the same states and sometimes regardless of the overall sentencing structure) to increase penalties, especially for offenders who committed very serious crimes or who could be classified as repeat or habitual criminals.

"Still other responses to apparent increases in strength of public concern about specific offenses, such as sexual assault or drug crimes or over specific attributes of an offense such as the use of a gun, resulted in the development of mandatory-minimum sentencing schemes in which a determinate prison term had to be imposed and probation was not an option to the sentencing judge.

"Other sentencing reform plans called for presumptive sentencing or a hybrid blend of new sentencing laws and practices."

C. CORRECTIONAL PRACTICES AND RESPONSES TO CROWDING IN THIRTEEN SELECTED STATES

Thirteen states that are thought to have important demographic and/or correctional similarities to California were surveyed in June 1986, via structured phone interview. All interviews focused specifically on the state's youth correctional system. The main purpose was to obtain a general picture of the states' current correctional practices and, especially, to see how they were dealing with, or had dealt with, overcrowding. The results of the survey, might provide some useful perspective on, and in some respects a possible point of departure in thinking about, California and its particular practices and crowding. The following are the main results of the survey*:

D. Phone Survey with Thirteen Other States

1. Of the thirteen states surveyed, five (39 percent) operate their juvenile system as a separate division within the Department of Corrections and eight (61 percent) are operated by another youth agency within state government.
2. The maximum age of jurisdiction is 21 years in seven states (54 percent); 19 years in four states (31 percent); 18 years in two states (14 percent); and 22 years in one state (8 percent). Tennessee utilizes maximum ages of both 19 and 21 years, the latter for felony cases.
3. As to sentencing practices, two states (14 percent) use determinate sentencing only; seven (54 percent) use indeterminate sentencing only; three (23 percent) use a combination of determinate and indeterminate; and one (8 percent) uses determinate together with other standards.
4. Three of the 13 states (23 percent) use sentencing guidelines to standardize judicial practices for sentencing juveniles; nine (70 percent) had no such guidelines. (One state provided no information.)
5. With regard to practices relating to (1) program progress and review and (2) release-to-parole, the results were: five states (39 percent) referred the ward back to the committing court or to a juvenile court commission; four (31 percent) used a correctional board; four (31 percent) have administrative decision-making at the institutional level.
6. Average daily population for three states (23 percent) was under 550; six states (46 percent) were between 651 and 900; and four (31 percent) were between 1,101 and 2,000.

* The surveyed states were: Florida, Georgia, Illinois, Louisiana, Massachusetts, Michigan, Minnesota, Ohio, Pennsylvania, Tennessee, Texas, Washington, and Wisconsin.

7. The average length of stay in seven states (54 percent) averaged 5 to 7.9 months; five states (39 percent) averaged 8 to 12.3 months; one state (8 percent) averaged 14 months.
8. Various state/local organizational combinations exist across the states as to the use of probation and aftercare services: three states (23 percent) use state probation and aftercare services; five (39 percent) use local probation and state aftercare; one (8 percent) use both local probation and aftercare services and state probation and aftercare; three (23 percent) used only local probation and aftercare; and one (8 percent) use local probation and aftercare and state aftercare.
9. Some form of privatization existed in ten (77 percent) states: three (23 percent) use privatization in probation, institutions, and aftercare; three (23 percent) use it in institutions only; and four (31 percent) use it in state aftercare only. Three states (23 percent) do not use privatization.
10. Three states have special youthful offender prisons for adult court commitments ages 17 to 24. These are operated by the state's Department of Corrections. The offenders in question seem comparable to California's CDC cases housed in Youth Authority's facilities.
11. In seven states (54 percent) crowding has not recently occurred, nor is it expected. Four states (31 percent) have been crowded, are currently crowded, and expect future crowding; two states (15 percent) were recently crowded; however, they are neither currently crowded nor expect to be in the next few years.

E. Factors that contributed to crowding:

1. Judicial discretion/Youth Parole Board
2. High commitment rates from specific geographic areas, e.g., large urban centers; Fiscal constraints
3. Emotionally disturbed ward-population; Legislation: Amount of revocation leading to reincarceration; Public attitudes
4. Lack of sentencing guidelines

F. Methods used to ease crowding:

1. Program alternatives; subsidy programs; administrative decision-making to release persons from institutions
2. Budgeted bed/design capacity
3. Legislative changes and/or release mandates*

* E.g., ceilings and/or automatic triggers for releasing certain types and/or numbers of offenders.

For two of the six crowded states, these approaches (or factors) effectively eliminated crowded conditions; however, four states' facilities remain crowded, and one has been unable to initiate viable options for resolving its crowding.

G. Factors which may reduce or avoid crowding:

1. Program alternatives; Administrative decision-making
2. Declining crime rate
3. Budgeted bed/design capacity; Legislative mandates and/or release mandates; Subsidy programs
4. Broad budget flexibility e.g., ability to use institutional funds to establish group homes in the community.

The approaches or factors most often mentioned in regard to reducing institutional population were: (1) a variety of program alternatives for transferring/shifting youth throughout the system, including aftercare; (2) subsidies to local government in order to retain youth in the community in lieu of state institutionalization.

ANALYSIS OF JUVENILE JUSTICE SYSTEM OF SELECTED STATES	Florida	Georgia	Illinois	Louisiana	Massachusetts	Michigan	Minnesota	Ohio	Pennsylvania	Tennessee	Texas	Washington	Wisconsin
<u>Governmental Structure</u>													
Under Dept. of Corrections		X	X	X			X			X			
Separate State Agency	X				X	X		X	X		X	X	X
<u>Maximum Age of Jurisdiction</u>													
18 years	X				X								
19 years						X	X			X			X
21 years			X	X				X	X	X	X	X	
22 years		X											
<u>Type of Sentencing</u>													
Determinate only	X						X					X	
Indeterminate only		X			X	X		X	X		X		X
Both (D & I)			X	X						X			
Other												X	
<u>Use of Sentencing Guidelines</u>													
Yes		X						X				X	
No	X		X	X	X	X			X	X	X		X
Unknown							X						
<u>Type of Case Review</u>													
Committing Court	X			X				X		X			
Juvenile Court Commission									X				
Correctional Board		X	X			X	X						
Administrative					X						X	X	X

ANALYSIS OF JUVENILE JUSTICE
SYSTEM OF SELECTED STATES

	Florida	Georgia	Illinois	Louisiana	Massachusetts	Michigan	Minnesota	Ohio	Pennsylvania	Tennessee	Texas	Washington	Wisconsin
<u>Average Daily Population</u>													
200							X						
451 - 550					X								X
651 - 750		X							X	X			
751 - 850				X		X							
851 - 900												X	
1101 - 1150			X								X		
1701 - 1800								X					
2000 (inc. prob., inst., parole)	X												
<u>Average Length of Stay</u>													
5 - 6 mos.	X						X				X		
6.5 - 7.9 mos.		X			X					X		X	
8.5 - 9.7 mos.								X					X
12 - 12.3 mos.			X			X			X				
14 mos.				X									
<u>Use of Probation/Aftercare</u>													
Local Probation			X	X	X						X	X	
Local Probation/Aftercare		X				X	X	X	X				
State Probation/Aftercare	X					X				X			X
State Aftercare			X	X	X						X	X	
<u>Use of Privatization</u>													
Probation only	X									X	X		
Institution(s) only	X					X		X		X	X	X	
Aftercare only	X		X	X			X		X	X	X	X	

ANALYSIS OF JUVENILE JUSTICE SYSTEM OF SELECTED STATES	Florida	Georgia	Illinois	Louisiana	Massachusetts	Michigan	Minnesota	Ohio	Pennsylvania	Tennessee	Texas	Washington	Wisconsin
<u>Use of Privatization (Cont'd)</u>													
None		X			X								X
<u>Dept. of Corrections - Youthful Offender Prisons (SB 821 Cases)</u>													
	X											X	X
<u>Crowding</u>													
Past: Yes			X	X		X		X	X			X	
No	X	X			X		X			X	X		X
Present: Yes			X			X		X	X				
No	X	X		X	X		X			X	X	X	X
Future: Yes			X			X		X	X				
No	X	X		X	X		X			X	X	X	X
<u>Factors Contributing to Present Crowding</u>													
Ward Characteristics (Emotional Disturbance)			X			X							
High Commitment Rate - Specific areas			X			X			X				
Legislative				X				X					
Judicial Discretion/Youth Par. Bd.			X	X		X		X	X				
Lack of Sentencing Guidelines									X				
Financial Constraints (Cont. Svcs.)			X			X			X				
Revocation to Reincarceration						X		X					
Public Attitudes			X			X							

ANALYSIS OF JUVENILE JUSTICE SYSTEM OF SELECTED STATES		Florida	Georgia	Illinois	Louisiana	Massachusetts	Michigan	Minnesota	Ohio	Pennsylvania	Tennessee	Texas	Washington	Wisconsin
<u>Resolutions to Remedy Crowding</u>														
Budgeted Bed/Design Capacity					X					X				
Program Alternatives									X	X			X	
Leg. and/or Release Mandates													X	
Subsidy Programs							X		X	X				
Administrative					X					X			X	
Decline in Crime Rate													X	
None				X										
<u>Factors Responsible for Never Having Had Crowded Conditions</u>														
Budgeted Bed/Design Capacity	2	X									X			
Program Alternatives	4	X				X					X	X		
Leg. and/or Release Mandates	2					X								X
Decline in Crime Rate	3		X			X		X						
Subsidy Programs	2											X		X
Administrative	4		X								X	X		X
Budget Flexibility	1											X		

INSTITUTION AND CAMP LOCATIONS



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