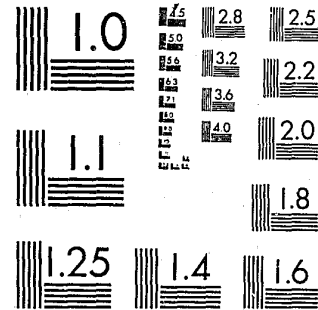


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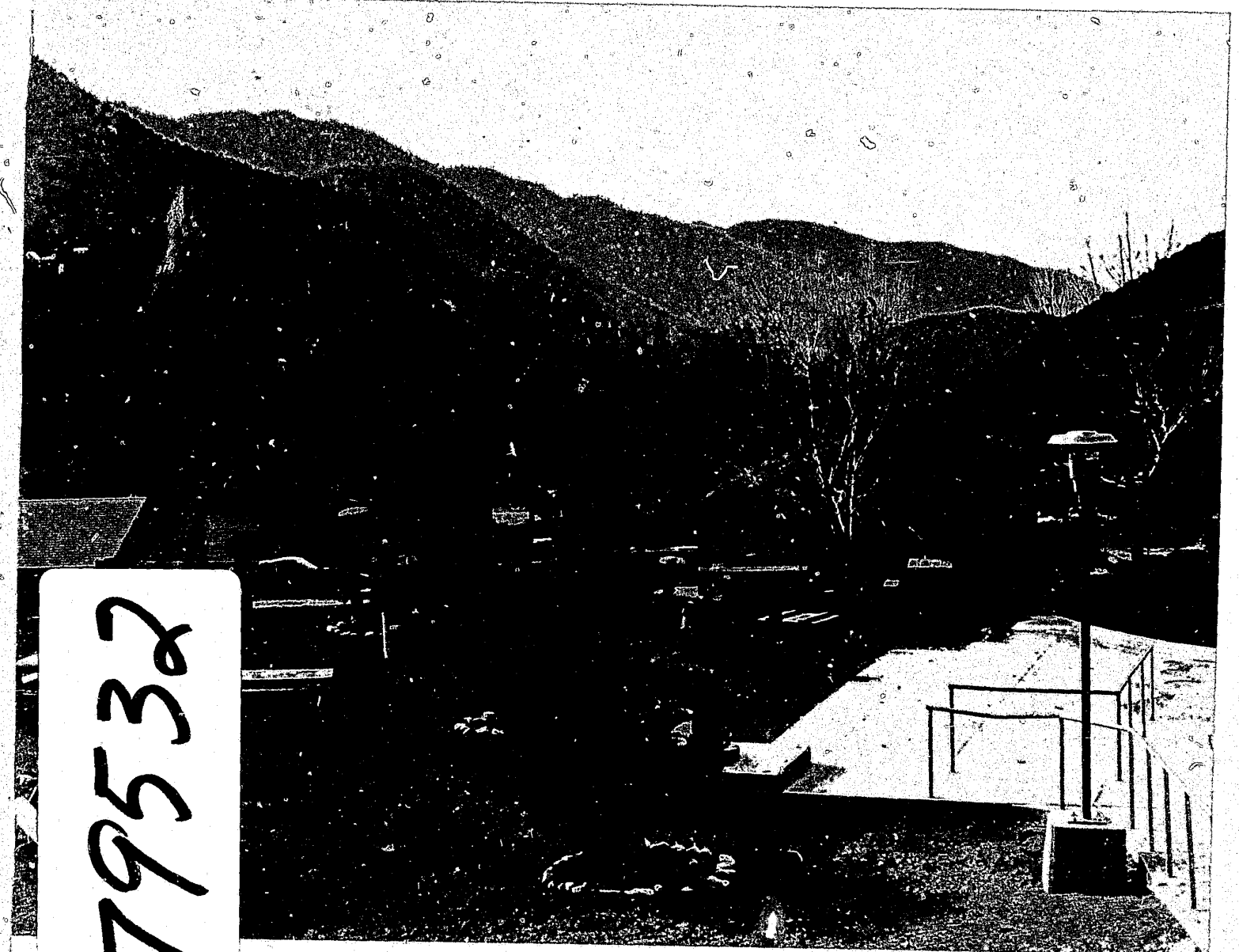
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California Youth Authority

Quarterly



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40 Years of Service to California (1941-81)

Vol. 34 No. 1

Spring-Summer 1981

STATE OF CALIFORNIA
Edmund G. Brown Jr., *Governor*
YOUTH & ADULT CORRECTIONAL AGENCY
Howard Way, *Secretary*

FINAL ISSUE OF QUARTERLY: This will be the final issue of the Youth Authority Quarterly, which has had an unbroken record of publication since 1948, seven years after the Youth Authority came into being. Termination of the Quarterly has been made necessary by the same financial constraints which have curtailed programs of many kinds on all government levels.

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Roberta Ross
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COVER PHOTO: The California Youth Authority's newest residential facility is the Fenner Canyon Youth Conservation Camp, nestled in the mountains of the Angeles National Forest above Palmdale in Los Angeles County. The Department's early years were highlighted by rapid construction of urgently needed facilities, but Fenner Canyon was the first new residential site to be opened in almost a decade. It was dedicated in 1980.

A WORLD PIONEER IN YOUTH CORRECTIONS

The year 1981 marks a significant milestone for youth corrections in California, for it was just 40 years ago—in June, 1941—that the Youth Authority came into being as a result of passage of the Youth Correction Authority Act. This measure, devised by the American Law Institute specifically to meet California's youth correctional needs, led to the formation and growth of a Department which has long been a world leader in the development of programs and policies for the training and treatment of youthful offenders.

Over the years, the Department has pioneered many policies that have attracted worldwide attention, including community treatment, subventions for local justice system programs and a formalized grievance procedure for wards. Institutional and parole program activities have continually been revised and updated to help the client population return to the community as productive and law-abiding citizens.

The Department has become well-known, too, for its dedication to delinquency prevention as the best possible approach toward making our communities safer for all citizens. To this end, the Youth Authority provides training, technical consultation and other assistance to local agencies, both public and private, which are concerned with diversion and preventing delinquency.

This final issue of the Youth Authority Quarterly is devoted to telling the story of the California Youth Authority, its past and its present. For the future, the Department will continue to dedicate its total effort to carry out its mandate to protect society and thereby make California a better place to live for all citizens.

—Pearl S. West
Director

U.S. Department of Justice
National Institute of Justice

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NCJRS

OCT 19 1981

C.Y.A.—Past and Present

Forty years is not a long time by historical standards, but it is a significant period in the history of youth corrections in California. It is a period during which correctional methods for juvenile and youthful offenders moved from total disorganization to a time of cohesive and responsive administration under the aegis of the California Youth Authority.

The period before the Youth authority was established in June, 1941, is often considered a kind of dark ages in providing for youthful offenders. There were few independently operated institutions, often poorly run without standards. Some young offenders were sent to adult prisons. A parole system was non-existent, with an inadequate number of parole agents reporting to the institutions from which the parolees had come. Standards of service were lacking, among them standards for education, for staffing, and for the duration and quality of treatment and training for specific offenders.

By 1940, dissatisfaction over the state of affairs was rampant in California. Critics noted that three archaic institutions were being required to serve the entire delinquent population—the Whittier State School, Preston School of Industry, and Ventura School for Girls. Nine parole agents made up the total parole force to cover the entire state, some of them working with

This marker was installed to mark the opening of the Whittier State School in 1889, an early-day correctional institution for youth which is now known as the Fred C. Nelles School.



caseloads that approximated 200. The three institutions were administered by an entity known as the Department of Institutions, which carried out a variety of other functions and for which youth corrections was little more than a sideline.

The idea which resulted in a totally new direction for youth corrections in California was germinated by the American Law Institute, whose Youth Corrections Authority Act served as the model for the legislation that was passed in 1941. The Act explicitly identified who was to be served; it specified that treatment and training were to be substituted for retributive punishment; and it spelled out a program for centrally operated



Today's Youth Authority is led by an Executive Team composed of the Director, Chief Deputy Director and five Deputy Directors. Seated are Pearl S. West, Director, and Charles A. Kuhl, Chief Deputy Director. The Deputy Directors, standing, are, from right, James Barnett, Prevention and Community Corrections; Chon Gutierrez, Management Services; Ruth Kranoich, Parole Services; Al Owyong, Planning, Evaluation, Research and Development; and George R. Roberts, Institutions and Camps. Mr. Owyong transferred to another Department in June, 1981.

state institutions and after-care services, along with a Board which would make determinations concerning the release of young offenders as well as their return to custody.

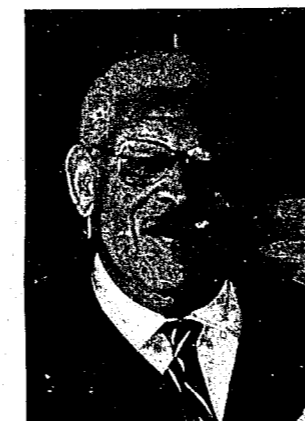
3 Pioneers

For many months, three men—Karl Holton, O. H. Close and Harold Slane—had been in the forefront of those calling for change. With the passage of the Act, Mr. Holton became the first Director of the California Youth Authority. Mr. Close and Mr. Slane were named to the first Board, along with Mr. Holton. Soon afterward, the Legislature transferred the management of the three institutions to the new Department, and the work of the California Youth Authority was under way.

The years that followed were a period of constant acquisition of new facilities, construction and moderni-

zation. The first conservation camps were acquired in the 1940's and were later rebuilt to modern standards. Two reception centers, one in Norwalk near Los Angeles, the other in Sacramento, were built in the mid-50's, centralizing the archaic classification procedures which had been in effect until that time.

Intensive planning went into the construction of new institutions, all of them incorporating the newest strategies for security and program development. The construction program was climaxed in the late 60's with



One of the first Blacks hired by the Department to a full-time professional position was Jack Clarke, when he joined the staff in 1946. After an illustrious career with the Youth Authority, Clarke retired in 1978 as chief of institutions and camps for Southern California. Deeply committed to affirmative action, the Department now has a substantial number of minorities and women holding positions in all levels of responsibility.

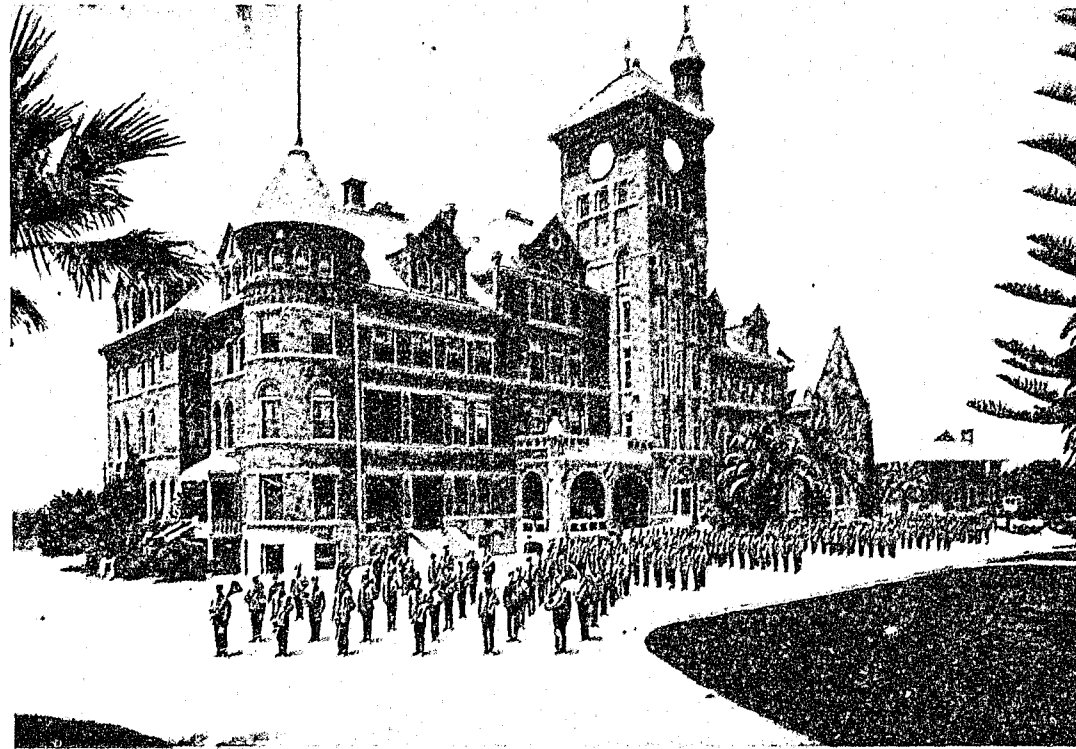


In early 1980, legislation separated the Youth Authority Board from the Department, setting up a new administrative entity known as the Youthful Offender Parole Board. The new Board is headed by Antonio C. Amador, right, shown with Rudy Ahumada, assistant chairman.

Many of the Youth Authority's earliest pioneers gathered for the opening of the Southern Reception Center-Clinic in 1954. They included, front row from left, O. H. Close, original Board member; Karl Holton, original Board member and first director; Gerald Kepple, early Board member; Harold Slane, original Board member; rear row, Judge William McKesson, early Board member; Eugene Breitenbach, early Board member; Heman G. Stark, second director of the Department; and Ben Stein, early Board member.



These scenes at the original Whittier State School, built in 1889, are now just a memory. Cadets and band are shown at right in front of the original, ornately turreted administration building, a long-forgotten anachronism of California's correctional history. Below, students at the state school in the early 1900's work at sewing machines in the tailor shop. Note the school clock at the end of the room, a variety of which now shows up frequently in antique shops.



ADMINISTRATION BUILDING, WHITTIER STATE SCHOOL.



Administrators and staff of the Youth Authority gathered with visitors in early 1977 at an open house to mark the relocation of the Department's headquarters from State Building No. 8 in the downtown area of Sacramento to 4241 Williamsborough Drive, the present address, in the southern part of the city. Central administration, administration of all five Branches and the Youthful Offender Parole Board, are located in the Williamsborough facility, an attractive two-story office building. Here policy is established and central services provided for the Department's 10 institutions, 6 separate conservation camps, 35 parole offices and field offices for the Prevention and Community Corrections branch throughout the state.

the building of three ultramodern institutions around a central administrative core in Stockton—the Northern California Youth Center.

Through all of this time, progressive treatment methods were advanced and developed. Psychiatric programs made their first appearance in the 50's, and came into full flower in the late 70's, when intensive treatment programs were established at three institutions. Community treatment was pioneered by the Youth Authority in the early 1960's, receiving worldwide attention. Faced with spiraling commitment levels which presaged a continuing institutional construction boom, the Department led the way toward a subsidy program which gave the counties funding to provide for less serious offenders in the community. The subsidy program, started in 1966 and terminated in 1978, was replaced in that year by the County Justice System Subvention Program, which now services every county in California. Its major purpose is to maximize local control over local expenditure of state monies within the counties' justice systems, every part of which now has access to these funds.

Grievance Procedure

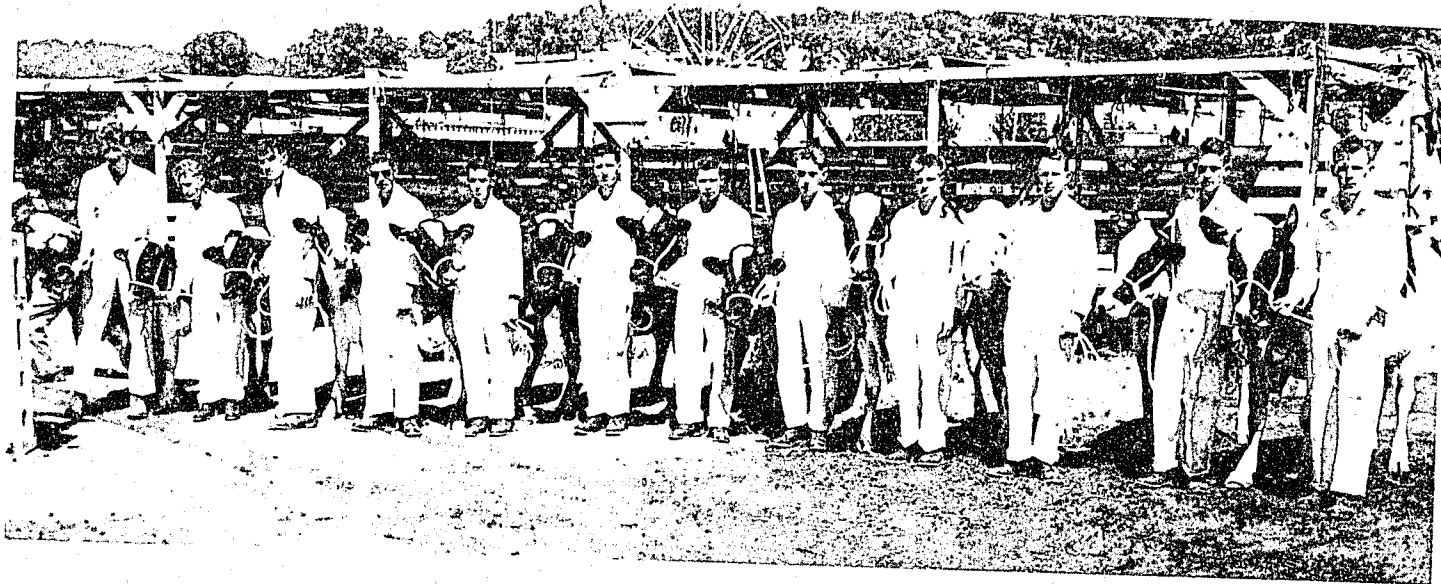
The Department also pioneered a grievance procedure for wards in the early 1970's, a program that has received official federal recognition as an exemplary project as well as considerable attention from abroad. Intended to defuse institutional tensions by providing a fair and impartial hearing of grievances, including an outside arbitrator, the procedure is now employed in all Youth Authority institutions as well as during the parole period.

Parole services have undergone considerable improvement over the years and in the late 1970's the program was reorganized to provide particularly intensive supervision during the critical first 90 days on parole. During that time, parole agents work very closely with the parolees to make certain they obtain the services needed to help them succeed in the community.

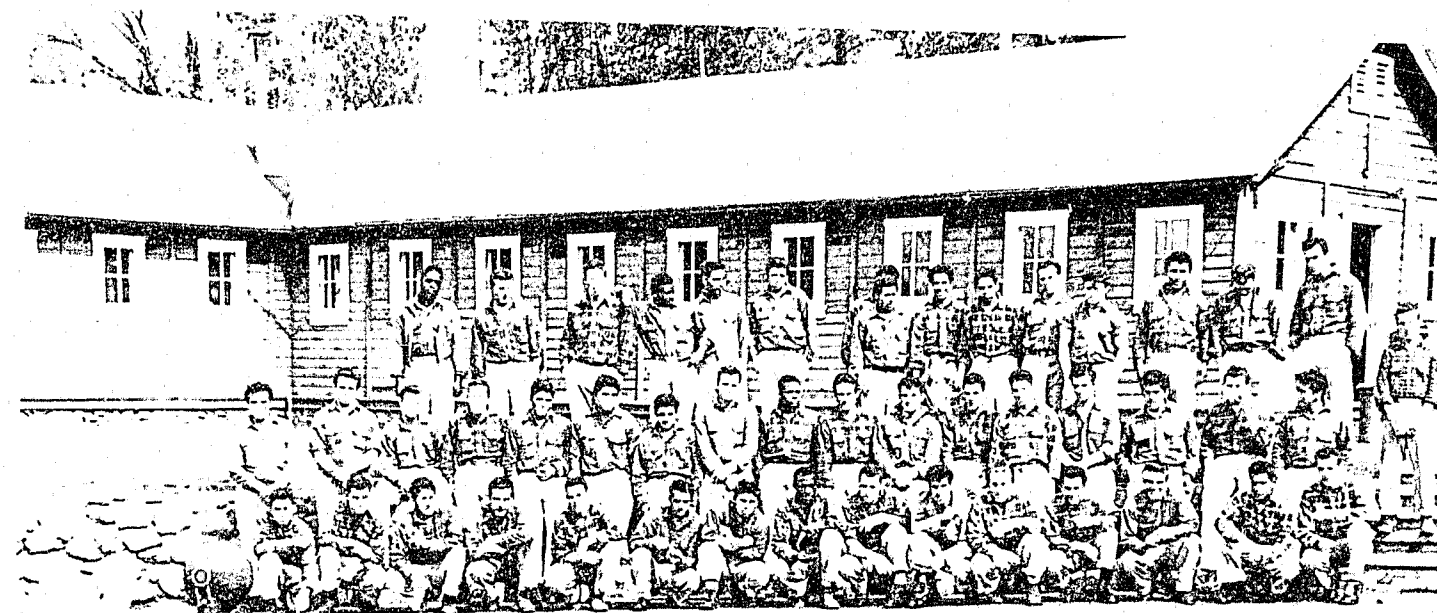
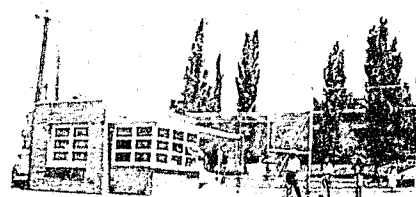
Administrative stability has been a hallmark of the Youth Authority in its 40 years of existence. Mr. Holton served as director until 1952, and only three other directors have served since then—Heman G. Stark from 1952 to 1968; Allen F. Breed from 1968 to 1976; and Pearl S. West since 1976.

The Youth Authority has had only four Directors since it was established 40 years ago. Karl Holton served from 1941 to 1952; Heman G. Stark, from 1952 to 1968. Here, Allen F. Breed, who served from 1968 to 1976, welcomes the fourth and present Director, Pearl S. West.

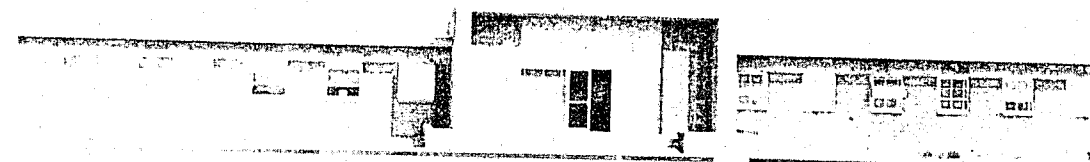




Over the years, Preston has been the best known Youth Authority facility in Northern California, possibly because it was the first in that part of the state. For many years the school had a farm where many of the wards worked, and the dairy herd, which furnished milk for the population, was a source of pride. The farm program later was ended because it was expensive and felt to be irrelevant to the training needs of wards, most of whom came from urban areas. Also discontinued was the cadet program, through which the school was conducted for a time along military lines. At right, wards are shown during the cadet days lining up for a meal at an outdoor barbecue. A 1930's era postcard, below, shows the gate house to the Preston School at a time when the present administration building was not yet built.



Plaid shirts were the order of the day as wards at Pine Grove Youth Conservation Camp gathered for a group picture in 1949, three years after the old Civilian Conservation Corps camp became a Youth Authority facility. In 1970 the old camp buildings were replaced by a new, modern camp. In photo at right, the newly opened headquarters building of the Southern Reception Center Clinic is shown in all its barrenness in 1954. Lush grass and trees now adorn the institution.



The early years of the 1970's were featured by declining populations, the result of subvention programs and other factors. Three institutions were closed during this period—the Friot Ranch School near San Andreas, Los Guilucos School near Santa Rosa and Paso Robles School, although the latter subsequently was reopened when populations started climbing again. In 1980, the Department opened Fenner Canyon camp, the first new residential facility in 10 years.

Several major changes took place as the decade of the 1980's began, including the establishment of a Youth and Adult Correctional Agency to which the Youth Authority was assigned, giving the correctional field cabinet level status; and the separation of the Youth Authority Board from the Department with the creation of an administratively separate Youthful Of-

fender Parole Board.

Change is not new in youth corrections in California, and no doubt there will be further changes in the future as the Youth Authority moves ahead to carry out its mandate for protection of society. One major change took effect July 1, 1981, with implementation of a policy to reject hard core adult commitments in the interests of population control.

The Department will continue to emphasize its commitment to prevention as a prime and promising method to roll back the tide of crime and delinquency and will work closely with the county and community agencies which conduct such programs. After 40 years of service, the Youth Authority has the experience and expertise to continue to adapt its programs to meet the needs of California and its youth.

Howard Way, a former state senator, was named secretary of the new Youth and Adult Correctional Agency when it was established early in 1980. The cabinet-level agency, which includes the Youth Authority, Department of Corrections and a number of boards concerned with corrections, gives the correctional field direct access to the Governor. Prior to establishment of the new agency, correctional boards and departments were assigned to the Health and Welfare Agency.



PLANNING, EVALUATION, RESEARCH and DEVELOPMENT

As the state agency providing correctional services to young people in the nation's most populous state, the Department of Youth Authority has an impressive record in the field of state and local corrections dating back almost 40 years. Its leadership in classification for treatment, community-based corrections and delinquency prevention, and local justice system subvention programs has been recognized and its proven programs emulated throughout the United States.

The Youth Authority is committed to improving correctional services for youthful offenders, as well as preventing other young people from entering the criminal justice system. To accomplish these ends, the Department believes that it must learn from other agencies, as well as from its own experiences, which programs and techniques are most effective in achieving its goals.

The development and transfer of knowledge and its practical application to correctional and prevention programs has become both a process and a declared goal of the Department.

Created in 1974

The cornerstone of this effort is the Department's Program, Research, Evaluation and Development Branch, which was created in 1974 to coordinate research, program and resource development, short- and long-range planning, and program monitoring and evaluation functions already established in the Department. This Branch draws from the total resources and skills of the Department's employees to marshal the most up-to-date experience in the nation in creating, implementing and assessing the results of high quality human service activities designed to prepare the youthful offender for an effective re-entry to society and to prevent delinquency in local communities. The PRED Branch's comprehensive approach to problem-solving and knowledge and resource development in the corrections field permits the Branch to offer a range of experience and services to the corrections and delinquency prevention field.

The technical expertise and services of the researchers, grant seekers, program evaluators and long-range planners are critically needed in this era of diminishing State General Fund resources for a number of reasons: program evaluation and applied research skills produce the information needed by management to streamline Department programs, maximizing available program resources, eliminating ineffective and costly program elements and making possible re-allocation of resources to projected long-range needs for programs and services to wards. These knowledge-producing services also identify the need for new programs and resources which are obtained by the Division of Program and Resources Development (a self-supporting staff which pays for its own salaries through indirect cost for grants) through federal, state and private foundation sources of grant funding. In this way, the PRED Branch makes possible Departmental efforts to continue its leadership in juvenile corrections despite diminishing state resources by eliciting the creative program concepts of staff throughout the De-



One of the programs for which the PRED branch was instrumental in obtaining funding was the truck driver training program. Here, Everett Nord, right, who operates a training school in West Sacramento, is presented with a certificate of appreciation by Youth Authority administrators.

partment, finding funding for these innovations, and providing vital information concerning Department operations for effective management decisions.

Technical Leadership

Over the past decade, the PRED Branch has provided substantial technical leadership and support to the development and evaluation of a number of programs of national scope and significance. A partial listing of the most significant project includes:

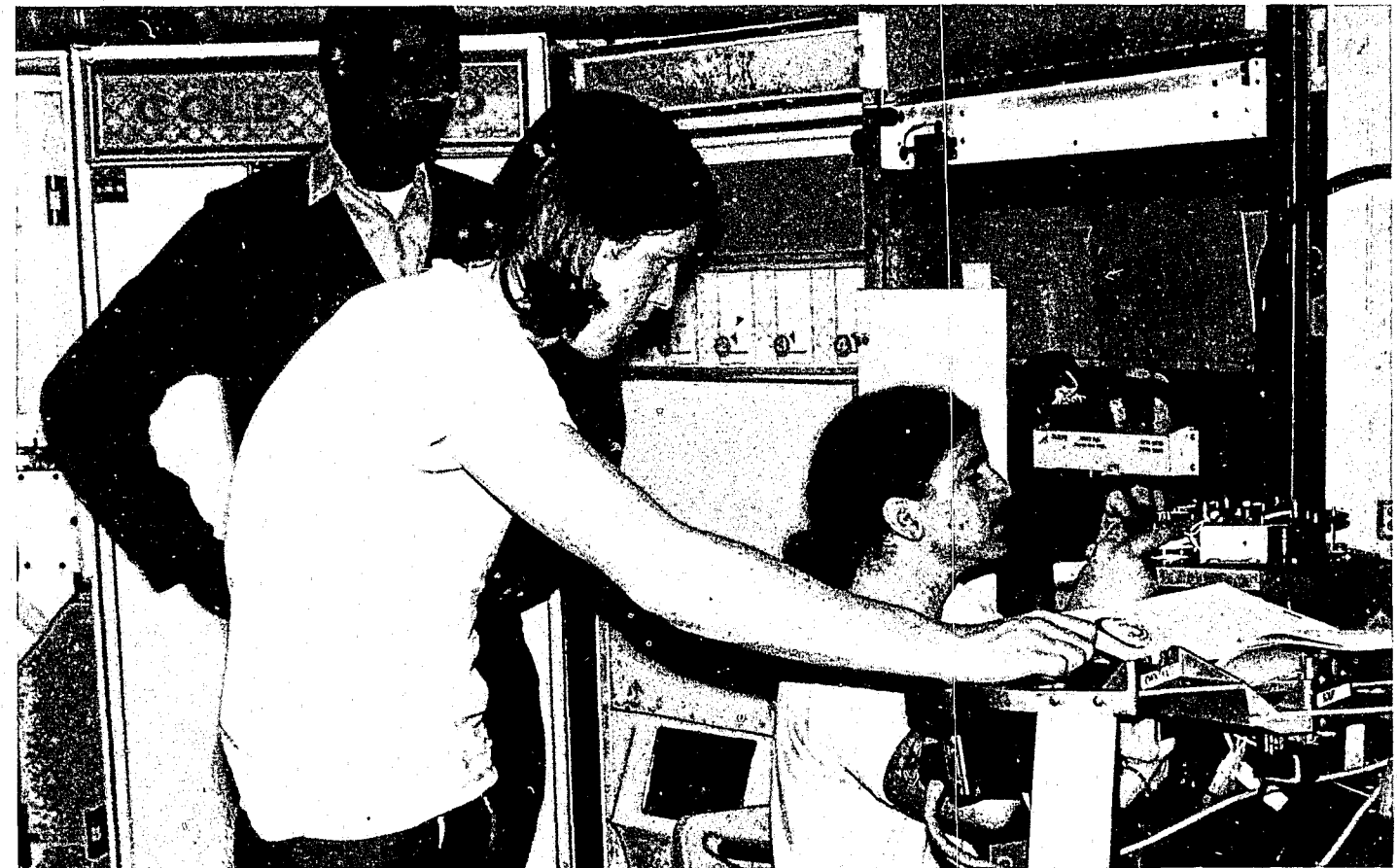
- Youth Service Bureaus—models for youth diversion and prevention at community level.
- Local Community Subventions—designed to assist communities to divert offenders from state level correctional agencies.
- National Study of Women's Correctional Programs—first descriptive national study of the adult female offender and institutional and community-based programs.
- Ward Grievance Procedure—a system designed to enhance equitable treatment of offenders.

- Offender Based Informational Tracking System (OBITS)—a system designed to manage information on ward population movement and characteristics.

The Branch consists of three divisions: Research, Planning and Program Analysis, and Program and Resources Development.

Division of Research

The Research Division was established in 1958 out of a Departmental need to search for more cost-effective programs to meet the needs of managers and youthful offenders. Division staff provides statistical information and evaluative research services to managers, control agencies and the State Legislature on activities and programs related to juvenile correction and crime prevention. Research activities include assessment of the state-of-the-art in correctional and prevention technology; development of new concepts based on the latest research studies; assessment of program implementation; and the analysis, interpretation, and dissemination of findings to managers and the research community. The Division also provides technical assistance to managers in the use of the computer to transmit and retrieve information on ward programs and populations.



In response to research studies showing that job opportunities are a key factor to success on parole, the Department is developing new and promising vocational trades.

At the Ventura School, a new course in vending machine maintenance and repair is being offered. This is a field that is in urgent need of trained personnel.

Division of Planning and Program Analysis

Planning and Program Analysis staff scientifically determine future directions and courses of action the Department should take. Current and future issues (i.e., population management, limited funds, etc.) must be analyzed, alternatives for dealing with them developed and each alternative subjected to formal analysis. This future-oriented Division is needed in order for managers to efficiently and effectively manage Departmental programs in a time when the ward population is increasing and funds are diminishing. Documents produced by the Planning and Program Analysis Division includes: 1) the Forecasting Report (a composite forecasting of issues selected by the Executive Team), and 2) the Program Plan Update (the program plan identifies program goals, intended benefits and the resources committed to the program, and describes program operations. It is used for identifying issues to be addressed and as a means for assessing program effectiveness).

This division operates a planning, budgeting and evaluation system designed to provide management with critical information upon which to base short- and long-range plans. Activities include forecasting; policy and program analysis; goal and objective setting; program assessment; development of performance standards; and program monitoring and review.

Division of Program and Resources Development

This division assists the Department in the development and implementation of new program concepts by assisting staff in the creation of these concepts, identifying external funding sources, training staff in grant writing, securing grant funds, and monitoring project operations.

Division staff, experts in the identification of external funding opportunities and the production of marketable grant proposals, obtains these resources in national and statewide competitions for grants from a wide variety of fund sources, both government and private.

In so doing, the Division creates opportunities for the Department to test new methods for maximizing the use of existing Department resources; experiment with innovative services to wards; and obtain resources needed to meet the legislated mandates of Congress and California's Legislature, without the need to request funding from the State General Fund during an era of diminished state funds.

The Division has assisted the Department in obtaining over \$48 million in external funding for new projects since 1974. These have included:

- Creation and expansion of the Truck Driver Training Program in Youth Authority institutions (YTS, DeWitt Nelson, and Ventura).
- Enhancement of the library system development and services to wards in institutions.
- Enhancement of educational services to wards through grants for a large number of new and innovative programs. These include: Remedial Education (ESEA), development of the Department's first

consumer/survival education curriculum, tutoring in reading skills using the Laubach tutoring program (Right-to-Read Program), career awareness (Science of the Sea Program), computer assisted instruction (ESEA IV-c), training of new teachers in correctional education and advanced training for existing teachers (Teacher Corps Program), and many others.

In summary, the vitality and significance of PRED Branch operations are exemplified by the Youth Authority's continuing national leadership in juvenile corrections. Without the sound decision-oriented information and valuable resource production services provided by PRED Branch staff, the Department's ability to efficiently and effectively provide treatment services to youthful offenders would be severely limited.



For more than 55 years, Mable Allen, a resident of Lodi, has conducted Sunday School programs weekly for wards at the Preston School. She was honored at school ceremonies during the 1970's on both her 50th and 55th anniversaries of volunteer service to the young men at Preston. Here, she cuts a cake during the 55th anniversary program.

MANAGEMENT SERVICES

Although the lion's share of personnel and material resources is concentrated in the client-serving programs and branches of the Youth Authority, its approximately 4,800 employees today rely to varying extents on the support services provided by the Management Services Branch, as did the fewer than 600 employees forty years ago count on the Department's Administrative Officer for those support services.

Over the years the range of services provided has become more sophisticated, more automated—and, consequently, speedier. In 1945, a five-year overview of the Department included a statement of the responsibilities of the Administrative Officer:

"The Administrative Officer is responsible for the preparation and control of the . . . budget. He represents the Director in his absence, and in contacts with other departments and agencies concerning fiscal matters. . . . he is assisted by the Accounting, Personnel, and Research and Statistics units."

The latter unit has been moved organizationally to the Planning, Research, Evaluation and Development Branch (created in 1974), but the budgeting, accounting, and personnel functions remain in the Management Services Branch, today's version of the original Administrative Office.

The branch's current purpose, according to the Youth Authority Administrative Manual is ". . . to enhance the efficiency, effectiveness and equity of all . . .

programs by providing clear executive direction, sound decision-making and responsive support services."

Services Have Increased

The scope of services provided has increased significantly over four decades, although the original functions remain important. Personnel services are provided today by the Division of Personnel Management; the Budget Officer reports directly to the branch deputy director; and the accounting function is a part of the Financial Services Bureau of the Administrative Services Division. This division now contains five additional bureaus: Business Services, Data Processing, Nutrition Services (in the original Department organization, Nutrition Services was part of the Training and Treatment Division), Management Analysis, and Facilities Planning (a consulting engineer in the Training and Treatment Division provided these services in the Department's early days).

A separate Training Division was established in 1977, and the departmental Safety Officer also reports to the branch deputy director.

The support provided by the Management Services Branch is two-pronged—some services are for the benefit of employees, while others aid the client-serving branches in their efforts to efficiently concentrate resources on ward and parolee treatment and supervision. Even the former category of services—aimed at Youth Authority employees—reap benefits for the Department as a whole.

A prime example is the program administered by the branch's Training Division. While an employee's per-

The El Paso de Robles School closed in 1972 and was reopened two years later, in May 1974, when ward populations began increasing again. Here, the first busload of wards is shown arriving at the newly reopened institution. This group helped restore the grounds and prepare the premises for permanent occupancy. Details of the reopening were handled by the Management Services Branch.



Programs encouraging wards to give of themselves are conducted frequently at Youth Authority institutions. Programs such as this one at the Northern Reception Center-Clinic, in which wards hosted a party for youngsters from a children's home in Sacramento, give wards the satisfaction of helping others. Such activities do much to build self-esteem among wards.



sonal and career growth is enhanced by training courses available, the net result also benefits the Department as its staff learns more efficient and productive methods of carrying out their responsibilities. Under the direction of the Chief, Training Division, the Department operates a Training Academy on the grounds of the Modesto Junior College campus. In an intensive three-week program, institutional staff receive both mandated peace officer training and other coursework related to dealing with the Department's wards. In 1980, a one-week training course for the Department's field parole agents was added to the Academy curriculum.

Other Responsibilities

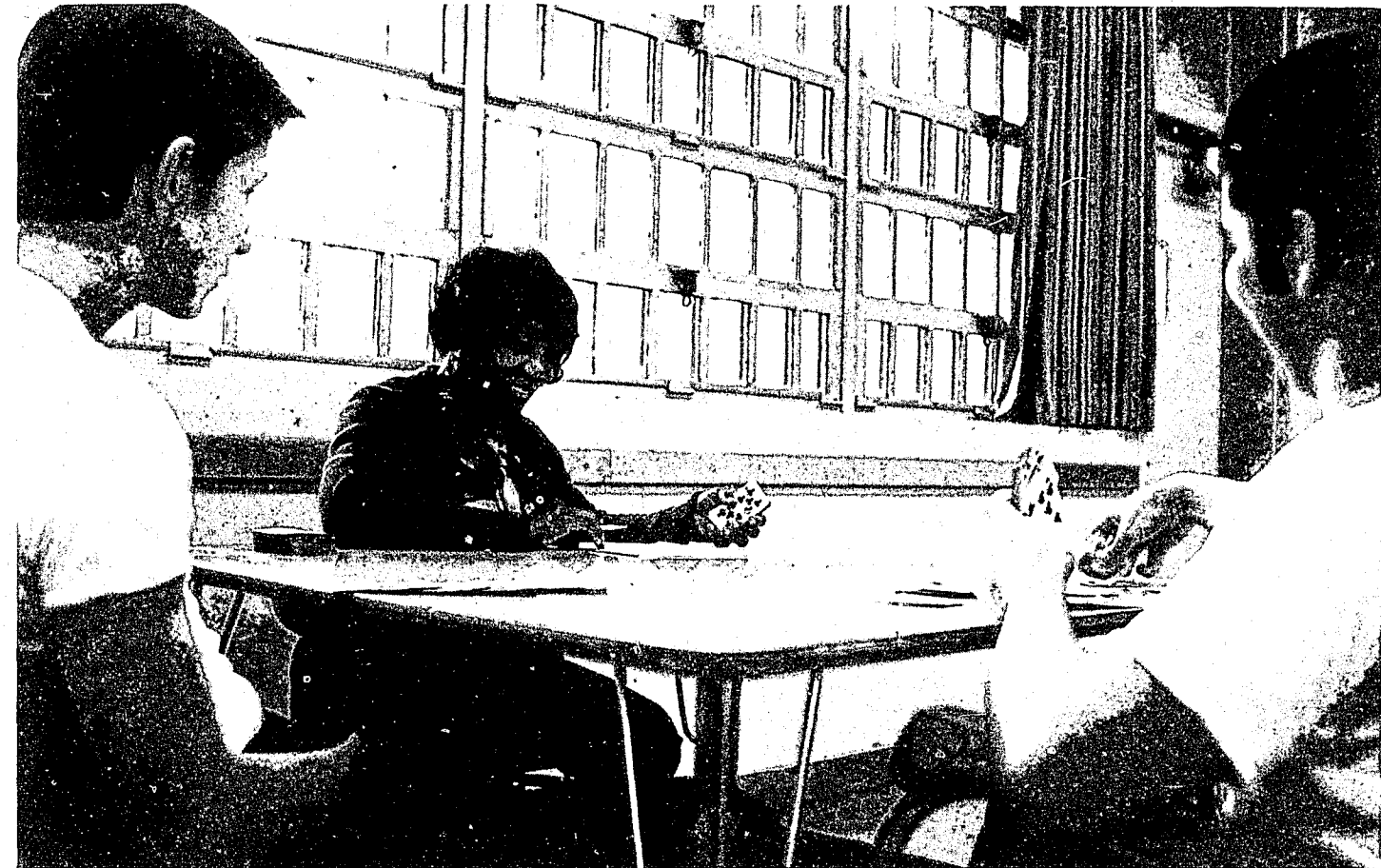
In addition to the more routine tasks associated with a personnel operation the branch's Division of Personnel Management has become involved in a variety of other endeavors. The Department's maximum age requirement for entry level peace officer classifications, although required by State law, has been in conflict with Federal legislation. This resulted in the filing of numerous age discrimination complaints. Youth Authority Personnel staff, along with State Personnel Board staff and University of California-Davis consultants, have been involved in the development of a physi-

cal ability testing program. The maximum age requirements have been eliminated and the Department is preparing to include the physical ability evaluation as part of the pre-employment examination as a substitute for the age requirement.

In the past five years, the Department has interviewed nearly 1,500 applicants for positions funded by the Comprehensive Employment Training Act (CETA). Of the 485 applicants who have been employed, 310 have subsequently been transitioned into nonsubsidized employment. Sixty-two percent of those transitioned were members of minority groups; consequently, the Department's affirmative action efforts were greatly enhanced.

The division was a State leader in establishing an innovative flextime program in 1976. This personnel management tool provides for flexible working hours between 6 a.m. and 6 p.m. Feedback from both management and employees indicates that the program is a success: it is believed to have reduced tardiness and the use of sick leave and has increased work production and improved staff morale.

The Chief, Administrative Services Division, oversees the operation of the six bureaus enumerated earlier. While a number of the functions are



For the past 13 years, the Foster Grandparent Program has been a fixture at a number of Youth Authority institutions, beginning at the O. H. Close and Karl Holton Schools and extended more recently to the Fred C. Nelles School and DeWitt Nelson Training Center. Senior citizens work on weekdays at the institutions with individual wards, extending a measure of warmth and companionship that demonstrate that the community does, indeed, care about them. Contracts with the federal government to fund the program are arranged through the Management Services branch.

"housekeeping" in nature, i.e., arranging new telephone service, delivering the Department's mail, processing travel claims, many services provided have evolved from the technological innovations of the past 40 years. Data Processing and Word Processing capabilities are examples. In these areas, it is likely that the next decade will see even greater technological strides and ever-increasing applications within the Department. When the Department's ward population began exceeding capacity in 1980, it became critical to provide institutional managers with accurate information regarding ward movement. Thanks to the automated systems available, this information is updated on a daily basis.

The ward population is the direct beneficiary of the expertise provided by the Nutrition Services Bureau, whose goal is to assure a wholesome and nutritionally adequate diet served in a pleasant atmosphere for more than 5,000 wards daily.

The Youth Authority, along with all other public entities, has responded to the fiscal conservatism and resulting dollar shortages existing since the passage of Proposition 13 in June, 1978, by striving to examine all aspects of its programs in an effort to develop more efficient ways of carrying out its mission. To this end,

the Management Analysis Bureau conducts, on request, studies and analyses of a number of management systems, with recommendations for system improvement.

Budgeting

The Budget Office continues to provide the same essential services it did in 1941, although the complexity of the budget and the number of departmental programs it contains has grown significantly.

The departmental Safety Office, as its name implies, is responsible for advising management on methods of staff and ward safety. A major concern of this office is the number of disability and worker's compensation claims filed by employees. The nature of the work perhaps assures more of such claims than are filed by employees in more "traditional" fields, but the Department, consciously seeking to improve the statistics, has established a pilot worker's compensation program at the Northern California Youth Center in Stockton. Early results are promising.

A hodgepodge of services, perhaps, under one branch—from feeding wards to running computers; from installing telephones to testing prospective employees—an A to Z operation without which the Department's programs would be impossible to administer. This is a fitting description of the Management Services Branch.

PREVENTION AND COMMUNITY CORRECTIONS

Although the Youth Authority is best known for institutional and parole services for youthful offenders committed by the courts, it also carries out a highly important liaison function with community and county organizations, both public and private, in all parts of the state. These community-based services are furnished through the Prevention and Community Corrections Branch, one of five administrative components within the Department of the Youth Authority. The Branch is responsible for a three-fold legislative mandate.

- To exercise leadership on behalf of the state to reduce crime and delinquency
- To protect society from crime and delinquency by helping counties maintain and improve local criminal justice systems
- To set and enforce standards for local secure detention facilities housing minors

Three basic considerations are central to the Branch in carrying out statewide responsibilities.

One is the importance of delinquency prevention, an essential and economical alternative to the cycle of arrest and incarceration which has not had a significant impact on the burden of crime and delinquency to society.

The second is the shortage of funding resources to meet the level of local services required for youths and adults.

The third is the fragmented nature of California's criminal justice system in the state's 58 counties and the need for a statewide agency to work with all of them in order to apply uniform standards and to furnish training, funding and technical consultation.

Historical Perspective

The responsibilities of the Prevention and Community Corrections Branch have grown tremendously since it was first established in 1943 as the Division of Probation Services through amendments in the original

Youth Correction Authority Act. The Division subsequently became the Bureau of Probation and Delinquency Prevention, the Division of Delinquency Prevention, the Division of Community Services, and the Prevention and Community Corrections Branch. The establishment of the Division of Probation Services recognized the Youth Authority's kinship with probation and the courts and the direct influence of those constituencies on the kind, nature, and size of programs that would be administered.

Now, 38 years later, Branch responsibilities span the total justice system and include 58 counties, 60 probation departments, 58 offices of the public defender, 482 law enforcement agencies, 58 county boards of supervisors, 68 juvenile justice/delinquency prevention commissions, 250 superior, municipal and juvenile courts, and numerous state and local commissions and advisory groups. Annually, 44 juvenile halls, 53 county camps, ranches and homes, and 56 jails are inspected that collectively house over 140,000 minors in a year.

The Prevention and Community Corrections Branch employs a small staff of consultants statewide to provide technical assistance and consultation to top-level administrators, organizations and groups involved in delinquency prevention and community corrections. They carry out legal mandates of the Youth Authority that include enforcing standards, inspecting facilities detaining minors to assure that minimum state standards are met, monitoring delinquency prevention programs, and administering the County Justice System Subvention Program.

Probation Responsibility

Dating back to 1928, a State Supervisor of Probation position was established in the Department of Social Welfare to coordinate standardized probation practices and procedures in California. For 15 years, primary focus was to collect probation statistics, publish a probation newsletter, and provide consultation to probation departments and the courts.

Based on the premise that the Youth Authority could serve as a coordinator in helping communities understand and deal with the conditions that produce crime and delinquency, the 1943 Legislature shifted responsibility for probation supervision from the Department of Social Welfare to the Youth Authority. Several activities were emphasized. They included contacts with probation officers, judges, and law enforcement. Consultation and assistance were provided to improve correctional efforts through training institutes and workshops, personnel selection and in-service training, and public relations as a tool to improve understanding and acceptance of probation and other correctional services.

Numerous probation management audits have been conducted at the request of county probation departments and boards of supervisors. These studies have been designed to assist counties and decision makers improve the administration of probation programs and management practices.

Myriad special emphasis studies have been completed on such topics as California juvenile detention

A group of judges is shown during a visit to the Northern California Youth Center in Stockton. Such visits are encouraged by the Department to familiarize judges, who must make decisions on whether or not to commit offenders to the Department, just what programs are being offered. Prevention & Community Corrections Branch consultants are in frequent contact with judges and other representatives of the criminal justice system in the various communities.



practices, assessment of county detention needs, and status offender detention policies.

Since the 1950's, technical publications and position papers have been prepared that span over 50 separate justice system topics and serve as an informational and policy formulation tool for local and state administrators and practitioners.

Delinquency Prevention

Delinquency prevention became part of the Youth Authority program when in 1943 the Legislature removed the word "correction" from the former title of the Youth Correction Authority. The Youth Authority was given legislative authority to "establish or assist in the establishment of any public council or committee and . . . to cooperate with or participate in the work of any such councils . . . including improving recreational, health, and other conditions in the community affecting youth and . . . to assist and cooperate with any existing agency, having as its object the prevention or decrease of delinquency among youths."

Objectives for accomplishing the delinquency prevention mandate were:

- Strengthening existing facilities for youth welfare on the community level,
- Initiating the establishment of additional services such as detention homes, probation departments, and police juvenile bureaus,
- Organizing community councils and coordinating civic groups for services to youth,
- Stimulating youth activity in recreational centers and constructive group activities,
- Conducting research in delinquency causation,

- Studying and surveying local conditions and community needs.

Numerous studies and conferences were held statewide with the aim of studying and improving crime and delinquency prevention activities. Surveys were conducted to help communities identify youth-related problems and issues. They led to the creation of new agencies and services, reorganization of existing services, public recreational programs, guidance and welfare departments in the school system, community coordinating councils, teen centers, and specialized juvenile control services in law enforcement.

Early Workshops

From 1943 to 1948, the Youth Authority joined with more than 20 other state and private organizations to sponsor 44 crime and delinquency prevention conferences and workshops. The workshops gave state and community leaders concrete techniques and methods for dealing with youth problems and laid the foundation for community-wide preventive programs. Local area meetings were held as follow-up to the conferences which led to Governor Warren's 1948 Conference on Youth Welfare. These statehouse conferences continue to be held each decade. The last Statehouse Conference on Children and Youth was held in April 1980 at the request of Governor Brown. With Youth Authority staff assistance, the California Council on Children and Youth coordinated the conference. Action plans were produced by conference participants to respond to youth service needs for this decade.

With the enactment of Senate Bill 391 in 1974 (Article 5.5, Welfare and Institutions Code), the Youth Authority was given an unprecedented crime and delinquency prevention opportunity. The Legislature authorized the Youth Authority to exercise leadership on behalf of the state in programs designed to reduce crime and delinquency. Within this leadership role, the Prevention and Community Corrections Branch recognizes

that the state, local jurisdictions, and the public and private sectors share responsibility for delinquency prevention. The Branch encourages public accountability, coordination and cooperation between state and local governmental agencies and private agencies.

To accomplish the purposes of Article 5.5 and to fulfill its leadership role, the Youth Authority may engage in such activities as:

- Providing funds for financial support to public and private agencies engaging in crime and delinquency prevention efforts.
- Providing technical assistance to judges, probation officers, delinquency prevention commissions, law enforcement officials, juvenile justice commissions, school administrators, welfare administrators and other public and private organizations.
- Assisting and supporting the development and operation of demonstration or experimental projects designed to test

the validity of new methods or strategies in delinquency prevention programs.

- Assisting in the establishment of public committees having as their objective the prevention or decrease of crime, and delinquency prevention.

The Prevention and Community Corrections Branch played an important role in conceiving and designing youth development and delinquency prevention projects during the 1970's. The projects provided needed services to an entire target community to reduce delinquency by helping upgrade communities through the participation of young people, parents and community groups. The programs included the Toliver Community Center, located in Northwest Oakland; La Colonia Youth Service Project, in Oxnard; and the Del Paso Heights Project, in Sacramento.

The Branch was also instrumental in developing two federally-funded model volunteer programs which demonstrated the value of volunteers in crime and delinquency prevention. The projects were the Model Volunteers and the ACTION Volunteers in Crime and



Ronald Reagan, then governor of California, presented a Youth Authority parolee with a state award for heroism in 1972 during a ceremony in Los Angeles. Shown with the recipient and the Governor are a mother and little girl whose lives the ward saved when he pulled them from a blazing automobile.

Delinquency Prevention. Collectively, the programs provided volunteer services to over 200 agencies annually

The Branch also serves as a pass-through agency for federal and state delinquency prevention funds. Other programs annually share over \$1.2 million in state-level funding. They include 8 youth service bureaus located throughout the state and two projects in Los Angeles County. The projects are Sugar Ray's Youth Foundation, an intensive sports and school activity program for thousands of youngsters, and John Rossi's Youth Foundation, a tutorial, crisis intervention and youth employment program. Through an interagency agreement, the Prevention and Community Corrections Branch provides staff support to the Office of Criminal Justice Planning to oversee California's participation in a \$6 million program funded from the federal Juvenile Justice and Delinquency Prevention Act.

Working closely with local commissions, state advisory groups, and local justice personnel, the Branch encourages local responsibility for delinquency prevention and the improvement of youth services. The role of two organizations is crucial to this effort. They are the California Council on Children and Youth and the State Juvenile Justice and Delinquency Prevention Commission. The California Council on Children and Youth represents a coalition of over 150 statewide agencies and organizations concerned with youth. The State Juvenile Justice and Delinquency Prevention Commission is an eight-member committee of lay citizens which serves in an advisory capacity to the Director of the Youth Authority on crime and delinquency prevention. Responsibilities include advising the Director on delinquency prevention strategies, providing technical assistance and consultation to 68 local Juvenile Justice/Delinquency Prevention Commissions located in California, encouraging and improving communications between the commissions, and conducting regional training sessions for local commissions.

Two delinquency prevention subsidies are administered annually by the Prevention and Community Corrections Branch. The first is a \$200,000 crime and delinquency prevention allocation that provides funds to local public and private youth-serving agencies selected by the State Juvenile Justice and Delinquency Prevention Commission. Selection is based upon a demonstrated need for encouraging and supporting activities which contribute to healthy youth development and the improvement of the quality of life for young people. The second is a \$33,000 subsidy to over 40 local delinquency prevention commissions to defray administrative expenses (up to \$1,000) for coordinating community agencies to prevent crime and delinquency.

Standards for Detention Facilities

In 1945, not only were most local detention facilities overcrowded, but many youths were held in California jails. Concerned about the level of care provided youthful offenders in local facilities, Youth Authority Director Karl Holton was instrumental in forming the 1945 Cali-

DELINQUENCY PREVENTION

The Youth Authority's crime and delinquency prevention mandate is consistent with the Department's official definition of prevention:

"'Delinquency prevention' means those activities which contribute to healthy youth development and to the improvement of the quality of life for young persons with the ultimate intent of preventing crime and delinquency. These activities include but are not limited to efforts concerned with family life, the educational process, employment, recreation, community services, and advocacy. While delinquency prevention efforts are usually efforts made available to a broad population of children and youth, delinquency prevention efforts may also be focused upon a more narrow or focused audience such as youth at a risk of entering the formal juvenile justice system.

"Delinquency prevention does not refer to activities primarily directed toward the reduction of delinquency activities or recidivism in a population already adjudicated delinquent." (Title 15, California Administrative Code, Division 4, Chapter 2, Section 4430.)

ifornia Advisory Committee on Detention Home Problems. This committee studied juvenile detention problems and adopted a set of principles for detention home construction, operation, and management.

These principles provided the foundation for the Youth Authority's legislative mandate to prescribe and enforce minimum standards for the operation of juvenile halls, homes, ranches, camps, and jails where minors are detained in excess of 24 hours. The mandate evolved in two phases—first for juvenile halls, homes, ranches and camps; second, for jails where minors are detained over 24 hours.

The Youth Authority established optional juvenile hall guidelines in 1955. They were revised several times by 1969 when the Legislature gave the Youth Authority specific responsibility for adopting minimum juvenile hall standards which were issued in 1970. The 1961 revision of the juvenile court law gave the Youth Authority legislative authority for inspecting and setting standards for jails and lockups where minors are detained over 24 hours. This action was based on recommendations of the 1960 Governor's Special Study Commission



Staff at a drug rehabilitation center in Riverside get together to discuss cases. Programs such as these receive technical assistance and consultation from the Prevention and Community Corrections branch.

on Juvenile Justice. Annually, the Prevention and Community Corrections Branch inspects 44 juvenile halls, 53 county camps, ranches, and schools, and 56 jails that detain minors in excess of 24 hours. Should these facilities be found in violation of the established standards, counties are placed on 60-day notice to correct the deficiencies. The facilities may not be used for the confinement of minors unless the Youth Authority, based upon a reinspection, concludes that the violations have been remedied and that facilities are suitable places for the confinement of minors. Over 140,000 youth are detained each year in California. Of these, over 100,000 minors are confined annually in California's juvenile halls; over 12,500 are confined in juvenile homes, ranches and camps; and over 2,200 are detained in jails or lockups for more than 24 hours.

County Subsidies

The Youth Authority has administered a series of subsidies to counties since 1945. These state/county correctional cost-sharing programs are based on the philosophy that local jurisdictions can best work with the less serious offenders rather than sending them to overcrowded state correctional facilities.

In 1945, the Legislature recognized that the Youth Authority, then only in existence for four years, did not have the institutional bed space to accommodate of-

fenders who might otherwise be handled locally. The Youth Authority was, therefore, authorized to share in the maintenance of county juvenile homes, ranches, camps, or forestry camps subsidy programs. Under specified conditions, half the cost of maintaining each child was paid to the counties; however, no county could receive more than \$50 per month per child. The subsidy was increased to \$80 in 1949 and to \$95 in 1953. The state subsidy remained at \$95 until the program was repealed in 1978 with the enactment of the County Justice System Subvention Program.

The maintenance and operations subsidy did not keep pace with the need for additional local facilities to handle a burgeoning youthful offender population. Therefore, in 1957, the Legislature authorized the Youth Authority to assist counties in juvenile camp capital construction costs. Counties could receive 50 percent of the new bed costs—not to exceed \$3,000 per unit. The financial level remained unchanged until repealed in 1978 with the enactment of the County Justice System Subvention Program.

During the early 1960's, the state once again was faced with severe institutional population problems. It was projected that the State would need to build one 400-bed institution per year to accommodate projected commitments.

An exhaustive 1965 Board of Corrections study showed that at least 25 percent of new admissions to the Departments of Corrections and Youth Authority could have been handled safely and effectively in the community if intensive probation services and staff training had been available. The number one study recommendation was that the Youth Authority provide a subvention program that would enable local probation to reduce selected workloads to a reasonable proportion, to improve the level of supervision services, and to reduce the rate of state institution commitments.

Probation Subsidy

As a result, the Legislature that year passed the State Aid for Probation Services (Probation Subsidy) Program which became effective in July, 1966.

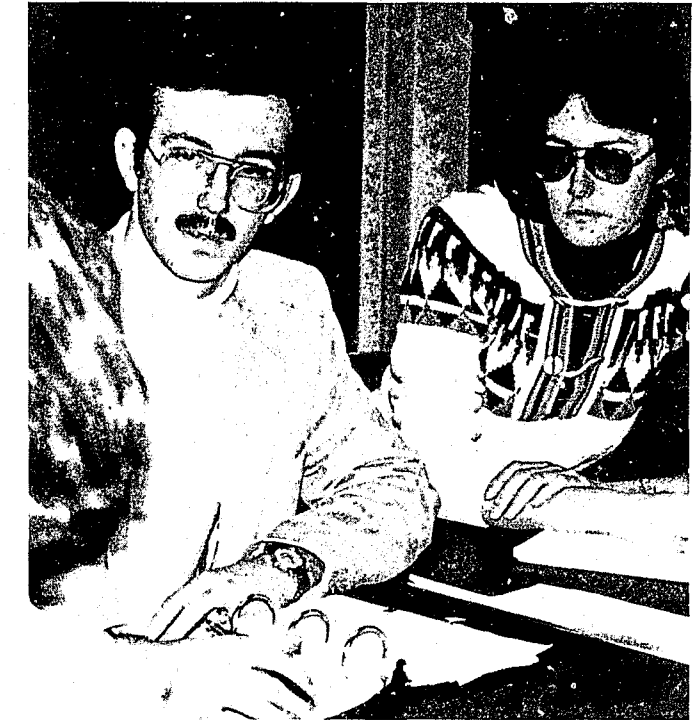
County earnings were specifically designated for probation and could be used only to improve probation supervision programs. The probation subsidy program sharply reduced commitments to state institutions. State institutional construction programs came to a halt as populations dropped sharply. The program peaked during Fiscal Year 1972-73 when 47 counties participated.

By the mid 70's, however, the program experienced a drop in effectiveness and a loss in local agency support. This can be attributed to factors such as (a) inflation which reduced the purchasing power of the \$4,000 maximum per case in half; (b) public sentiment toward a "get tough—lock them up" philosophy; (c) law enforcement's contention that the program unduly encouraged the retention of serious offenders in the community; and (d) a move to local determination in the use of funds. After conducting a review of all correctional subvention programs, the Prevention and Community Corrections Branch drafted a new correctional subvention program that would later become known as the County Justice System Subvention Program.

New Partnership

Starting on July 1, 1978, a new state-county partnership was created by promoting local determination of funded programs. The program replaced probation subsidy and the construction and maintenance of county-operated juvenile homes, ranches, and camps. Funds are now made available to assist counties in meeting the legislative intent of the program—to protect society from crime and delinquency by:

- Maintaining and improving local justice systems,
- Encouraging greater selectivity in the kinds of juvenile and adult offenders retained in the community,
- Reducing the number of offenders re-entering local criminal justice systems, and



Volunteers are engaged by the Yuba County Probation Department to work with potential offenders before they are arrested for criminal offenses. Such programs of delinquency prevention and diversion are encouraged by the Youth Authority, which offers training, technical assistance and other services as needed.

- Protecting and caring for children and youth who are in need of services as a result of truancy, running away, and being beyond the control of their parents.

Receipt of funds is contingent upon counties not exceeding a prescribed commitment rate of juvenile and adult offenders to state correctional institutions.

Programs cover the entire spectrum of the justice system rather than probation supervision as in the past. Local County Justice System Subvention Program Advisory Groups, composed of a cross-section of the criminal justice system, are appointed by boards of supervisors and charged with the development of applications for funding. These advisory groups have worked to provide coordinated, responsive programs that represent the total justice system.

Local Justice Training

Recognizing that most local justice agencies lacked an in-service training capacity, the Youth Authority formalized its training role in 1953. Regularly-held training sessions are provided for such local correctional managers and practitioners as institutional administrators, juvenile law enforcement officers, probation supervisors and officers, and juvenile institutional personnel. Training has been provided to staff of all of the state's probation departments, juvenile halls, and a number of police departments. Annually, over 50 courses are presented to over 450 agencies and 1,100 staff.

INSTITUTIONS and CAMPS

40 Years Later

As of the beginning of August, 1981, there were 5,800 youthful offenders housed in 10 institutions and 6 conservation camps operated by the Youth Authority. The client population is far different than when the Department was established 40 years earlier. Some 50 percent were committed by either the juvenile or adult courts for crimes against persons. A substantial number have backgrounds of neuropsychiatric problems, and there are intensive treatment programs in three institutions to provide for such wards. The prevalence of criminal sophistication, gang involvement and backgrounds of economic and social deprivation represent substantial challenges to staff as they work with these young offenders to prepare them for their return to the community on parole.

Northern Reception Center-Clinic

On May 19, 1954, the Northern Reception Center-Clinic held its formal dedication. Heman G. Stark was the Director of the Department as well as the Chairman of the Youth Authority Board. James Eva was NRCC's first superintendent. The location was known as Perkins before it became part of the City of Sacramento.

The establishment of the Reception Center-Clinics in the north and south was one of the Youth Authority's earliest goals, and was seen as an effective means by which the needs and capacities of each ward might be understood and be used as a basis for planning institutional programs.

The physical facilities were smaller in the beginning years, with one 50-room dormitory for females on the north side of a dividing wall and two 50-room dormitories for males on the south side of the campus. The complex included the kitchen/dining rooms, the education building, and a multi-purpose program building. When the clinic opened, the administrative offices of the Superintendent were in the clinical services building along with medical and dental examination and

treatment rooms, a 19-bed hospital and outpatient clinic, a custody control center, and the ward receiving unit.

Early Years

In the early years the clinic population included male and female youths between the ages of 8 and 21. These wards exhibited a wide variety of problems ranging from simple maladjustment to serious anti-social behavior. Over the years the physical plant has grown to four 47-bed living units and one 40-bed living unit devoted to the reception-diagnostic program. The former isolated female living unit has served a variety of programs including the highly researched Community Treatment Project in the early 70's. Presently it is home for the Wintu Lodge Intensive Treatment Unit with 40 sleeping rooms. A 20-bed overflow dormitory is attached to the hospital building. An administration building was built in front of the clinic services building and most recently a full-size gymnasium was completed in 1980. All but one of the three buildings that once served as staff residences have been converted to the offices and training rooms.



Staff members at the Northern Reception Center-Clinic handle an opossum brought to the institution from the Sacramento Junior Museum to give wards some insights into nature.

In 1972 a co-educational treatment program was established at the Northern Clinic but was discontinued in 1979 because of a continuing drop in the percentage of females being committed to the Youth Authority. Since that time all female commitments have been received and programmed at the Ventura School.

Male youths received at the Northern Clinic now range in age from 12 to 23 and come from juvenile and adult courts in Northern and Central California. Status offenders (601 W&I Code) are no longer accepted by the Youth Authority. Including the intensive treatment unit (40 beds), the population ranges from 270 to 300. The length of stay at the clinic is three weeks to 90 days in the Reception Program and six months to three years in Wintu.

Diagnosis

The Northern Reception Center-Clinic's primary service is diagnosis. This service is provided both to wards committed to the Youth Authority by the juvenile and criminal courts and to youths referred by the county juvenile courts. Specialized medical, psychiatric, dental, and treatment services are provided at NRCC by a professional staff of doctors, psychiatrists, psychologists, dentists, nurses, dental assistants, a laboratory technician, and an X-ray/EEG technician. These services are supplemented by community medical resources of specialists and facilities in the Sacramento area.

In 1974 Wintu Lodge, the Northern Reception Center-Clinic's intensive treatment program, opened to help meet the Department's need to provide treatment for emotionally disturbed wards whose programming in regular programs created a multiplicity of problems. This 40-bed facility initially provided specialized counseling services for young men with particularly severe emotional and behavior disorders. As of December 1978, Wintu's services have been expanded by the addition of professional and line staff, so that the staff/ward ratio is almost one-to-one.



Eddie Tucker, whose 39 years of continuous service is believed to be a record among current Youth Authority staff, is shown at work at the Nelles School, where he is a teacher of U.S. government and history.



Members of the community turned out for an open house when Wintu Lodge observed its first anniversary. Wintu is the Northern Reception Center-Clinic's intensive treatment program.

Acceptance Criteria

Consistent with this augmentation and the opening of additional intensive treatment programs, and special counseling programs at other facilities, uniform acceptance criteria were developed for the three Intensive Treatment Programs (Wintu, SRCC's Marshall Program, and Preston's Redwood Program). Wintu typically selects wards for admission who exhibit either: (1) severe self-destructive behaviors (suicidal); (2) have strange beliefs, feel alienated or confused (psychotic); or (3) have disabling personality traits and act impulsively and/or aggressively (neurotic).

Wintu is completely self-contained with its own facilities for school, recreation, and dining. Each resident has his own room.

The Wintu program combines and integrates psychotherapy, schooling, recreation, work, and social activities. The residents attend at least three classes daily, small group sessions at least three times weekly, and community meetings twice weekly. Youth Counselor caseloads are no larger than four wards.

In addition to working with a Youth Counselor as primary therapist, supplemental treatment activities of bio-feedback, art therapy, and sexual, drug, and alcohol abuse counseling are dealt with by a multi-disciplinary staff of an art therapist, nurses, social workers, psychologists, and a staff psychiatrist. The main treatment approach that combines the principles and techniques of Transactional Analysis, Gestalt therapy, and behavior modification is applied not only in small group therapy but pursued and reinforced in all phases of the program by specific behavioral goals in the classroom, in recreation, and on work assignments.

Preston School

On December 23, 1890, an elaborate ceremony took place on a hill overlooking the small community of Ione, 40 miles east of Sacramento. The ceremonial "laying of cornerstone" was well attended and Governor R. W. Waterman gave the address of the day.

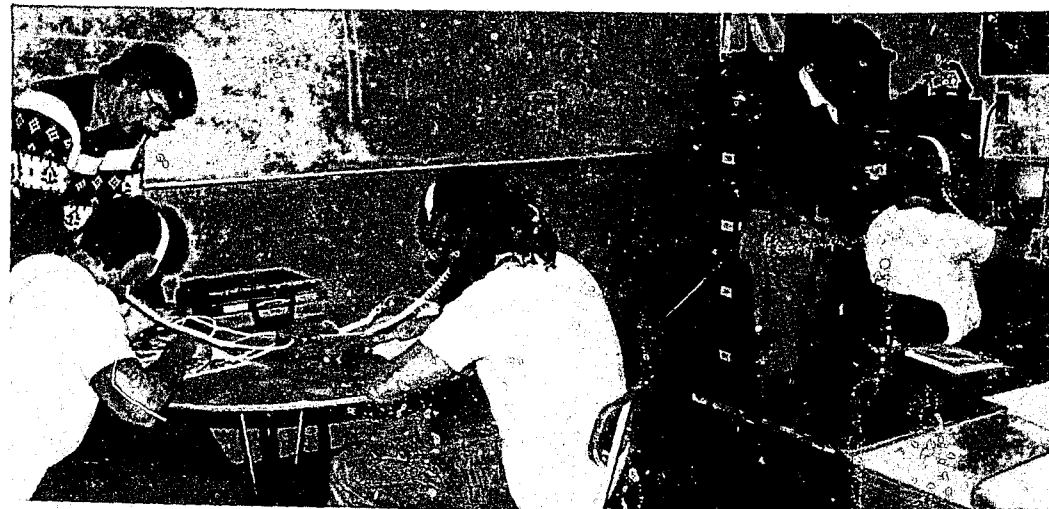
The "Castle" began its long historical journey on July 3, 1894, when seven young men were brought over from San Quentin. The numbers have increased to thousands and the flow to Preston has never ceased, although the Castle is a silent reminder of the past as it stands empty and shattered today alongside the present school grounds. In 1943 Preston became a part of the new Youth Authority. O. H. Close was the superintendent during this phase and was very active in supporting AB 777 (Creation of the Youth Authority Act). He stated in a letter dated April 10, 1941 to a commissioner in Juvenile Court, Los Angeles County, "... It is needless to say that once the Youth Authority is in full operation, it will require a number of trained experts in the field of delinquency and crime, and will need to utilize several well organized institutions as well as probation (parole) in its treatment processes. There is, I appreciate, a streak of idealism running through the whole bill which is not easy to attain. We should not, however, shy at the whole measure because of this fact, but should pass it and start the wheels rolling and modify the plan as necessary."

Plans Modified

The Youth Authority and Preston have modified the plan many times. Preston has moved through several philosophical approaches including heavy emphasis on trade (vocational) training, military training, psychiatric treatment programs, and the therapeutic community concept.

During the 1950's, an ambitious and needed reconstruction program was started and by early 1960, 27

Students work in an unusual classroom setting at Preston in a program for the functionally handicapped. The program, funded under Public Law 94-142, involves identification of functionally handicapped students, and providing special education programs for them, using such equipment as sound tapes and video screens, as shown above. Students are considered for the program when tests show they have a lower than sixth grade reading level.



major buildings were constructed or rebuilt. New living units, vocational shops, and administration buildings were all finished in an eight-year period under the leadership of Superintendent Paul McKusick and Director Heman Stark. Many of the old brick buildings were razed and in 1960, the "Castle" was closed.

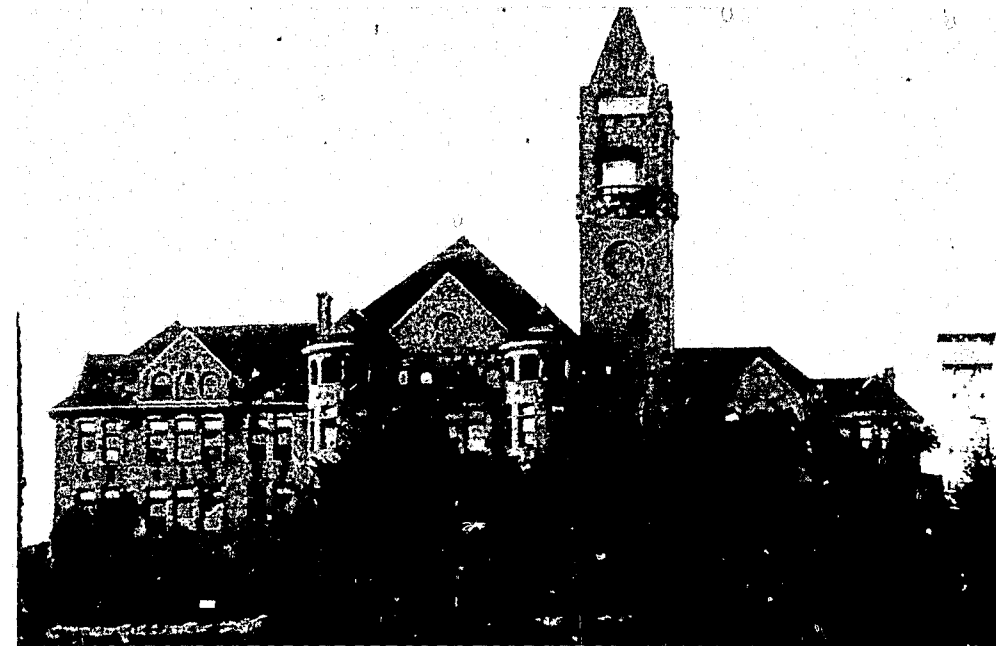
Closed, but not forgotten. At first, plans were made to knock it down, remove the hilltop stone and brick building with its 120 rooms, 27 fireplaces (only source of heat initially), school, hospital, swimming pool, and quarters for 250-300 residents.

However, due to its unique history and architecture (described as Romanesque Revival), a "Save the Castle" group was started and succeeded in obtaining a moratorium on razing the old building. A historical group is still meeting in an effort to save the "Castle". Unfortunately, the roof has deteriorated and the floors are collapsing. The structure has withstood several severe earthquakes and some say it will never fall. In 1974, it was designated a State Historical monument and in 1975, it was placed on the National Register of Historical Places.

Research Programs

Various research programs continued at Preston; Psychiatric Treatment Units, Typology—classification by interpersonal maturity levels, Drug Programs, etc. All of the new programs provided new answers, new techniques and certainly helped towards the view other states had of the department—a model youth corrections program.

The early 1960's brought a wave of new clients and the institution bulged with a population of nearly 1,000. Classrooms were everywhere, even on the stage of the auditorium. Each open dorm was packed with 60 wards. However, this overpopulation was short-lived and was reduced to the 800-plus figure.



Once upon a time all of Preston School—wards, staff, offices and program activities—were all housed inside the Preston Castle, a striking edifice which, gradually crumbling into ruin, looms over the modern school. The building is outside the institution fence and is no longer used.

During the early 70's, Preston reduced its population by almost half. DeWitt Nelson was opening and staff had an opportunity to transfer to their new program—pre-camp and work experience training. Preston, under the guidance of Superintendent C. A. Terhune, made a major change in its role within the department. Its mission: provide highly specialized treatment programs for the acute control, intractable, and disturbed ward population committed to the Youth Authority.

In mid-1972, Preston completed its reorganization plan and adjusted its population from 750 down to 430. It now had nine living units open instead of the 16 open during the early '60's. Its population consisted of Superior and Juvenile Court commitments in the 17-23 year age range. Disciplinary transfers, parole violators, acutely disturbed cases, rioters, drug abusers, and the non-sick "acting-outers" formed the bulk of the population, with a smaller number of first offenders filling out the population.



Volunteers, staff and visitors enjoy the food at Preston's FEAST dining hall, where wards receive training in food preparation and service.

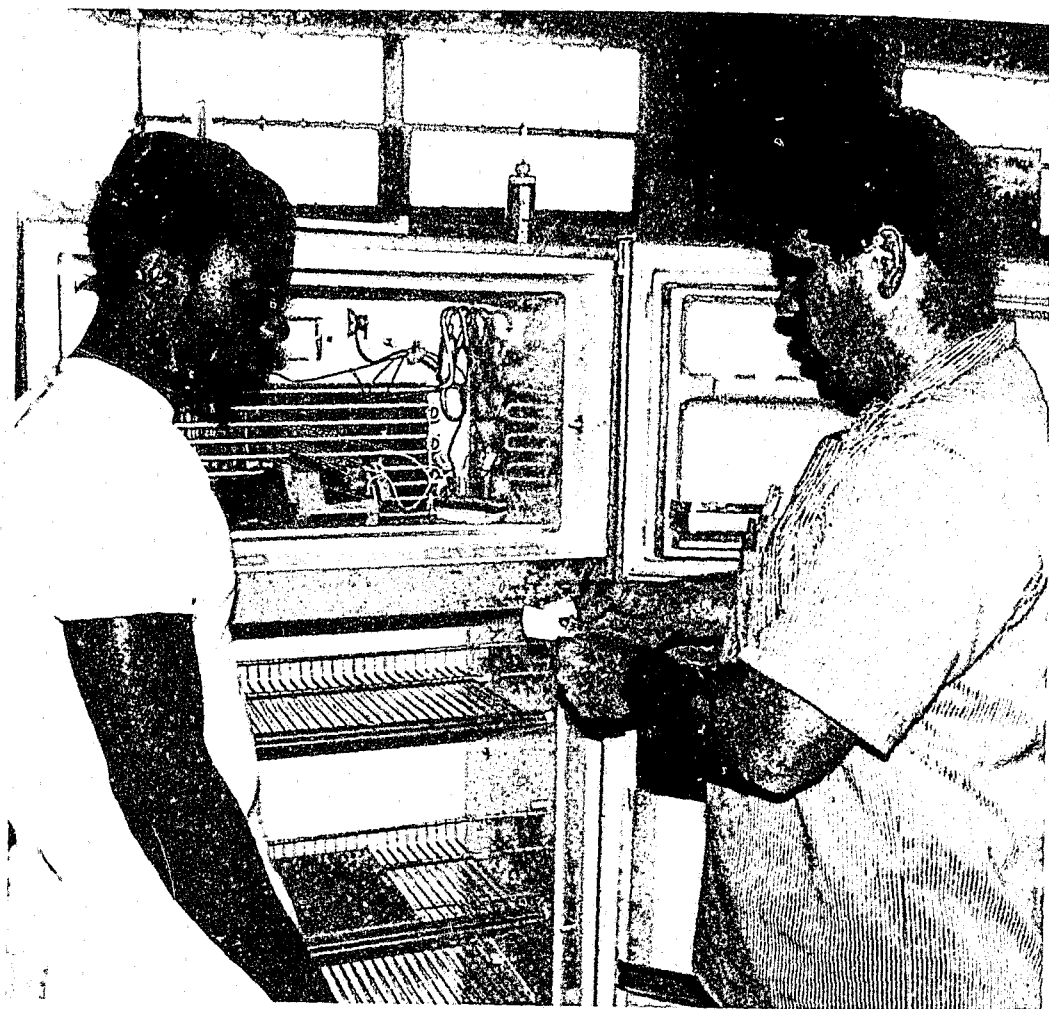
Changing Programs

Slowly, these programs have refined, changed to meet the changing population—although similar to types treated in earlier years, more violent in commitment offenses and in their relationships with others.



Intramural sports is regularly programmed at all institutions and camps. Through such activities, wards enjoy the healthy competition and increase their self-esteem.

One of the newest vocational programs at Preston School is refrigerator and air conditioning repair. The program was started after studies showed there were excellent job opportunities in this field. The institution is relying on donated refrigerators and air conditioning to carry out the program.



Committing courts increased the number of acutely disturbed and seriously ill wards to the department requiring intensive treatment. Early 1979 brought about the opening, again, of two units designated to fill a needed departmental void, Intensive Treatment and Specialized Counseling for wards 15 to 24 years of age.

Additionally, the Substance-Abuse Program known as Manzanita continued to function as a highly successful drug and alcohol treatment program. Success was measured in terms of graduates not returning to the use of chemicals.

The 80's started with all 12 units opened and filled to capacity. Plans are being made to increase casework services to all. Further implementation of this plan calls for a complete monitoring/evaluation process for each program and ward.

Ward Assignments

All wards can participate in the vocational programs: Auto Mechanics, Culinary Arts, General Shop, Printing Shop, Welding, Landscape Gardening, Carpentry, Horticulture, Refrigeration and Air Conditioning, Small Engine Repair, and/or academic school: remedial, high school, or college.

O. H. Close School

On a warm September evening in 1966 the O. H. Close School, named for a Youth Authority pioneer, was formally dedicated. It was the first institution at the Northern California Youth Center in Stockton and opened with high expectations for the new class of Youth Counselor and progressive concept of treatment teams.

The institution is constructed on a 32-acre plot. All of its buildings are situated around a full-sized football field and track. The major structures include an administration building, a 28-classroom education center, Special Education center, gymnasium, swimming pool, auditorium, Catholic and Protestant chapels, and four living units, each of which are composed of two separate 50-bed resident halls connected by a common dining room.

Four hundred wards are housed at O. H. Close School which provided an academic and treatment program for males in the 13 to 17 age range. The wards are assigned to six residence halls. A seventh hall houses a program for the youngest, most immature wards committed to the Youth Authority. This is a 35-bed unit for adolescents needing a protective environment or emotionally disturbed wards who have special program needs. An eighth hall houses the Student Aide Program. This program consists of 25 carefully selected Youth Authority wards, who give assistance to staff in the areas

of classroom tutoring, small treatment groups, and recreation. This training and experience is designed to prepare them for eventual work in the human service area. A noteworthy fact concerning this program is that it has consistently shown the lowest rate of recidivism for any program designed by the Youth Authority.

The educational program is an integral part of the treatment program. Two academic teachers and one shop teacher are assigned to each 50-bed residence hall. Thus, there are seven small three-teacher "schools" within the institution. Each teaching team is semi-departmentalized with all students getting an equal amount of time in all programs. The stress is on the basic subjects; however, the individual student's needs are kept in mind when setting his educational goals and preparing him to return to public school. Supplementary services are provided in remedial reading and remedial math through ESEA, Title I.

I-Level Classification

When O. H. Close School first opened, the treatment was based on the concepts outlined in the I-Level Classification. In 1968, O. H. Close entered a special project training all staff in the principles of transactional analysis. This intensive project lasted until 1972. Currently, a variety of treatment methods and tools are available; however, Transactional Analysis, as developed by Eric Berne, M.D., is the major treatment and training method used by the institution.

Within the broad framework of Transactional Analysis, the school's treatment activities are formulated and

carried out by each of the treatment teams. Each team is composed of one institutional parole agent, three teachers, one senior youth counselor, and six youth counselors. Treatment teams are supervised by treatment team supervisors.

In the mid-1970's the staff of O. H. Close decided to adopt the principles of Participative Management as their management model. This involves joint participa-



Mike Rosenthal, right, a Stockton businessman who died early in 1980, was a tireless benefactor for many years for wards at O. H. Close School. Mr. Rosenthal, who staged parties, purchased tickets for athletic events and furnished athletic and other equipment, is shown receiving a commendation for his efforts.

As if to pay a call on someone inside, a chicken strides outside the fence of the O. H. Close School. The institution is one of three at the Northern California Youth Center south of Stockton. All surround a common administrative core and share such services as food preparation, laundry, shoe repair and medical treatment. At one time 12 institutions were planned at NCYC, but the increasing commitment levels of the '50's and '60's later tapered off.





Team pride is instilled in wards in the various athletic programs carried on at institutions. This is the Humboldt Hall football team of O. H. Close School, which chalked up a 7-0 record in 1980.

tion of wards and staff at critical decision-making points. The goals of Participative Management include: The creation of a climate of fairness, normalcy, and greater safety within which treatment resources can be administered more effectively; teaching wards to function within the school's justice system; and teaching them to make responsible decisions and stand by them.

Community Relations

O. H. Close has always enjoyed a good working relationship with the local community. Many local colleges and universities place students in field work projects, internships, volunteer projects and work study programs. During the Spring a special program—International Week—is celebrated. Traditionally, local merchants donate refreshments and local talent donate their time greatly enhancing the festivities. One local merchant, Mike Rosenthal, had developed a special relationship with the O. H. Close School. His generous gifts have made possible many additional activities for our students. In 1980, the O. H. Close gymnasium was officially dedicated to the memory of this kind and benevolent man.

The early expectations and challenges of the treatment team concept have been met through the years at O. H. Close School. The programs developed and maintained have exemplified the approach of working together and accepting the talents of all team members in creating the most productive and rewarding treatment system.

Karl Holton School

Karl Holton School (built in the mid 60's of cement, steel and plaster) became operational in July, 1967. It is located on a 35-acre plot of land (approximately oval in shape and fenced with a single 16 foot high security

fence) in a farming area approximately three miles southeast of Stockton city limits. It consists of a total of eight buildings—four living units, administration complex, education complex, gymnasium/pool complex and double chapel. These buildings, located near the fence perimeter, surround a football field, track and grass play areas.

Each living unit houses two halls interconnected by a common dining/kitchen area. Seven halls are open dorm style with twelve individual rooms and two minimum security detention rooms. One hall has all individual rooms with two minimum detention rooms. No maximum security housing is available.

Young men (approximately 16 to 22—average age of 18.4) who need an educational program (remedial, high school or junior college) are housed at Karl Holton.

Karl Holton School relies on three organizational methods to enhance its treatment program.

1. The first of these methods is a "Classification System" which assigns a ward to his living unit.

2. The second organizational method is the use of a modified "Integrated Treatment Team"—a particular staffing pattern—which enables most of the staff who work with the ward (Youth Counselors, Parole Agents, Educational Coordinator, etc.) to participate in the total treatment program and treatment strategies developed for (and with) the ward. Treatment team embodies the concept of uniting a group of people with a variety of interests, education and backgrounds into a "perfect whole" or "working unit" and then focusing them onto a common goal—in Karl Holton's instance, helping a delinquent become non-delinquent.

3. The Third organizational method involves the use of a modified "Community Living Experience" (sometimes called a "Therapeutic Community"), a treatment milieu in which wards can observe and learn new ways to solve problems, control his behavior and attain his goals by using the "every day living experiences" in a positive and therapeutic manner and without resorting to delinquent solutions.

Karl Holton School is an educationally oriented institution and all wards coming to Karl Holton should need and/or desire further education. All educational programming is on an individual basis with wards being enrolled as their individual needs dictate. Program options include academic services on the special education, remedial, high school and junior college level. Vocationally, Karl Holton offers pre-vocational training in auto mechanics, landscape gardening, business education and construction technology. Some vocational and occupational guidance is available.

From 1968 to 1972, Karl Holton participated in a research project evaluating the effectiveness of "behavior modification" as a treatment modality. The results of the research were very encouraging and as a result Karl Holton has continued to use as its treatment modality,



An arbitrator hears a ward grievance at the Karl Holton School. The grievance procedure, piloted at Karl Holton, encourages fairness in ward-staff relations and is a factor in defusing institutional tensions.

a system of "Contingency Management" a form of behavior modification. Simply stated, contingency management is an application of "grandma's law"—eat your vegetables and you can have dessert.

When the assigned points are earned, the team evaluates readiness for parole and, if appropriate, makes a recommendation for referral to parole to the Youthful Offender Parole Board. Karl Holton is also using other complimentary treatment techniques including Rational Behavioral Therapy, Assertion Training and Bio-Feedback Techniques. The treatment program is further enhanced through the involvement of Foster Grandparents and M2 Sponsors and other volunteers.

In August, 1979, a specialized short term program known as the "PREP" Program (Planned Re-Entry Program) was opened on Donner Hall—a 50-bed living unit. This program is an intensive activity/counseling program designed to be completed in approximately six months from date of acceptance of the ward in the Youth Authority.



Karl Holton School wards enjoy a cruise of San Francisco Bay aboard a Navy destroyer. Such outside trips provide wards with new experiences which most have never enjoyed before.

DeWitt Nelson Training Center

DeWitt Nelson Training Center, the last completed of the three NCYC institutions, was opened Dec. 9, 1971. The dedication ceremony was held May 30, 1971. DeWitt Nelson, a former State Forester and former Director of the Department of Conservation, was present at the dedication.

The original program plan for the Center was to provide work experience training for the older, more mature Youth Authority ward. There was to be close affiliation with the Department of Forestry, NCYC Plant Operations, and the community. The planned education program was to be remedial and recreational. Classes were to be held on a volunteer basis at the end of the work day.

The major differences between DeWitt Nelson Training Center and the other NCYC institutions are: a smaller education facility, a central dining area and one "security" room per dormitory.

Changes in Youth Authority policy and Departmental needs called for modifications in the DeWitt Nelson operating plan when wards arrived in 1971.

The arts and crafts, and industrial arts shops were modified, and vocational education programs provided auto body and fender repair, automotive tune-up, small engine repair and landscape gardening programs.

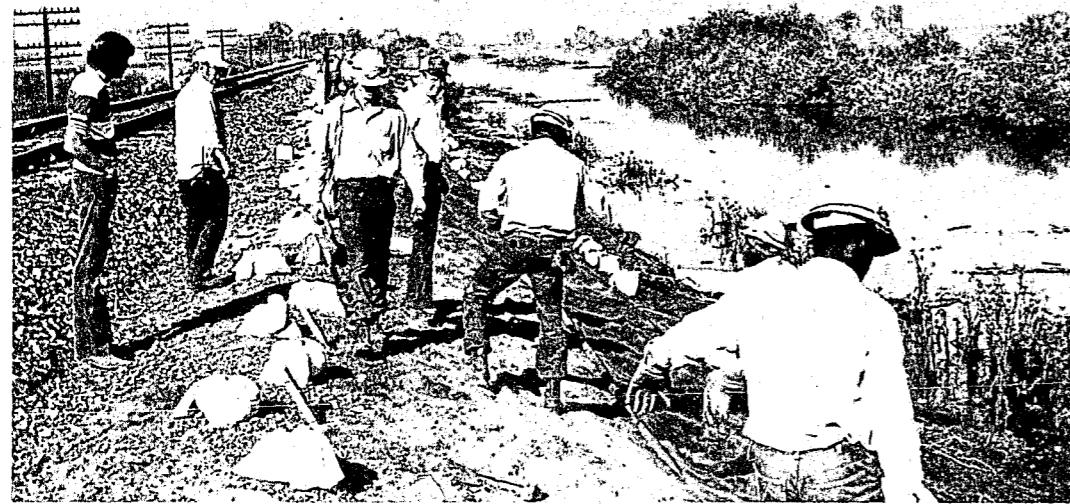
Vocational Rehabilitation Contract

A contractual agreement was signed with the Department of Vocational Rehabilitation. Counseling services were established at DeWitt. The NCYC staff dining room was reopened under Vocational Rehabilitation and manned by DeWitt Nelson trainees. The work furlough and off-grounds training programs were begun under Vocational Rehabilitation sponsorship. These programs were restructured and expanded as Youth Authority programs in 1977 when the Vocational Rehabilitation contract expired.

Until July of 1978 Forestry provided an 8-10 week screening, orientation and instructional program. Trainees successfully completing this program were transferred to one of the conservation camps. In July of 1978 the program was redefined and the DeWitt Nelson Conservation Camp was established to function as a full-fledged forestry camp.

Fifty trainees are involved in fire-fighting, flood control, and conservation maintenance. An academic teacher assigned to the program provides remedial instruction and preparation for the General Education Development Test.

The education program provides remedial and developmental courses in reading, math, language arts and those subjects required for high school graduation. A program for preparation for the General Education Development Test (GED) is also provided. Occupational Skill Training (shop) programs are offered in auto body and fender repair, automotive tuneup, carpentry, weld-



Wards of the camp unit at DeWitt Nelson Training Center worked around the clock when parts of the San Joaquin delta were flooded as the levee gave way in 1980. They placed sandbags and covered weakening levees with plastic in an effort that finally proved successful. The Youth Authority has two camp units within institutions —at DeWitt Nelson and El Paso de Robles.

ing and landscape gardening. The education program is divided into one half day "shop" and one half day academic classes five days per week. Classes are not in session on Wednesday afternoon to allow teachers and instructors to attend case conferences.

The education program is supplemented with both ESEA and VEA funds. A diagnostic and prescriptive program assessment is made in conjunction with the dorm case conference to comply with the mandates of PL 94-142.

The culinary arts program consists of three instructional phases, each phase conducted by a Vocational Culinary Arts Instructor.

Trainees assigned to the DeWitt Nelson kitchen (cafeteria) are instructed in sanitation, nutrition, and in the skills essential to the operation of the facility. Meals delivered to the institution are received, set up and served by trainees. The kitchen is secured in preparation for the next meal.

Culinary Arts Program

Trainees assigned to the central (NCYC) kitchen are under the supervision of Culinary Arts Instructor and the supervising cooks actively involved in the preparation of all meals served to trainees in the three NCYC institutions.

The work experience program is designed to provide on the job training in the variety of trades essential to the operation and maintenance of the Northern California Youth Center. Trainees are assigned to work in the NCYC Laundry and in the maintenance shops and with individual tradesmen. The trainee's work habits, effort, behavior and attitudes, are evaluated; and grades reported to the appropriate living unit staff. Tradesmen attend regularly scheduled dorm case conferences to evaluate trainee's progress in program.

The Delta Room is managed by a Culinary Arts instructor and provides training in all phases of restaurant

work for 15 DeWitt Nelson trainees. Breakfast and lunch are served to NCYC staff and visitors.

The Work Furlough Program provides on the job training outside the institution for those trainees who have made exceptional progress in institutional programs. Trainees may be granted work furlough 90 days prior to parole to enhance their transition into the community.

Arrangements have been made with the local Regional Occupational Center to provide training for qualified wards in skills not offered at DeWitt and/or advanced training in programs offered at DeWitt Nelson.

DeWitt Nelson Training Center offers, with few exceptions, a cross-section of Youth Authority programs for the "average" Youth Authority ward.



Weightlifting is a popular pastime at DeWitt Nelson Training Center. Wards compete against weightlifters from all parts of the west in an annual powerlift competition sponsored by the institution.

Southern Reception Center-Clinic

The Southern Reception Center and Clinic, located in the city of Norwalk, is, as its name denotes, the main reception point in southern California for young men committed to the Department of the Youth Authority by the various courts in the state. The Center's six living units and hospital have a capacity of 303 wards. There is a total staff of 340 with some 287 on a full-time basis.

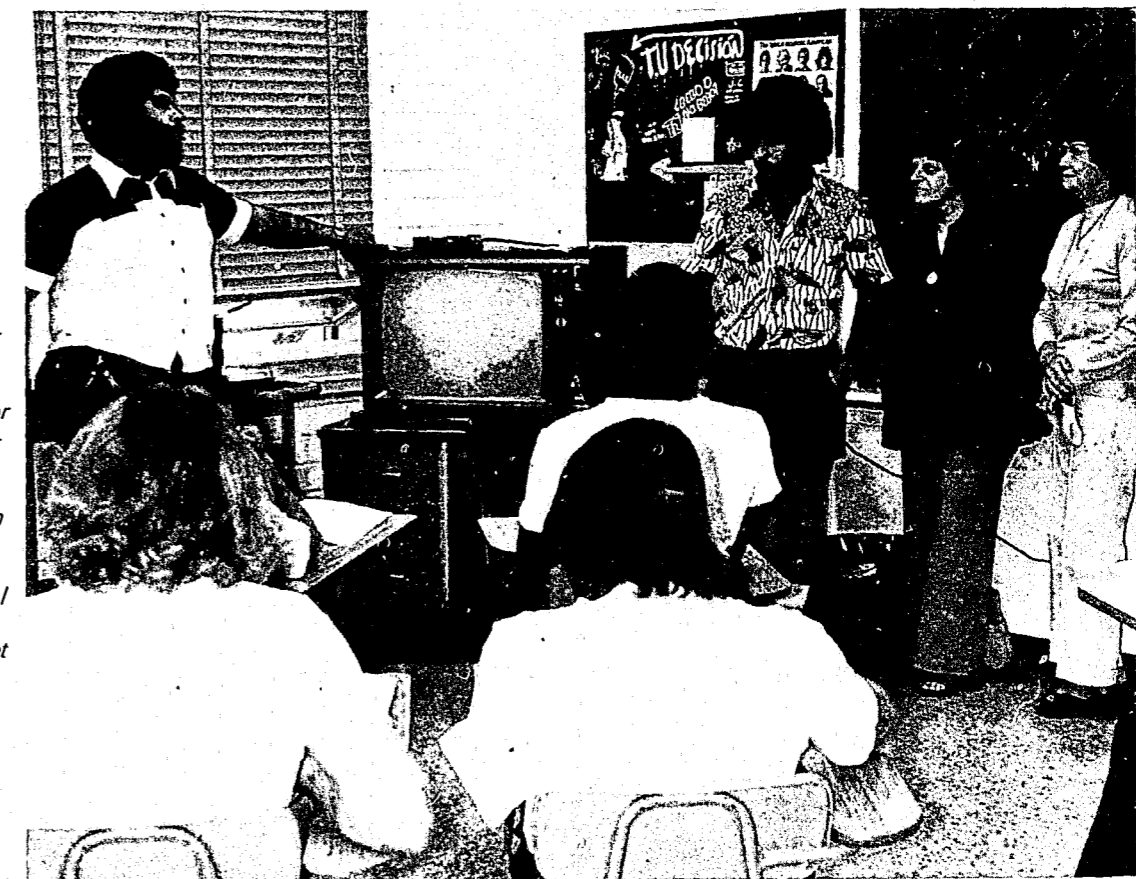
The new Youth Authority wards come from home towns as far north as San Luis Obispo, Inyo and Mono Counties. About one-fourth of all young men received have been in the Youth Authority before and are being returned for additional offenses. On the basis of special contracts, some young men are received from southern California counties as well as the states of Alaska, Arizona, Nevada, and New Mexico for special diagnostic study. These young men have not been committed to the Department, and on completion of their study, are returned to the referring court for adjudication of their case.

The clinical process varies according to the needs of the ward. Each ward undergoes a complete medical and dental examination, is given a series of intelligence, academic achievement, vocational interests and group psychological tests, receives a general behavioral study and may be interviewed and tested by a psychologist and/or psychiatrist. When the clinic study is completed, it is presented with recommendations concerning future incarceration and treatment to the Youthful Offender Parole Board. Wards are normally in residence for study and Board hearing from four to six weeks.

The Marshall Unit Intensive Treatment Program is located on the grounds of the clinic and shares some of the general wards' services. The program provides long-term residential treatment for 38 young men from 15 through 21 who have been committed to the Youth Authority and who are suffering from severe emotional and behavior problems. In addition, five beds are set aside for Crisis Intervention for wards on parole or in a Youth Authority institution and five beds are assigned to transitional service for wards on pre-parole status. The program includes academic and occupational or pre-vocational components, as well as a variety of treatment approaches. These latter include individual and group psychotherapy, psychodrama, Gestalt, biofeedback training, rational emotive therapy and reality therapy. The individualized strategies are developed by the treatment staff to meet the specific needs of the ward.

Opened in 1954

The Southern Reception Center and Clinic was opened in 1954 as a part of the Department's effort to achieve a uniform diagnosis and classification for all wards. For the first ten years, there were six units for males of varying ages and degree of sophistication and one unit for females. At the beginning of 1964, the reception process for females was transferred to the Ventura School. What was then called the Ramona Unit became a 90-day pre-parole Marshall Program, which in



The Marshall intensive treatment unit at the Southern Reception Center-Clinic has started a college program for wards, using a videotape recorder. Classroom lectures by Cerritos College faculty aired over a local TV station are taped and shown to wards in the Marshall program. The program is typical of the innovative planning routinely carried out to meet the needs of wards.

turn was replaced by the present Intensive Treatment Program. One of the early administrative changes which had significant impact on program for wards and staff was the reclassification of the position of Clinical Director to that of Program Administrator and then to that of Assistant Superintendent. With the consequent loss of all psychiatric positions and the use of occasional psychiatric consultants, there was a gradual change from the medical model of a teaching and treatment facility to that of a correctional reception center. The numerous ward work programs (landscaping, culinary and housekeeping) were replaced with paid staff. Most of the academic teaching and vocational instructor positions were transferred to treatment institutions with partial substitution by group supervisors serving as testing technicians. The separation of juvenile and superior court commitments has necessitated some re-arrangement of wards and staff, but has not significantly impacted on the overall program.

Clinic Shift

The clinic has shifted from a medical modeled clinic diagnostic program for boys and girls to a correctional reception center for young men.

The change in the nature of the institution reflects changes in the moods of the larger society, the policies of the different directors of the Department, and to a certain extent, the varying personalities of the succeeding superintendents.

El Paso de Robles School

As one walks through the main control area at El Paso de Robles School, images of a picturesque, peaceful school are viewed. Red brick buildings surround a large grass covered central area dotted with various trees. This was not always the case, however, as Paul McKusick opened the school in September, 1947, utilizing old, abandoned army barracks purchased from the Estrella Army Air Base. The initial group of wards came to Paso Robles from the Fred C. Nelles School in Whittier. Mr. McKusick personally picked the 20 original wards.

In 1950, the Youth Authority allocated funds for the construction of a new school. Consequently, El Paso de Robles School became the first institution designed and built exclusively for the Youth Authority and its population of troubled youthful offenders. The building process was slow by current standards and it was not until 1954 that a group of 300 wards transferred to the six new cottages. The institution was dedicated in June of 1954.

Detention Cottage

Several years later, the detention cottage was built. The unit featured 40 individualized rooms contrasting sharply with the other units that were open dormitory style facilities. The final two units, San Simeon and Los Robles, were completed in 1959.



Wards of El Paso de Robles dig for Indian artifacts in an unusual program carried on by the education program during the 1970s.

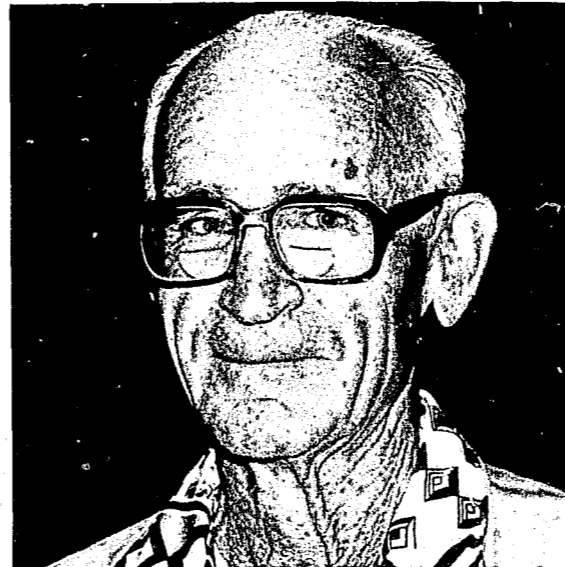
In 1972, the Youth Authority decided to close several facilities, of which Paso Robles was one. Closures were necessitated by a sharp decline in commitments, mostly the result of increasing use of probation subsidy by the counties. The closure, however, was short-lived as the commitment rate began to climb again. In May, 1974, El Paso de Robles School reopened. Before the reopening, several months of difficult work was needed to clean the grounds of overgrown weeds, repair plumbing fixtures and paint as the extremes of Central Coast weather had taken its toll. By December, six units were fully operational.

Younger Offenders

El Paso de Robles School is primarily an educational institution for younger offenders. The average age of wards is approximately 17.5 years.

Ten cottages comprise the core housing facilities of which eight are essentially the same. Namely, they are combination dormitory-individual room type with a capacity of 50. Nacimiento and Cambria are substantially different. Nacimiento has 32 rooms which house the institution's kitchen support crew. In addition to working a full shift, wards also have a full-time general education instructor to complement their program. Cambria, the Specialized Counseling Program, also has a full-time instructor to develop a personalized education program for 17 highly aggressive wards who are isolated from the main population from three to five months because of recalcitrant behavior.

Special programming is also designated for two of the 50-bed units. Los Robles, for example, is a Forestry Camp. Fifty wards are trained firefighters and work with the Department of Forestry throughout the year.



Paul McKusick, whose name appears several times in this narrative, is a pioneer Youth Authority staff member who was named superintendent of the Fred C. Nelles School in 1942. He subsequently served as superintendent of the El Paso de Robles School when it first opened in 1947, and as superintendents at Preston School and the Northern Reception Center-Clinic. He retired as administrative officer of the Youth Authority Board in 1972 and has recently been active in historical projects involving the Youth Authority.

To complement on-the-job work experience in California's forests a full-time teacher is assigned to the program. San Simeon College also has a specialized multiple program. Many wards attend college classes while earning credits towards an Associate of Arts Degree through Cuesta, the local community college. Other San Simeon wards work full time as school aides, janitors, grounds crew helpers, laundry assistants and stock clerks. San Simeon also serves as the orientation unit for newly arrived wards.

Unique Classes

The school program at Paso Robles has several unique classes. A Science-of-the-Sea course trains wards for employment in the fishing industry. Students actually spend four days at sea on a commercial fishing boat to gain first-hand knowledge of the trade. A bicycle repair program is in operation. Local county law enforcement agencies donate unclaimed bikes to the school. Students repair, sand and paint the bikes which are donated to various children's organizations in the community. Basic woodworking and upholstery is also taught with much time spent on repairing and re-upholstering items from the institution.

Fred C. Nelles School

The Fred C. Nelles School, located in the city of Whittier, is the oldest of the residential institutions in the California Youth Authority. It was established 50 years before it received its present name.

On February 2, 1889, the "State Reform School for Juvenile Offenders" was established by the California Legislature for "the discipline, education, employment reformation and protection of juvenile delinquents," in the county of Los Angeles. It was dedicated by Governor R. W. Waterman on Feb. 12, 1890; however, it was not opened for occupancy until July, 1891. The Institution was founded to establish a permanent place for juvenile delinquents and wayward children. The original site included 160 acres of land, 40 of which were donated to the state by a Whittier resident, to be returned to his estate should the institution ever be closed. There are presently 89 acres. The school was divided into two sections, one for girls, and another for boys who lived on the opposite side of the grounds. This arrangement ended in 1916, when the girls were moved to the Ventura School.

Name Changed

In 1893, at the request of the school administrators, the State Legislature changed the name of the institution to the Whittier State School. The philosophy of the school remained the same until about 1921 when it was changed at the request of Fred C. Nelles, who had been superintendent since 1912. The new act stated "there shall be established and maintained in this state a junior state school, an educational state institution for boys who are in need of education, training, care, supervision and moral development, therein provided." The word reform was dropped from all reference to the institution's philosophy. Basically this philosophy has continued to the present.

Following many years of uncertain leadership and unfavorable publicity, Fred C. Nelles was appointed superintendent in 1912, a position he retained until his



Nelles School football players practice with blocking dummies on the school field. The Nelles team has been playing community high schools for several years and, in 1977, was selected for the California Interscholastic Federation playoffs even though most team members had never played together before.



The Nelles School's commodious grounds are studded with several kinds of native California trees.

death on March 23, 1927. The school had many superintendents during its existence, but Fred C. Nelles stands out most prominently because of his modern ideas concerning the treatment of maladjusted children. Following Nelles' death there followed many years of program deterioration.

In 1941, to honor Nelles, the institution's name was changed to the Fred C. Nelles School for Boys. Paul J. McKusick was appointed Superintendent on July 3, 1942, the first under the newly formed Youth Correction Agency. Under his firm leadership positive results were almost immediate.

Key Problems

One of the key problems faced by superintendents has been the condition of the physical plant. The first major rebuilding was the result of an explosion in the boiler plant in 1913 which destroyed the power house and damaged several other buildings. Most of the buildings were replaced following their condemnation after a Grand Jury investigation. From this time until the early 1960's, little else was done to the physical plant. At that time a full-scale rebuilding program was put into effect to replace most of the buildings. By 1964, the facilities were expanded to accommodate 436 boys, and by 1965 the entire rebuilding program was complete. Since that time, there has been no new major construction. Five buildings remain which are over fifty years old and are considered State Historical Sites.

Fred C. Nelles School houses boys who are Juvenile Court cases, and Criminal Court minors. Some Criminal Court adults who have turned 18 while in the institution and have uninterrupted placement or who are grossly immature may also be housed at Nelles School. The present population at the Nelles School is 466 wards ranging in age from 13 to 21 with an average age of 16.7.

The average period of time a boy remains at the school is 14 months.

The program at the Nelles School is based on Reality Therapy principles. The ward earns "good time" regularly by following specific treatment objectives. As mentioned earlier the basic philosophy of the school has changed little since Fred C. Nelles' time. Education and social adjustment are still the key goals of the school. This is accomplished by a program of intensive counseling at the living units, and a school program that includes computer, reading and mathematics laboratories, intensive remedial instruction, a library, and a curriculum which is geared to academic school subjects required for high school graduation. In addition regular family contact is encouraged through regular visits and the exchange of letters.

Program Monitoring

Recently, Program Monitoring and Evaluating Systems have been instituted at Nelles to monitor the case management, security, and management practices.

Prior to 1979, Nelles demonstrated a 55 to 58 percent violation rate after a two-year parole experience. The latest statistical information published indicates that of 372 wards paroled in calendar year 1979, there was a 38 percent violation rate. Although this is a one-year parole experience the results are very promising.

The present physical plant consists of 34 major buildings, 11 of which are used for living quarters for the wards. There are 315 employees who man the institutions facilities 24 hours a day. Supplementing these employees are members of the Foster Grandparents Program and volunteers from the local community. The uniqueness of the institution being in the center of a thriving community presents a unique situation to be part of the community and share in their many resources.

Ventura School

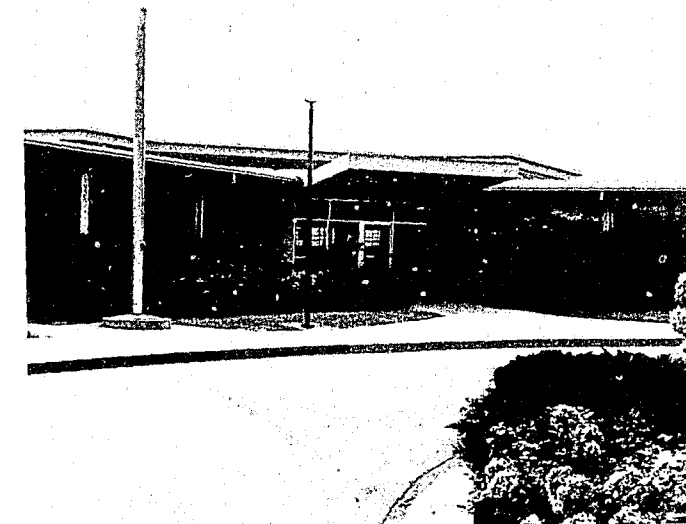
The Ventura School, located in Camarillo, is the only California Youth Authority facility receiving females. It is co-educational with a budgeted population of 545 wards. There are 12 living units with 5 of them housing females and 7 housing males. All wards have individual rooms.

Aside from the living units, other activities are co-ed. Ventura School's program includes academic instruction at the remedial, high school and college level; vocational training; limited psychiatric/psychological services; individual and group counseling; recreation; medical/dental services; church and religious instruction; substance abuse counseling and an extensive community volunteer program. When wards demonstrate their ability to act responsibly, they also have opportunities to go into the local community for recreation, work and educational experiences.

More vocational training opportunities, although limited, have been recently introduced into Ventura School. This was initiated in the interest of the female population. Vocational training for males is available at other YA institutions and so it was determined that females had a right to vocational training at Ventura School. However, males are also involved in this training.

Female Living Units

Ventura School has two living unit special programs that are exclusively for females. The Specialized Counseling Program is for females who have severe emotional problems requiring an intensive psychotherapeutic environment. The Monte Vista program is for females who demonstrate severe behavior



Visitors to the Ventura School enter through the administration building. The school receives a large number of volunteers and has close links to the Ventura County community.

disorders requiring increased supervision, structure and casework intervention. There is one special program for males at Ventura School. This is the Planned Re-Entry Program (PREP). It is located on a 50-bed living unit, is a short-term, early release program to be completed in four months.

The college program at Ventura School is co-ed and provides education to 98 males who are housed on two college designated living units. The female college students are housed on one female living unit along with high school females. The students for college are screened and selected by the College Classification Committee.

New Institution

Historically, the young females, who were wards of the State under the Department of Institutions, were housed at the Whittier State School (now Fred C. Nelles), which was a co-ed facility. This was from 1889, when it opened, until 1916. In 1916 the females were moved to a new institution in Ventura which was named the California School for Girls. In 1962 a new institution was built on the present site in Camarillo. The name was changed to Ventura School in 1970 when the institution became co-ed.

The present Ventura School facility consists of some 500,000 square feet of building space on a 45-acre campus surrounded by a 14 foot high perimeter fence located on 111-acre parcel of land. Construction of the facility in 1960-61 cost roughly \$12 million. Replacement cost today would be roughly \$50 million. The operations budget for fiscal 1980-81 (excluding capital outlay) is \$11,458,910. This translates to a per capita cost of approximately \$21,025 a year per ward. Some 343.6 staff positions are budgeted to serve the population for a staff/ward ratio of 1/1.6.



Ventura School's recently-established animal grooming program trains young men and women for careers in this burgeoning field. Dogs are furnished by the Humane Society and local animal shelter.

Youth Training School

The Youth Training School is the largest of the California Youth Authority's institutions, located on 200 acres in Chino, 45 miles southwest of Los Angeles. The staff total approximately 600 full-time employees.

Legislatively established in 1959 as "an intermediate security type institution," the Youth Training School's primary purpose is "to provide custody, care, industrial, vocational and other training, guidance and reformatory help for young men too mature to be benefited by the programs of correctional schools for juveniles and too immature in crime for confinement."

It was the first Youth Authority facility constructed to house older wards who until that time were under the care of the California Department of Corrections.

Groundbreaking

Groundbreaking ceremonies were held on May 26, 1958, and the first phase of construction was completed by December 1959. This provided one 400-bed living unit ready for occupancy and the first 45 wards were received on Jan. 4, 1960. It was not until Aug. 24, 1961, that the third and final 400-bed unit began receiving wards. When filled, the institution can house 1,200 wards. The \$15.1 million construction cost provided a facility which had the features and advantages of a small institution but the economy of a larger one.

Central offices for administration, accounting, feeding and hospital facilities supply services for all three housing units. The living units are two-story, with two identical floors holding 200 wards on each floor. Each ward room is 7 by 9 feet in area furnished with institutional beds built onto the wall, metal desks and stools, cabinets for personal items and clothes, and toilet facilities. There are two control centers on each floor with four wings branching off, which holds 25 wards in each wing. The control centers have large windows looking into two separate day rooms which facilitates the staff supervision, as well as allows wards to communicate from the day room to staff in the control center.



With the largest vocational program in the Youth Authority, the Youth Training School's trade area is a scene of intense activity daily. A total of 22 trades, ranging from auto shop to welding, are offered.

Religious Programs

Catholic and Protestant chapels (each having 222 seating capacity) are located within the institutional grounds. They are staffed with full-time chaplains who provide weekly church services and are available during the week for consultation with wards seeking their services.

When first opened, the Youth Training School did not accept wards who had been convicted of narcotics or violent crimes, or who had escaped from other institutions. Today, 70 percent of the ward population at the Youth Training School are committed for violent types of offenses.

By 1975, it became apparent that the basic program of mandatory vocational training which had not changed substantially since the school opened, did not now meet the needs of the ward population. Both wards and staff were dissatisfied with the program and treatment opportunities; racial conflict and tensions were high; they felt unsafe, and efforts to establish and maintain conditions which provided a stable, safe atmosphere were hampered by out-of-date programs and practices.

Voluntary Program

A new treatment modality, the Voluntary Phase Program, was developed which provided each ward the opportunity to make a choice of program to meet his needs ranging from minimum to maximum program involvement. Later the addition of a Case Management System and Life Planning components enhanced the opportunity for staff to work more effectively with each ward. As a result, this generated a diversified approach to dealing with delinquents who exhibit multiple treatment and more acute control and management needs.

Program elements at the Youth Training School are now based on a series of contractual agreements between the ward, his counselor, his instructor and his behavioral expectations. These aspects include his educational program (academic classes, vocational training

One of the popular vocational trades offered at Youth Training School is upholstery, where wards are shown busily recovering chairs used in the institution's living units.



and work experience) and his counseling, especially the factors which brought him into the institution. The ward earns a graduated series of rewards based on his performance in the above areas. His achievements are measured and documented. The ward's degree of responsibility in meeting his commitment correlates to some degree with his readiness for parole.

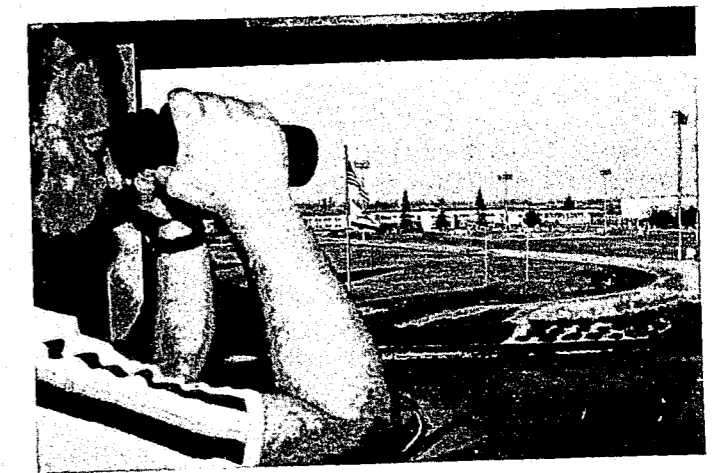
A wide variety of treatment programs give the ward an opportunity to make choices concerning what his program is going to be in the areas of personal, social, educational and vocational development. In operation are 12 separate treatment teams, composed of two 50-bed companies, where wards of homogenous behavioral dynamics are placed together by residential unit. These programs are: diagnostic services; orientation; pre-parole; alcohol abuse; drug abuse; and first offenders (two treatment teams which separate younger, more criminally unsophisticated and less institutionalized wards from the rest of the institution; plus one treatment team reserved for the older first time offenders). The general population treatment teams house the older, more criminally sophisticated wards without special needs.

Education

All wards, except those in temporary detention, are involved in an educational program. Academically, this school offers remedial, high school and college services. In addition, special classes are held to prepare the wards for release in the community. A night school program offers extra curriculum classes. Vocationally, the Youth Training School offers 22 trades which provide the opportunity to work in that trade: Auto Shop, Auto Shop Body Repair, Auto Paint Shop, Bakery, Barber, Brick Masonry, Building Maintenance, Butcher

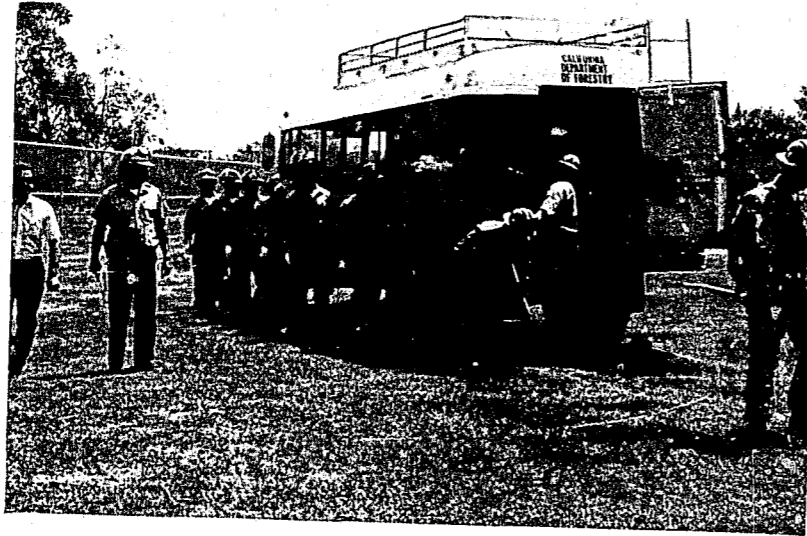
Shop, Construction/Labor, Culinary Arts, Furniture Repair, Graphic Arts/Print Shop, Machine Shop, Mill/Cabinet, Paint Shop, Plastering, Plumbing, Refrigeration/Air Conditioning, Sheet Metal, Upholstery, Warehousing and Welding. A work release program is in operation for wards who have been approved by the Youthful Offender Parole Board. For wards recommended by their trade instructors for job placement, job development coordinators search out good jobs in the community for their placement upon release.

The established criteria for placing wards at the Youth Training School are: (1) Ages 17-24; (2) Too mature for other California Youth Authority facilities; (3) Older, more delinquently oriented wards; and (4) Not a protective custody case.



The tower provides security staff with a good vantage point to scan grounds at the Youth Training School.

Wards of Youth Authority conservation camps are constantly in training for their ongoing work of conservation and firefighting. The training is carried on by the Department of Forestry, with which the Youth Authority works in conducting camp programs.



Conservation Camps

Washington Ridge

Washington Ridge Camp is located on a 40-acre site at the 3800-foot level in the beautiful Tahoe National Forest. Construction was begun on the camp, about 10 miles from historic Nevada City, in 1959. The camp was dedicated on Nov. 4, 1961 with Edward Schuckert, who had supervised the construction, serving as the first Forestry Superintendent. The Youth Authority Superintendent was Bob Baham. Already located in Nevada County was a "spike camp", a 25-bed unit at the Forestry Station in Smartville. The Smartville facility became a "spike" of Washington Ridge when it opened. The "spike" camp operated until 1966 when it was eliminated from the budget.

The Washington Ridge forestry crews have become quite active in many projects in the area. There are on-going fuel break projects which were begun in the 60's and are still being expanded and maintained. The crews have been involved in valuable assistance to the State Department of Parks and Recreation. Much of the camp site preparation at the Malakoff Diggins State Park north of Nevada City was done by the crews. They were also actively involved in building restoration in the historic gold mining town of North Bloomfield, which is a part of the Malakoff Diggins Park. More recently, the crews have assisted in restoration work on the facilities at the Empire Mine State Park in Grass Valley, which is one of the newest State parks. Maintenance work is also being done at Donner State Park, near Donner Lake.

Several years ago, when the park system was restoring the longest single span covered bridge in the United States, near Bridgeport, the camp went into the manufacture of the shingles which were used to cover the structure in the restoration.

Fire-fighting activities all over the State of California have been a major activity of the crews and staff. Every

year the crews are dispatched to many forest fires. One of the most newsworthy ones were the Malibu Fire in 1970, which was part of a series of extremely devastating fires throughout Southern California that year. The fire made a rapid change in direction and swept over one crew as the crew members were scrambling for safety. The crew bus was destroyed by the fire, but all crew members were spared.

The camp was built in a circular pattern around a park-like area in which is now being developed a small mining equipment display. On one side of the circle is the Youth Authority Program area, including the 80-bed dorm and a building containing the recreation hall, kitchen and dining area, craft room and class room. There is a paved play court for basketball, handball and volleyball, and a large baseball field which has been revamped and planted with grass. The field is dedicated to the memory of the third Youth Authority camp superintendent, the late Lloyd A. Cochran, Sr., who will long be remembered by friends throughout the Youth Authority as an outstanding administrator and gentleman.

The administration building is at the entrance to the circle, and across from the program area are the Forestry garages and warehouse. The camp has a Forestry surplus property program and is used as a distribution point for supplies going to many Northern California Forestry facilities.

The camp has a Youth Authority staff numbering 30, and a Forestry staff of 10. Wards are selected for assignment to camp based on age over 16.5 years and program needs in the area of learning to work and high school completion. The camp has a very active school program in the evening. Assistance is given by well-trained professional tutors who have volunteered their services. In addition to regular school activities, there are craft programs in stained glass, which has been taught by a community volunteer for nearly four years, ceramics, leather work and woodworking.

The program is also enhanced by weekly meetings for alcohol and drug counseling, as well as religious study. Outside trips to varied community activities are also provided, and each year one of the activities which has become an on-going tradition is the Christmas dinner hosted for the entire camp population at the Nevada City Elks Club.

Pine Grove

Nestled among the tall whispering pines of Amador County, Pine Grove Camp has operated continuously as a conservation camp since the days of the Great Depression. Originally conceived as a Civilian Conservation Corps facility, the direction and management of the Camp was relinquished to the California Youth Authority in 1946.

Committed to the conservation of human and natural resources, Pine Grove CCC was re-named Pine Grove Youth Conservation Camp. During the late 1960's the original camp facilities were razed and in their place new, contemporary buildings were constructed. On May 9, 1970, the new facilities were dedicated.

Pine Grove is operated as a joint venture with the California Department of Forestry, as are all Youth Authority camps. Its staff and facilities are dedicated to the principle of providing rehabilitative services to youthful offenders while providing conservation services for California's natural resources.

A maximum of 80 youthful offenders can be assigned to participate in the camp program during any particular period of time. The Pine Grove YCC rehabilitation program is specifically designed to provide delinquent youths with positive counseling services. It also allows each young man the opportunity to grow and mature through physical conditioning and exposure to institutional and community service projects.

Conservation projects undertaken by the Pine Grove YCC population may be observed throughout the State. Conservation services have been provided and continue to be provided whenever and wherever the need arises.

During the designated high risk fire season (usually from May through November), Pine Grove YCC as well as the other Youth Conservation Camps in the State system, provide active fire suppression services for the thousands of forested acres that exist for the enjoyment of all. At a moment's notice, project crews may be dispatched to a troublesome fire anywhere in the State and remain at the fire site for weeks at a time without returning to the Pine Grove facilities. During the height of past fire seasons it has not been uncommon for



Conservation camp crews played a major role in stemming a serious fire outbreak near San Bernardino in 1980. Here, Director Pearl S. West and a ward receive a plaque of appreciation on behalf of all the crews from Senator Ruben Ayala and Assemblyman William Leonard.

Wards at Pine Grove last year spent months restoring a locomotive that had been used as a Gay 90's era movie prop. When the job was finished, the resplendent relic was moved to the Amador County Museum.

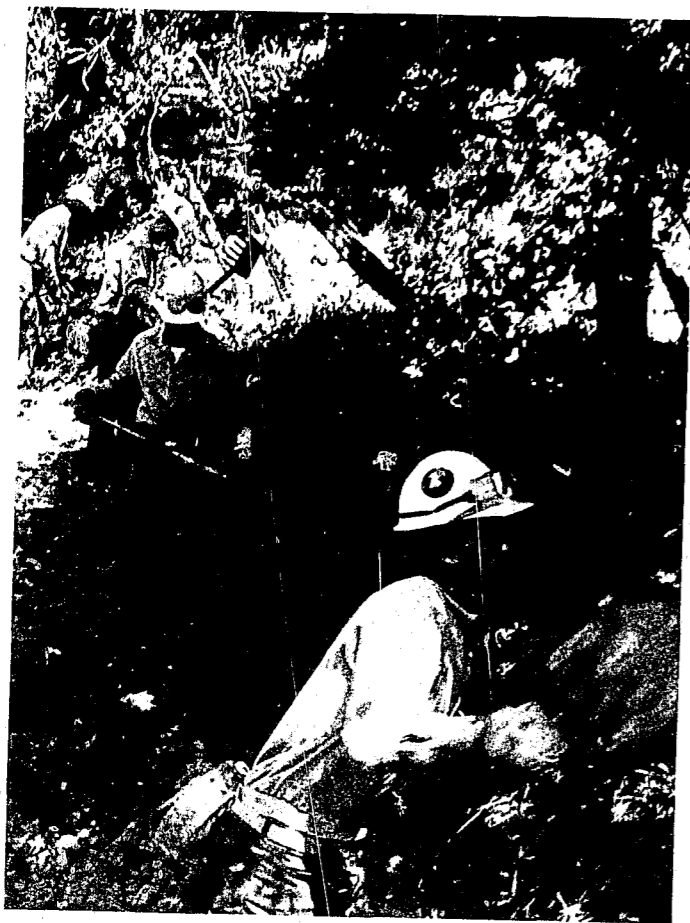


project crews to be released from one fire and immediately dispatched to another fire. In 1980, Pine Grove crews participated in 33 fires and provided in excess of 23,000 man-hours of fire suppression services. In recent years it has not been uncommon for Pine Grove YCC to log in excess of 28,000 man-hours during a single fire season.

In the off-season (non-fire season) Pine Grove crews involve themselves in a myriad of conservation and public service projects. These project assignments include, but are by no means limited to construction of fire breaks and fuel breaks, brush removal, reforestation, nursery projects, forest insect/disease control, re-routing roads, clearing snow, providing water canals for near-by communities, refurbishing picnic grounds, and providing wood for the stoves of Amador County's senior citizens.

As an adjunct to the regular camp program, Pine Grove YCC is extensively involved and committed to various community activities and associations. Among the community based programs available to the Pine Grove YCC population are: Alcoholics Anonymous, Care and Share (an extension of A.A.), Community Church of Pine Grove, educational tutoring services (supplementing a full array of remedial through high school graduation courses), and inclusion in the Pioneer Community Slow Pitch Softball League. At present approximately 50 percent of the camp's population is directly involved and matched with community sponsors. Each of these programs is considered extremely beneficial in assisting the ward population to establish a positive pattern for life, thus enabling them to make a smooth transition upon return to their respective communities.

The desire of Pine Grove YCC staff is that each young man who passes through will become a productive citizen and assume the responsibilities of tomorrow's leaders.



Conservation camps perform a variety of conservation tasks in addition to their key role of fighting fires in the state's mountains and foothills. Here, a crew clears a ditch used for the domestic water supply of Plymouth, a Mother Lode community.

Mt. Bullion

In years past, Mt. Bullion was preceded by a main camp at Coarsegold with a spike camp being operated out of the Mariposa forestry headquarters.

Eventually it was determined that the water supply at Coarsegold Camp was not adequate for the needs of an 80-bed facility, so it was decided to move the main camp from Coarsegold to the Mariposa area. Land was purchased near the top of Mt. Bullion and in 1956 construction began on the Mt. Bullion Youth Conservation Camp. The road leading from Highway 49 to the camp location was built by the wards and in 1957 the camp was dedicated.

Spike Camps

From 1957 until 1967 Mt. Bullion served as the main camp and operated two 20-bed spike camps, one at Blasingame and the other at the old main camp site at Coarsegold.

Like all other youth conservation camps Mt. Bullion is operated jointly by the California Department of Forestry and the California Youth Authority.

The makeup of the ward population is kind of a duke's mixture, with the exclusion of those who are not mentally or emotionally fit for camp duty—sex offenders, arsonists and wards who need the security of a medium or maximum custody setting. The average age of the wards is 19.5.

The camp program is primarily a work program with the work projects set up under the direction of the California Department of Forestry and the Youth Authority providing counseling and supervision.

The work projects may vary from snow removal to firefighting and the crews can be directed to any portion of the state by the Department of Forestry, and can be away from the camp for extended periods of time.

1980 Fire Season

During 1980 fire season, Mt. Bullion Camp responded to 65 fires and provided 39,082 ward-hours related to fire suppression. Also during 1980 162,792 ward hours were provided to various work projects set up by the California Department of Forestry.

The camp has a full-time teaching position and wards can earn units towards a high school diploma, can be involved in a GED program and can also receive remedial help.

Recently a half-time substance abuse counseling position was added and both small group and individual counseling is provided for wards that have a history of substance abuse. Wards involved in the program are divided into two groups and each group meets with the substance abuse counselor twice a week. There is also time for individual counseling and a drop-in center for other wards who are not in the program but wish less structured help regarding a substance problem.

There is also a variety of recreational activities which include involvement in the Mariposa County Recreation Department's softball and basketball league.

The camp also provides hobbycraft and intramural activities throughout the year.

The wards are paid for the work that they perform and can either save this money as a nest egg when they get out on parole or use it to purchase items that are sold in the camp canteen.

Temporary Detention

Both Fresno and Bakersfield parole units use Mt. Bullion to house wards placed on temporary detention. These wards are placed into the regular program and perform the same duties as the rest of the camp population. They must meet the same entrance criteria as the regular camp population and they must be 18 years of age or older or if they are 17 years of age they must have a firefighting consent signed by their parent.

The personnel at the camp consist of 10 Department of Forestry staff and 22 full time employees of the Department of the Youth Authority.



Youth Authority Director Pearl S. West and representatives of the National Guard and the Youth & Adult Correctional Agency review cadets of the Ben Lomond cadet corps program. The program has proved extremely successful since it was first instituted in 1978.

Ben Lomond

The "Ben Lomond Mountain Camp" was established by the Youth Authority in the Santa Cruz Mountains in 1947. Reconstructed Civilian Conservation Corps buildings moved from South San Francisco provided shelter for the 40 wards originally assigned to the camp. Then, as now, the primary mission of wildland fire suppression and conservation work provided the CYA with a healthy, wholesome alternative to ward placement in institutions.

A unique aspect of the program from the outset was the tree nursery. Beginning in 1950 as a modest four-acre project producing about one-half million trees for reforestation, the nursery now cultivates 17½ acres which yield up to 5 million seedlings for use by the citizens of this state each year. Standing as testimony to this project are two coast redwoods planted from seed in 1950 which now stand over 100 feet tall.

By 1960, the camp was officially redesignated the Ben Lomond Youth Conservation Camp to conform to the statewide program. In 1968, the "old" buildings were replaced by a modern physical plant consisting of a separate dining hall plus kitchen, a self-contained living unit for 80 young men, a recreation building including classrooms, a building for administrative offices, a staff dormitory, vehicle garages, a warehouse and a maintenance shop. The current facility represents the highest state of the art for conservation camps.

The program affords youthful offenders the opportunity to work as a member of a fire fighting hand crew team; providing services to the people of this state through general conservation projects—typical of these

are the construction of hiking trails, fuel breaks, stream clearance, and chores at state parks and remote fire stations. Wards may also enroll in education programs for remedial academic work or high school graduation. Recreation is a large component of leisure time periods; our activities are wholesome and well rounded. Staff in all the camps recognize the importance of an enriched food service program, and are proud of their reputation for excellent quality meal preparation. A volunteer program exists through which local artists contribute their time to teach arts and crafts, the M-2 organization sponsors wards for visitation, local churches provide fellowship meetings, and university students tutor in remedial classes.

Cadet Corps Program

Ben Lomond is also unique among correctional conservation camps because of its affiliation with the California Cadet Corps. Youth Authority Cadets participate in a host of pre-basic military training exercises, not the least of which is a 32-week curriculum of Military Science. Emphasis is placed on leadership and personal responsibility. Pride and self-esteem are no small part of military drill and uniform inspections. The program does not include use of weapons.

The conservation camps contribute to the overall rehabilitative efforts of the department by achieving the lowest recidivism rate, at the same time being the most cost effective alternative.

Fenner Canyon

Camp Fenner Canyon is situated in a beautiful canyon at Valyermo in the Angeles National Forest. The camp was started during the Kennedy Administration and occupied by Job Corps in 1965 to provide schooling and vocational on-the-job training to young men from 18 to 21 years of age who desired to finish school and learn a trade such as welding, maintenance of heavy equipment, carpentry, masonry, and other construction jobs. As a Job Corps Center, it had a population of 110. The center was then closed in 1969 but reopened in 1970 by the Los Angeles County Probation Department and operated as a probation camp until it was closed in June 1978 due to Proposition 13.

In 1979 the California Youth Authority opened the camp and renamed it Fenner Canyon Youth Conservation Camp. In August of that year the first 13 wards assigned to Fenner Canyon were used as a spike crew to help in the re-construction of the camp.

Fenner Canyon is the newest and largest camp in the system with a present staff of 37 CYA personnel, 10 California Department of Forestry personnel, and 1 U.S. Forest Service liaison officer. Ward population is 76, but an expansion in 1981 will take the population to 104 wards. Twelve additional staff will be added to CYA and CDF staffs.

1980 Open House

Fenner's Open House was held March 15, 1980, with approximately 380 people in attendance, many of whom were State and City personnel, and local residents.

The camp has 4 dorms, each of which will house 26 young men. Besides the sleeping area in each dorm, there are showers, laundry room, a central office for staff, and a dayroom.

The large central kitchen and dining room in camp can accommodate the anticipated 104 ward population and staff.

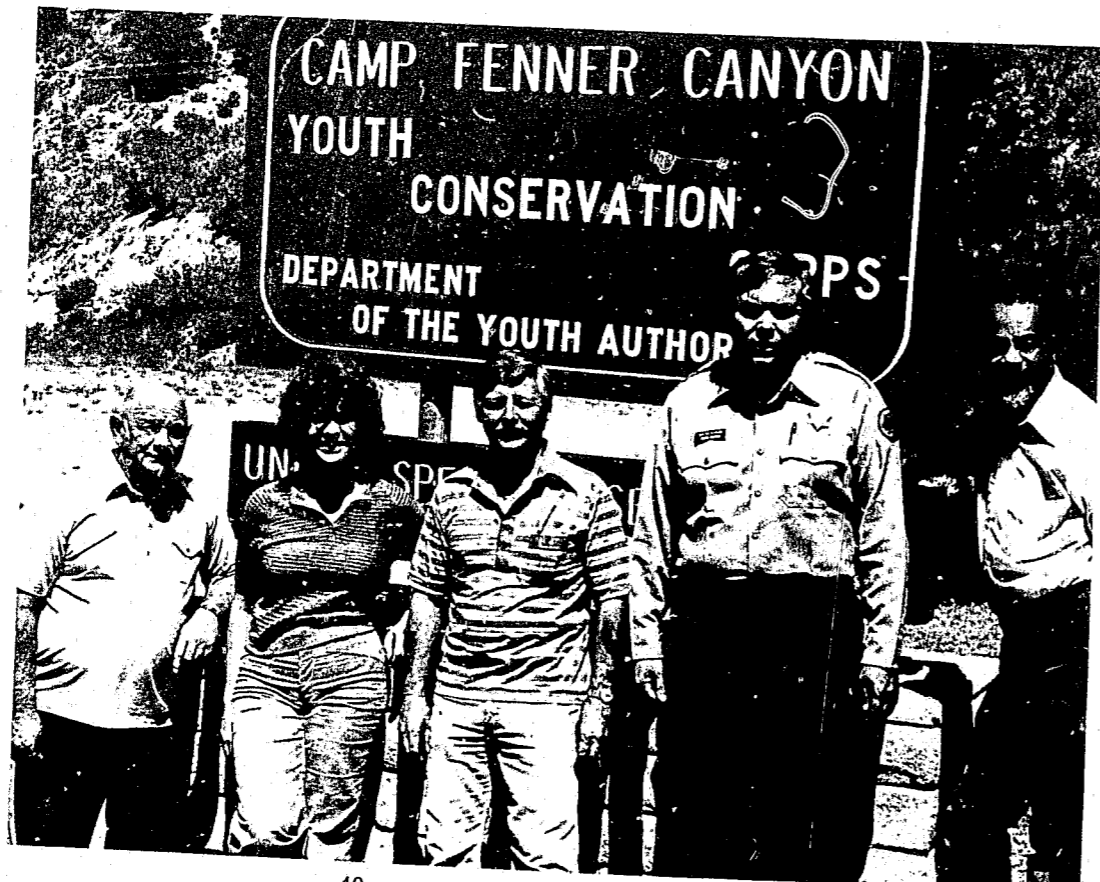
In the gymnasium, where all the recreation activities are held, the wards can participate in basketball, ping pong, weight lifting, and crafts, including a darkroom. The school with its library, several offices, canteen, dispensary (sick call room) are also located in the gym building.

The shop area has a welding shop, an auto maintenance shop and a gas station. Laundry facilities are located in this area to accommodate the camp's necessities.

The Administration Building houses various offices for the Superintendent, CDF Ranger and his staff, and the USFS Liaison Officer. There is also a large visiting room in this building for the benefit of wards and their families in inclement weather. The picnic area with its redwood benches and tables is used in pleasant weather by the visitors.

Staff barracks have two apartments and nine rooms which can house approximately 12 people for emergency purposes.

Directly across from the staff barracks is the softball field. There is also a nursery that is being developed by the wards. The trees and shrubbery grown there will be used in landscaping the camp, and re-forest fire damaged areas.



Staff of the Camp Fenner Canyon camp, representing the Youth Authority, State Department of Forestry, and U.S. Forest Service, gathered at the camp before its dedication early in 1980. Fenner Canyon offers a strategically located facility for wards who have been active in fighting the serious blazes that frequently break out in Southern California's foothills and mountain areas.

Wards assigned to Fenner Canyon perform various duties such as working on camp grounds, fire suppression, and working in the forest on different projects. They can also work towards obtaining high school credits for graduation, G.E.D. testing, written driver's license testing at local D.M.V., college registration prior to parole, survival skills in job hunting, personal finance, apartment and auto renting, purchasing, etc.

Wards also participate in groups such as Narcotics Anonymous and Special Gang Counseling.

Extra curricula activities for wards include a Camp Prevention Program where, once a month, five top-program wards go to local community high school and talk to the students about what it is like to be locked up.

Arts and crafts classes, photography class, intramural sports with other Youth Authority camps and institutions, regular physical education program, snow and ski trips, trips to local movie theaters, and fishing trips are also provided for the benefit of the wards.

Oak Glen

Oak Glen Conservation Camp was first established by the Department of Corrections and the Division of Forestry in 1945 as a Tent Center in the San Bernardino National Forest, 10 miles east of Yucaipa. The camp became a permanent facility in 1947, using inmate labor and material salvaged from the military when Camp Hahn was deactivated.

Oak Glen was operated by CDC and CDF until 1963. In 1963 it was the site of the first California Youth Corps.

In 1964 the Camp was taken into the Federal Job Corps system and was operated as a Job Corps Center until 1969. In 1969 the Job Corps left and Oak Glen again became a CDC Camp. In 1972 Oak Glen became part of the Youth Authority Camp system.

Oak Glen Youth Conservation Camp provides four hand crews for fire suppression and other emergency work.

During 1979 and 1980 Oak Glen crews worked an excess of 50,000 man hours each year in fire suppression and flood work.

During the non-fire season Oak Glen crews work on a variety of conservation projects. These projects have included assembling and installing picnic tables, planting trees and weed abatement at Perris Lake State Park, landscaping of new fire stations at San Jacinto and Yucaipa and insect control work in the Big Bear Lake area.

Evening Education

In addition to the project work, Oak Glen provides an evening educational program, drug counseling, Alcoholics Anonymous program, a variety of volunteer religious programs, and a recreation program.

Oak Glen wards have participated in the Redlands recreation basketball league for the past four years, going undefeated and winning the League Championship in 1979.

The budgeted population of Oak Glen Youth Conservation Camp is 76 wards.

The original barracks built in 1947 is scheduled for replacement during the 1981/82 fiscal year.



Food service is especially important at conservation camps, where the population does heavy physical work. Professional staff are aided by wards in preparing balanced and wholesome meals daily in the camp kitchen—this one at Oak Glen.

PAROLE SERVICES

Region I

Region I is comprised of all the northwestern coastal counties from Monterey north, totalling 16 in all. This is an area of approximately 21,450 square miles and 5,853,853 or 24.9 per cent of California's population. In the last decade, Region I experienced a population increase of about 648,890 or 11.1 per cent. As represented by the San Francisco Bay Area, Santa Clara Valley, and the rest of the area, Region I has a distinct variety of metropolitan, urban, suburban and rural demographic configurations.

In Region I, Santa Clara County, the county with the largest population in Northern California and the fourth largest statewide, experienced its greatest numerical increase over the past 10 years, from 1,065,313 to 1,283,043. The county's growth is 33.5 per cent of Region I's population growth since 1970. The county seat, San Jose, is the fastest growing major city in the nation. Agriculture, as is true statewide, remains a major industry in Region I. Job opportunities in varying areas of the region, in addition to other possibilities, exist in commercial fishing, mining, manufacturing, lumbering, clerical and allied activities.

In the Youth Authority's attempt to integrate its research activities with action programs which foster rehabilitation, Region I has been one of the areas where many of the innovative parole programs were tried. Generally, these programs were attempts to substitute treatment in an institution with treatment in the community.

The Community Delinquency Control Program was established in Oakland in the 1960's. The second part-way home of the Group Home Project was started in San Francisco in October, 1964. In addition to room and board, group and individual counseling and assistance in finding employment was offered selected older wards in helping them to make a positive transition to community life.

Community Treatment Program

The Community Treatment Program started two units, Guided Group Interaction and Differential Treatment units in 1965 in San Francisco. Community-based treatment was the focus, with group or individual intervention techniques as the method toward rehabilitation.



Before parole was reorganized two years ago, the recreation room of the San Francisco parole project was a gathering place for youngsters from the community, as well as for parolees.

In January, 1975, the San Francisco Parole Services Project was implemented. The project was composed of an Intake, a Treatment, and a Case Management component. The project provided individual case staffing, individual and group counseling, intensive supervision and surveillance, education and employment counseling.

Region I's regional office is located in San Francisco. In addition to the Regional Administrator, the office is staffed by an Assistant Parole Administrator and a Planner.

The region has eight parole units and four sub-offices. Each has its own supervisor, and has a specified geographical area of responsibility. All units are organized according to the demands of the reorganization plan, with its emphasis on the front-loading of services. All units maintain on-going relationships with group homes of all kinds because of the continuing need for adequate placement facilities. Except for the Oakland Re-entry unit, where each agent does his own investigation, all other units in most cases use one agent whose only function is as Investigator for the entire unit. The Investigator does not carry a caseload.

The organizations of the two units in San Francisco and the two units in Oakland are different from those of other Region I units. The San Francisco and Oakland units exemplify the more classic implementation of the

reorganization plan. The re-entry and case management functions are housed in physically separate units and wards are transferred in accordance with the plan.

The area of responsibility for the *San Francisco* units is the City and County of San Francisco. Over the past year, the combined caseload for both units has fluctuated between 293 to 328 cases.

The areas of responsibility for the *Oakland* units are the cities of Richmond, El Cerrito, and San Pablo, in Contra Costa County, and the cities of Albany, Berkeley, Emeryville, Piedmont, and Oakland in Alameda County. Over the past year, the combined caseload for both Oakland units has fluctuated between 302 to 341 cases. Both units have a contract with a psychologist for consultation with staff on cases, and on a selected basis, counseling to a few wards. Additionally, Case Management has a contract with Learning Place, Oakland, an alternative school, to provide instruction for up to three wards per year who have severe reading problems.

Eureka Sub-Office

The *Santa Rosa* unit maintains a sub-office in Eureka and is responsible for the supervision of wards in Del Norte, Humboldt, Mendocino, Lake, Sonoma, Marin, Napa and Solano Counties, in addition to wards in cities of Contra Costa County who reside west of Freeway 680.

Both the re-entry and case management functions are performed by the same agent with each ward assigned to his/her caseload. Over the past year the unit's caseload has fluctuated between 227 and 251 cases. The unit maintains liaison with Our Family, a drug group home, located at Napa State Hospital, Napa.

The *Hayward* unit's area of responsibility is southern Alameda County (city of Alameda and all other cities south and east of Oakland) and the area east of Freeway 680, including Pittsburg, Antioch, Brentwood, Clayton, Oakley, and the related unincorporated area. Both the re-entry and case management functions are delivered by the same agent. This unit maintains a contract for eight beds with Freedom House, Seventh Step Foundation, Hayward, a part-way house. The house provides a range of services and counseling to include job counseling in assisting wards to adjust to a law-abiding, productive life-style. Many out-of-area wards have been placed at Freedom House.

The *Santa Clara Valley* unit is responsible for wards living in the cities of San Jose, Santa Clara, Sunnyvale, Cupertino, Saratoga, Los Gatos, Campbell and Milpitas in Santa Clara County. The unit caseload over the past year fluctuated between 281 to 302 cases.

The *Redwood City* unit is responsible for wards living in San Mateo, Santa Cruz, Monterey and San Benito Counties, in addition to the cities of Palo Alto, Los Altos, Mountain View, Gilroy, San Martin and Morgan Hill in Santa Clara County. The unit maintains sub-offices in Santa Cruz and Salinas. Both re-entry and case management functions are performed by each agent in this unit. The Santa Cruz area has been a site for placement of many difficult-to-place wards. Several out-of-area wards have been placed there over the years. The unit caseload over the past year fluctuated between 260 to 288 cases.

Region II

Region II covers the largest geographical area of the Youth Authority's four parole regions, stretching from the Los Angeles County line on the south to the Oregon border on the north, and from the coastal mountain range on the west to the Nevada border on the east. Within these boundaries are 33 counties, well over half of those in the State, each with its own attitudes and expectations. Services are provided by six parole offices and seven sub-offices.

Located in the northern part of the Sacramento Valley and covering 12 counties is the *Chico Parole Unit* with sub-offices in Yuba City and Redding. This office was established in 1977, in order to bring the Youth Authority closer to local officials and expand services to wards living in areas with rapid population growth.

Huge Area Served

The *Foothill Parole Unit*, situated in the northern part of Sacramento County, must offer a diversity of programs because needs vary from the tiny lumber producing communities of Alpine County to the inner-city areas of metropolitan Sacramento. Along with the sub-office agents in Woodland and Colfax, the Foothill staff have participated in a pilot project studying a new level of service classification system.

The *Sacramento Parole Office* is unique due partially to its location. Being in the State Capitol where other Departments are headquartered, it is a natural location for demonstration projects such as Volunteers in Parole and Citizens Initiative. Added to this is a heavy ward drop-in traffic. The Sacramento and Foothill office staff share a group home which is under contract to an ex-offender program, 7th Step.

Further south is the *Stockton Parole Unit*, covering four counties, with a sub-office in Modesto. Due to the close proximity of five institutions, Stockton agents' caseloads contain an extremely high number of out-of-area cases, as well as a high turnover ratio. Institution wards who participate in community work or educational programs often decide to parole to Stockton to continue their program, but eventually return to their



Parole staff work closely with law enforcement in supervising parolees. Here, in Hayward, two police officers in a diversion unit, talk to a parolee in terms of her job needs.

home towns. This also creates considerable communication between parole and institution staff regarding furloughs, passes and placements. A six-bed group home, Casa Morin, has been in operation six years and is run with full-time staff.

The largest unit in the region is in *Fresno*. The staff from the sub-offices in Merced and Visalia often gather with the main office staff to provide special activities for wards. Trips have included deep-sea fishing, pro ball games and picnics in the local area. Historically, this unit has been closely involved with Fresno State University. Its six-bed group home, Progress House, is co-ed and located on Easy Street.

Bakersfield Growing

At the southern tip of the region is the *Bakersfield Parole Unit*. If present trends continue, it will soon service the largest caseload in the Region. A group home in Porterville is shared with the Probation Department and Department of Mental Health.

Coordination, training and management of parole services for these offices is provided by a Regional Administrator, his assistant and a planner, all headquartered in Sacramento.

Region II deals with large metropolitan judicial systems as well as one-person police departments. Each of these has its own level of sophistication regarding laws, parolees and knowledge of Youth Authority program limitations. The geographic isolation of some of the offices has caused each to develop its own community support systems to provide optimum services.



Fresno Parole staff load oxygen tanks for a skin-diving trip to the coast with a group of parolees. Such events promote good working relationships between parole agents and parolees, and provides parolees with positive experiences.

Region III

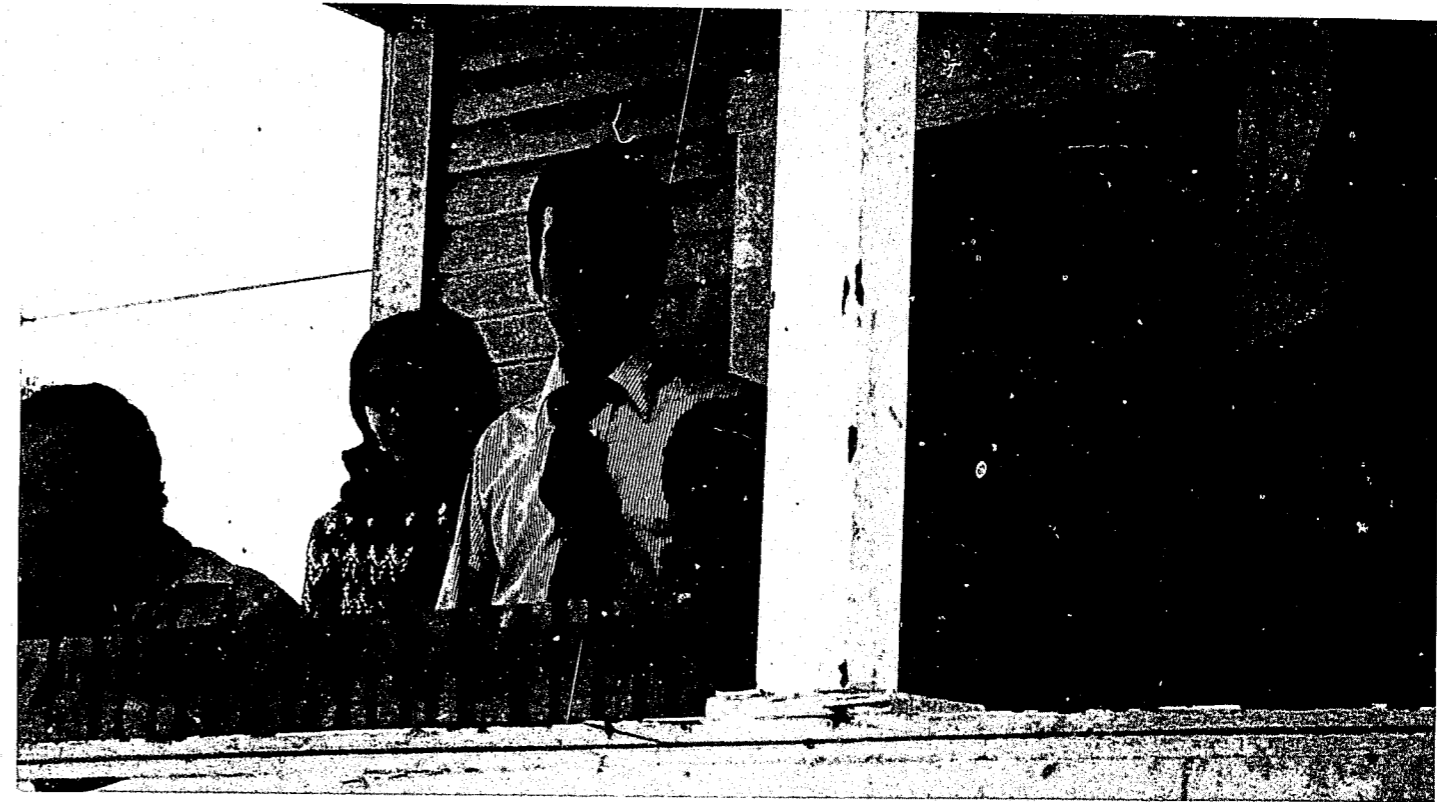
Parole Region III serves all of Los Angeles County. This encompasses 2,500 square miles and is home to 7,125,700 people. There is a host of racial, cultural, and linguistic enclaves within its borders. The magnitude of social problems created by this diversity, combined with the enormous urban, geographical spread and confusing political divisions makes the Region a complex entity to administer.

The governmental structure of the County includes 77 incorporated cities served by 48 police departments. Two of these, the Los Angeles Police Department and the Los Angeles County Sheriff's Department have 18 and 19 stations respectively. There are approximately 350 Superior and Municipal Courts in various locations. There are 26 Assembly and 14 State Senate Districts as well as 16 United States Congressional Districts.

The County has hundreds of community-based organizations set up to provide social services. There is a huge industrial base, a great variety of leisure activities and Los Angeles is probably the celebrity capital of the world. These factors provide rich opportunities for social service, multicultural stimulation, employment, leisure activity for youth, and a wide variety of role model choices.

ORGANIZATIONAL STRUCTURE

When Youth Authority Parole was reorganized in 1973, the structure of Region III was designed to meet the needs of the County population of 2,254 parolees by



Staff and researchers of the Gang Violence Reduction Project visit with gang members in their barrio. By offering conciliation services and outlets for positive activities the project has had a positive impact on the level of gang violence in the target area.

putting resources as closely as possible to the wards' places of residence. To achieve this, a number of offices were closed, combined or relocated in order to provide more effective parole services.

Regional Headquarters is located centrally in the City of Glendale. Staff consists of a Regional Administrator, Central City (Los Angeles) Area Administrator, Administrative Assistant to the Regional, Program Planner, Detention Control Agent, Training Officer, and four clerical staff members.

LOS ANGELES CENTRAL CITY PROGRAM

Forty-five percent of the Regional caseload resides in Central and South Central Los Angeles. The Central City program which consists of a specialized Re-Entry Unit and three Case Management units, was set up in 1978 to serve the wards in this area.

Regional resources are heavily focused in this area and include 37 contract group home beds; four psychotherapeutic contracts, and three high school teachers. The units involved in the Los Angeles Central City Program are:

Los Angeles South Re-Entry (224 cases)

This unit does all of the re-entry work for the entire project area. It has the largest parole staff in the State. Two Youth Authority teachers are located here to help assess wards' educational needs and assist in appropriate placement in school or training. This includes preparation for G.E.D., driver's licenses, as well as ongoing academic or trade skill development. Cases destined for the Central City Los Angeles Program are initially paroled to the re-entry unit where they remain

for 30-90 days. Their length of stay is dependent upon their progress in the program. Progress is assessed during case conferences conducted at 30 and 90 days. Through the case conference, consensus is reached to transfer a case to Case Management or retain it in the Re-Entry Unit. Once transferred to a Case Management unit, the ward remains there until discharge. The Re-Entry Unit coordinates the administration of contracts in the Central City and supervises a large 19-bed group home operated by the Volunteers of America.

Jefferson Case Management (383 cases)

This unit has the largest caseload in the State by a substantial margin. The area served is downtown Los Angeles, the Northern half of South Central Los Angeles, West Los Angeles, Culver City, and Santa Monica. One of the three Youth Authority teachers in the Central City Program is located here. In addition to the tasks mentioned previously, this teacher provides the only known ongoing classroom instruction offered in any parole office.

Watts Case Management (224 cases)

The unit area is Watts and Inglewood. This unit is housed in the only building in the State which is owned by the Youth Authority outright. Educational services are provided to wards from this office by one of the teachers located in the Re-Entry Unit.

Ujima Case Management (175 Cases)

The unit area is Compton, Hawthorne, and Lennox and surrounding areas. Like the Watts unit, Ujima



The Social, Personal and Community Experience project in the Hollywood area of Los Angeles receives a limited number of wards immediately prior to parole, and also provides parole supervision afterwards. Although located in a residential area, SPACE offers complete residential services, including three-meals-per-day food service.



SPACE administrators pose outside the front door of their facility.

wards receive educational services from a teacher located in the Re-Entry Unit.

REGULAR REGION III UNITS

Esperanza (323 cases)

The main unit office is located in East Los Angeles and serves East Los Angeles, Montebello, Pico Rivera, Commerce, Vernon, and other contiguous areas. A sub-office located in Pasadena to meet a special need there also service Altadena and other nearby communities. Esperanza is the only unit in the Region with a sub office and 3 Parole Agents II. This provides for a Parole Agent II in charge of the Pasadena sub-office.

Downey (199 cases)

Located in Downey, this unit serves all of southeastern Los Angeles County, including cities such as Nor-



The Jennings contract group home in Watts has been in continuous operation for 15 years and has, over this period, provided a home for about 200 wards.

walk, Downey, Whittier and La Mirada. Each agent does his own re-entry work with parolees and students assist with the rehabilitative process.

Long Beach (225 cases)

This unit is located in the City of Long Beach. It serves southwestern Los Angeles County, including Long Beach, Lakewood, Torrance, Redondo Beach, Hermosa Beach, and Manhattan Beach.

Covina (261 cases)

Located in Covina, this facility serves the eastern portion of Los Angeles County including such cities as West Covina, Covina, Azusa, Glendora, Pomona, Claremont, El Monte, and Baldwin Park. There is a Parole Agent II

STATE OF CALIFORNIA
YOUTH AUTHORITY
COMMUNITY SHELTERS

The Watts parole office is located in one of the highest-crime areas of Los Angeles. Staff have found that the attractive murals on the outside wall has cut down on the graffiti problem.

JOD
H+F

Re-Entry Specialist in the Pomona area. In other parts of the unit territory, caseloads are generalized.

San Fernando Valley (211 cases)

This location serves the desert areas of Los Angeles County in the northeast and the northwestern beach area of Malibu, in addition to the entire San Fernando Valley. The office is located in Panorama City. There is a Parole Agent II Re-Entry Specialist in the North Central part of the San Fernando Valley. In the remainder of the unit area, caseloads are generalized.

S.P.A.C.E. Program (25 institutional cases and 105 parole cases)

"SPACE" is an acronym for "Social, Personal, and Community Experience". This is a community based institution located in the Hollywood area of Los Angeles. It has its own parole component along with group home facilities. S.P.A.C.E. is headed by an administrator who reports to the Administrator of Region III Parole, but also attends meetings of the southern Institutional Superintendents in the Institutions and Camps Branch, since wards in the residential component are considered institutionalized. Selected wards over 18 are transferred to the program 90 days before their anticipated release date. S.P.A.C.E. offers an intensive self-inventory and career development program sponsored by the Volunteers of America. There is a job placement program, as well as training in social etiquette and family life education. The Volunteers in Parole program of the State Bar is very active here.



Wards are paroled after 90 days to the program's own team of parole agents who work countywide.

Gang Violence Reduction Project

Commonly known by the acronym, G.V.R.P., this project's goal is to reduce homicides in the area of seven East Los Angeles area street gangs by 10 per cent annually. This goal has been met for several years in a row. The staff composition is noteworthy. There is a project director, parole agents and 10 gang consultants, who are members of the target gangs working on contract with the State to reduce violence in their home Barrios.



Mary Perry, who retired in 1962 after many years as superintendent at the Ventura School for Girls at its original location in Ventura, was honored at a volunteers dinner at the new institution in 1981. She is shown with a ward at the head table.

Youth Authority parole service extends all the way down to Calexico, adjacent to the Mexican border, where a parole agent stationed in El Centro checks with a parolee to learn how he is doing. Region IV covers all of Southern California outside of Los Angeles, and thus takes in the bulk of the land area in the south state.



Region 4

Unlike the British Empire (as it once was), the sun does set each day on Region 4. The temperature at the time of a particular sunset may be 112 degrees in Blythe and 54 in San Miguel in San Luis Obispo County. The Region stretches from the Monterey County line to Mexico, bypassing Los Angeles County on the way. A couple of Puerto Rico's and a Haiti could fit into the area nicely and leave a little left over.

The central route through Region 4 follows the trail of the Spanish priests. The Santa Barbara Parole Unit on the North serves San Luis Obispo, Santa Barbara and Ventura Counties. The Orange County Unit confines its services to Orange County. The San Bernardino unit on the other hand ventures as far northeast as Inyo and Mono Counties, skirts the expanse of the Mojave desert and finds its greatest cluster of cases in San Bernardino County itself. The Riverside unit experiences the extremes of heat serving Imperial and Riverside Counties. Three units in San Diego, while enjoying the nations most enviable weather, comprise the special programs in Region 4.

The San Diego units were the vanguard of the parole reorganization effort. Other units implemented the performance standards and the innovations in parole which had become apparent. San Diego has a Re-Entry Unit, Case Management Unit and Settlement House (Park Centre). The latter is a residential Community Center for 25 wards and has been in existence since 1972. Its program did not change dramatically under reorganization. It still takes the difficult-to-place wards, provides a group experience, and a transition from the institution to the community.

Park Centre was honored with the Exemplary Project designation by LEAA. It is the longest continuously operating program in Region 4. Another innovative program in San Diego is the Work Evaluation and Rehabilitation Concept (W.E.R.C.). In this 24-hour residential program, emphasis is placed on employment,

and work projects are generated by the staff. The wards receive pay from the earnings of endeavors like house painting, lawn maintenance, sign lettering, trash removal, tree trimming, etc. This program, like Park Centre, is staffed by State employees and house parents under contract. There are approximately 19 such contracts at Park Centre and W.E.R.C.

Each unit in the region has a resource contracted for and this may take the form of a group home, psychological/psychiatric services, or other contracts which serve the needs of the clientele.

There are few parole agents in Region 4 with less than seven years experience. There is an emphasis on training to achieve a high standard of performance. There is the belief that the aim of learning is not knowledge but action.

No office in the Region is now located in the building which was occupied when the unit was first formed. No supervisor remains who was there when the Region was formed. The Region is a microcosmic example of the effects of change.



A helping hand from the community frequently represents the difference in whether a Youth Authority ward makes a successful re-entry from the institution. This is a scene at the Ventura School where a woman from the community is spending some private time with a ward.

INSTITUTION AND CAMP LOCATIONS



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