



Joint Legislative Audit Committee

OFFICE OF THE AUDITOR GENERAL

California Legislature



CHAIRMAN
MIKE CULLEN
LONG BEACH

ASSEMBLYMEN
DANIEL BOATWRIGHT
CONCORD
EUGENE A. CHAPPIE
ROSEVILLE
VACANCY

JOHN H. WILLIAMS
AUDITOR GENERAL

VICE CHAIRMAN
VACANCY
SENATORS
GEORGE DEUKMEJIAN
LONG BEACH
NATE HOLDEN
LOS ANGELES
ALBERT RODDA
SACRAMENTO

June 22, 1977

Letter Report 282.2

Honorable Mike Cullen
Chairman, and Members of the
Joint Legislative Audit Committee
Room 5144, State Capitol
Sacramento, California 95814

Dear Mr. Chairman and Members:

In response to a resolution of the Joint Legislative Audit Committee, we are conducting a cost analysis of selected institutions within the State's correctional system.

This portion of the study identifies the fiscal year 1975-76 costs to operate various special housing units, including facilities for condemned inmates, at the California State Prison at San Quentin and the California Institution for Women--Frontera (CIW). This report is intended to provide cost information to the Legislature; consequently, we make no recommendations at this time. In October 1977 we will issue a second report in this area which will present a comparative statement of special housing unit costs at the California State Prison at Folsom, the Correctional Training Facility--Soledad, the Deuel Vocational Institution--Tracy and the California State Prison at San Quentin.

This study was conducted under the authority vested in the Auditor General by Section 10527 of the Government Code. We analyzed, tested and verified selected financial records of each institution. We did not perform a full financial audit of the institutions or their financial statements and therefore we do not express an opinion on them. This disclaimer of opinion is required by Rule 58.2 of the California Accountancy Act when the name of certified public accountants is associated with unaudited financial statements, or portions thereof, such as those attached to this report.

Honorable Mike Cullen
Chairman, and Members of the
Joint Legislative Audit Committee
June 22, 1977
Page 2

BACKGROUND

Inmates at San Quentin and CIW are assigned to various housing units depending upon the level of custody and/or the type of treatment required. Using financial and other institutional records, we determined the costs of operating the following types of housing units:

CALIFORNIA STATE PRISON AT SAN QUENTIN

<u>Type of Housing Unit</u>	<u>Type of Inmate Assigned</u>
Condemned Row	Inmates sentenced to death.
Security Housing Unit (SHU)	Inmates who through direct action or demonstrated behavior present an imminent threat to the safety and security of the institution, the staff or other inmates.
Management Control Unit (MCU)	Inmates who do not require the intense security and control of a SHU but who cannot be supervised within the relative freedom of a general population setting.
Ranch	Inmates requiring minimum custody and security who generally work at job assignments requiring minimum supervision outside the main prison walls.
Hospital	Inmates from San Quentin and other institutions who require inpatient medical attention.
General Population	The remainder of the inmates not residing in the units defined above.

Honorable Mike Cullen
Chairman, and Members of the
Joint Legislative Audit Committee
June 22, 1977
Page 3

CALIFORNIA INSTITUTION FOR WOMEN--FRONTERA

<u>Type of Housing Unit</u>	<u>Type of Inmate Assigned</u>
Psychiatric Treatment Unit	Inmates who require special treatment or custody for management and security purposes. (Women sentenced to death have been confined to a special area in this unit.)
Reception Center	Inmates who require temporary assignment to a housing unit pending the results of institutional testing or court decisions.
Hospital	Inmates who require in-patient medical attention.
General Population	The remainder of the inmates not residing in the units defined above.

STUDY RESULTS

The accounting and financial records of the institutions we examined do not accumulate operating costs by type of housing unit. In order to develop this information, we assigned direct costs to the appropriate units and allocated indirect institutional costs, such as administrative overhead.

Our analysis of special housing units at San Quentin reveals significantly higher costs for fiscal year 1975-76 (approximately \$16,218 per inmate) in the Condemned Row, Security Housing Unit and Management Control Unit as compared to the cost of housing an inmate in the general population (\$7,371) or at the Ranch (\$5,298). These higher costs are primarily attributable to the increased staff necessary to provide high levels of security in these units.

The hospital, which provides medical treatment for San Quentin inmates as well as inmates from other institutions, cost \$62,953 per inmate for fiscal year 1975-76. Most of this cost is due to medical staff salaries and the cost of private physician and hospital care outside the facility.

RESPONSE TO THE AUDITOR GENERAL'S REPORT

This report was discussed with administrative personnel of the California Department of Corrections. The Department felt that a written response was not necessary.

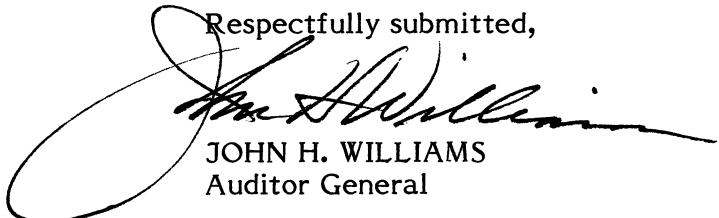
Honorable Mike Cullen
Chairman, and Members of the
Joint Legislative Audit Committee
June 22, 1977
Page 4

At CIW the disparity between the cost of housing general population inmates for fiscal year 1975-76 (\$8,125 per inmate) and special housing unit inmates is similarly a result of increased staff requirements. The Psychiatric Treatment Unit (\$15,303 per inmate) requires a higher level of security than the general population and provides psychiatric treatment. The Reception Center (\$13,333 per inmate) provides testing and evaluation services for new inmates and also incurs significantly higher custody costs. The hospital at CIW (\$56,074 per inmate) operates in essentially the same manner as the hospital at San Quentin and incurs basically the same kinds of costs.

A comparison between the costs of San Quentin and CIW could lead to erroneous conclusions due to the differences in the size and nature of the two institutions. Our second report on the costs of special housing units at other institutions in the California correctional system will provide more relevant data for comparative purposes. Special housing unit costs are presented in this report to provide a perspective of the costs of operating the Condemned Row at San Quentin and the Psychiatric Treatment Unit at CIW where condemned women inmates are housed.

The attached schedules show the operating costs of each type of housing unit at the California State Prison at San Quentin and the California Institution for Women--Frontera.

Respectfully submitted,



JOHN H. WILLIAMS
Auditor General

Staff: Harold L. Turner, Audit Manager
Robert J. Maloney
Michael L. McGarity
Edwin H. Shepherd

Attachments: Response to the Auditor General's Report

Schedule I--Institutional Costs, California State Prison
at San Quentin, Fiscal Year 1975-76

Schedule II--Institutional Costs, California Institution
for Women--Frontera, Fiscal Year 1975-76

Schedule I

INSTITUTIONAL COSTS
CALIFORNIA STATE PRISON AT SAN QUENTIN
Fiscal Year 1975-76
(Unaudited)

TYPE OF HOUSING

TOTAL COST	TYPE OF HOUSING					All Units
	Condemned Row	Security Housing Unit	Management Control Unit	Ranch	General Population	
Personnel Services--Direct						
Custody	\$524,100	\$ 822,500	\$ 886,100	\$296,300	\$ 5,772,400	\$ 405,700
Other	32,400	61,000	25,600	29,700	737,800	1,537,700
Personnel Services--Indirect	48,800	80,200	81,400	165,100	1,893,600	46,500
Total Personnel Services	605,300	963,700	993,100	491,100	8,403,800	1,989,900
Operating Expenses	84,100	142,500	146,700	261,600	3,601,600	528,300
Total Expenses	\$689,400	\$1,106,200	\$1,139,800	\$752,700	\$12,005,400	\$2,518,200

COST PER INMATE YEAR

Personnel Services--Direct							
Custody	\$ 12,477	\$ 11,920	\$ 12,658	\$ 2,086	\$ 3,543	\$ 10,143	\$ 4,371
Other	772	883	365	208	452	38,442	1,216
Personnel Services--Indirect	1,162	1,162	1,162	1,162	1,162	1,162	1,162
Total Personnel Services	14,411	13,965	14,185	3,456	5,157	49,747	6,749
Operating Expenses	2,002	2,065	2,096	1,842	2,214	13,206	2,391
Total Expenses	\$16,413	\$16,030	\$16,281	\$5,298	\$7,371	\$62,953	\$9,140

Average Daily Population

42

69

70

142

1,629

40

1,992

(Unaudited)

Schedule II

INSTITUTIONAL COSTS
 CALIFORNIA INSTITUTION FOR WOMEN--FRONTERA
 Fiscal Year 1975-76
 (Unaudited)

TYPE OF HOUSING

TOTAL COST	Psychiatric Treatment Unit	Reception Center	General Population	Hospital	All Units
Personnel Services--Direct					
Custody	\$406,400	\$ 668,900	\$1,938,600	\$ 67,900	\$3,081,800
Other	244,100	231,600	303,000	455,800	1,234,500
Personnel Services--Indirect	132,600	226,000	1,306,900	34,000	1,699,500
Total Personnel Services	<u>783,100</u>	<u>1,126,500</u>	<u>3,548,500</u>	<u>557,700</u>	<u>6,015,800</u>
Operating Expenses	119,800	206,800	1,156,200	283,400	1,766,200
Total Expenses	<u>\$902,900</u>	<u>\$1,333,300</u>	<u>\$4,704,700</u>	<u>\$841,100</u>	<u>\$7,782,000</u>

COST PER INMATE YEAR

Personnel Services--Direct					
Custody	\$ 6,888	\$ 6,689	\$ 3,348	\$ 4,527	\$ 4,093
Other	4,137	2,316	523	30,387	1,639
Personnel Services--Indirect	2,247	2,260	2,257	2,267	2,257
Total Personnel Services	<u>13,272</u>	<u>11,265</u>	<u>6,128</u>	<u>37,181</u>	<u>7,989</u>
Operating Expenses	2,031	2,068	1,997	18,893	2,346
Total Expenses	<u>\$ 15,303</u>	<u>\$ 13,333</u>	<u>\$ 8,125</u>	<u>\$ 56,074</u>	<u>\$ 10,335</u>

Average Daily Population	59	100	579	15	753
--------------------------	----	-----	-----	----	-----

(Unaudited)