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OFFICE OF THE AUDITOR GENERAL

## California Legislature

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SENATORS

October 13, 1977

Letter Report 282.3

Honorable Richard Alatorre Chairman, Assembly Select Committee on Corrections 1116 9th Street, Room 31 Sacramento, California 95814

Dear Assemblyman Alatorre:

I am pleased to forward a cost analysis of selected facility housing units maintained by the Department of Corrections at five institutions.

The total institutional costs per inmate range from \$7,004 to \$10,335 annually.

The auditors are Harold L. Turner, Audit Manager; Robert J. Maloney; Michael L. McGarity; and Edwin H. Shepherd.

MIKE CULLEN Chairman

cc: President pro Tempore of the Senate
Speaker of the Assembly
Members of the Joint Legislative Audit Committee



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JOHN H. WILLIAMS
AUDITOR GENERAL



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October 7, 1977

Letter Report 282.3

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

Dear Mr. Chairman:

In response to a resolution by the Joint Legislative Audit Committee, we conducted a cost analysis of selected facility housing units in the California Department of Corrections. The review was conducted under the authority vested in the Auditor General by Section 10527 of the Government Code.

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.

We analyzed the housing costs of the California State Prison at San Quentin; the California State Prison at Folsom; the Deuel Vocational Institution (DVI), Tracy; the Correctional Training Facility (CTF), Soledad; and the California Institution for Women (CIW), Frontera.

Our report is an informational report in that we have compared the differing costs between institutions, but have made no recommendations concerning the costs presented.

#### **BACKGROUND**

Inmates at the five institutions we analyzed are assigned to various housing units depending upon the level of custody and/or type of treatment required. Not all institutions maintain a full spectrum of special housing units, but at each institution that we visited there was at least one unit specifically dedicated to controlling difficult prisoners.

Using financial and other institutional records for fiscal year 1975-76, we determined the cost of operating the following types of housing units:

Type of Housing Unit and Institution

Type of Inmate Assigned to Unit

Condemned Row (San Quentin)

Inmates sentenced to death.

Security Housing Unit (SHU) (San Quentin) (Folsom) (DVI) (CTF) Inmates who, through action or demonstrated behavior, present an imminent threat to the safety and security of the institution, the staff or other inmates.

Management Control Unit (San Quentin) (CTF) (DVI) Inmates who do not require the intense security and control of a SHU but who cannot be adequately supervised within the relative freedom of a general population setting.

Protective Housing Unit (DVI) (CTF)

Inmates who require protection from other inmates.

Ranch (San Quentin) (Folsom) (DVI) Inmates who require minimum custody and security and who generally work at job assignments requiring minimum supervision outside the main prison walls.

Hospital (San Quentin) (CIW) (Folsom) (DVI) (Soledad) Inmates who require inpatient medical treatment. Outpatient services are also provided through this unit to inmates residing in other units in the institution.

Honorable Mike Cullen Chairman, and Members of the Joint Legislative Audit Committee October 7, 1977 Page 3

### Type of Housing Unit and Institution

### Type of Inmate Assigned to Unit

Psychiatric Treatment Unit (CIW)

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 (CIW)

Inmates who require temporary assignment to a housing unit pending the results of institutional testing or court decisions.

General Population (San Quentin) (Folsom) (DVI) (CTF) (CIW) All inmates not residing in the above listed units.

Our Letter Report 282.2, issued June 27, 1977, provided the yearly housing costs for inmates at San Quentin and the California Institution for Women. These costs are again noted in this report to provide a broader basis for comparison.

#### STUDY RESULTS

This report presents the costs to the State to house inmates for fiscal year 1975-76 in the various housing units of those institutions we studied.

The accounting and financial records of the institutions we examined do not accumulate operating costs by type of housing unit. Therefore, we developed these costs by assigning direct costs to the appropriate units and allocating indirect institutional costs, such as administrative overhead, where appropriate. We verified the appropriateness of the assignments through tests of the institutions' accounting records and the allocations through discussions with institution officials.

#### General Population

The cost of housing general population inmates ranges from \$6,019 to \$8,125 per inmate per year in the five institutions we studied. The per inmate costs for the general population is lower than for the higher security units primarily because of the lower custody staff levels required in the general population. Table I presents the cost per inmate per year and the average daily population levels for the general population inmates.

SCHEDULE OF

GENERAL POPULATION COSTS, POPULATION AND STAFFING RATIO FISCAL YEAR 1975-76

TABLE I

|   |         | Inst       | itution |         |         |
|---|---------|------------|---------|---------|---------|
|   | CIW     | San Quenti | n DVI   | CTF     | Folsom  |
| FY 1975-76 Cost per<br>Inmate per Year  | \$8,125 | \$7,371    | \$7,260 | \$6,152 | \$6,019 |
| Average Unit Population                 | 579     | 1,629      | 1,021   | 1,992   | 1,509   |
| Inmate to Correctional<br>Officer Ratio | 5.0:1   | 5.1:1      | 5.6:1   | 7.3:1   | 5.8:1   |
|   | (Una    | udited)    |         |         |         |

#### Special Security Units

Inmates who pose a special threat to other inmates or the institution staff may, for varying periods of time, be assigned to a specially secured housing unit. These units are designed to maintain a high level of custody and confinement, and therefore, the ratio of correctional staff to inmates is greater than in any of the other units.

The <u>Security Housing Units</u> (SHU) at the four institutions for male inmates provide the greatest level of detention and custody. The cost of maintaining an inmate in these units is generally double the cost of maintaining an inmate within the general population.

The <u>Management Control Units</u> (MCU) also provide a higher degree of detention and custody and consequently incur significantly higher costs per inmate.

Tables II and III display the cost to house inmates in SHUs and MCUs, respectively, at the institutions that we studied.

SCHEDULE OF
SECURITY HOUSING UNITS
COSTS, POPULATION AND STAFFING RATIO

FISCAL YEAR 1975-76

TABLE II

|  |             | Instituti | on       |          |
|--|-------------|-----------|----------|----------|
|  | San Quentin | DVI       | Folsom   | CTF      |
| FY 1975-76 Cost per<br>Inmate per Year | \$16,030    | \$15,542  | \$13,638 | \$11,502 |
| Average Unit Population                | 69          | 100       | 89       | 114      |
| Inmate to Correction<br>Officer Ratio  | 1.5:1       | 1.5:1     | 1.8:1    | 2.5:1    |
|  | (Unaudite   | <u>d)</u> |          |          |

Honorable Mike Cullen Chairman, and Members of the Joint Legislative Audit Committee October 7, 1977 Page 6

TABLE III

# SCHEDULE OF MANAGEMENT CONTROL UNITS COSTS, POPULATION AND STAFFING RATIO FISCAL YEAR 1975-76

|   | In          | stitution |         |
|---|-------------|-----------|---------|
|   | San Quentin | DVI       | CTF     |
| FY 1975-76 Cost per<br>Inmate per Year  | \$16,281    | \$12,838  | \$9,093 |
| Average Unit Population                 | 70          | 55        | 225     |
| Inmate to Correctional<br>Officer Ratio | 1.4:1       | 2.1:1     | 5.4:1   |
|   | (Unaudited) |           |         |

Honorable Mike Cullen Chairman, and Members of the Joint Legislative Audit Committee October 7, 1977 Page 7

#### **Protective Housing Units**

Inmates who require protection from other inmates are housed in Protective Housing Units (PHU). These inmates generally do not pose the same threat as the SHU or MCU inmates, but do require isolation from the general inmate population. In fiscal year 1975-76, inmates requiring protective housing at Folsom and San Quentin were maintained in a separate section of the SHU at SHU unit costs. At Deuel Vocational Institution and CTF, Soledad, protective custody inmates were housed in separate units with the resulting cost per inmate significantly lower because of the lower custody requirements. Table IV displays the cost per inmate housed in separate PHUs at DVI and CTF.

#### TABLE IV

## SCHEDULE OF PROTECTIVE HOUSING UNITS COSTS, POPULATION AND STAFFING RATIO FISCAL YEAR 1975-76

|   | Instit  | ution   |
|---|---------|---------|
|   | CTF     | DVI     |
| FY 1975-76 Cost per<br>Inmate per Year  | \$7,860 | \$7,785 |
| Average Unit Population                 | 200     | 111     |
| Inmate to Correctional<br>Officer Ratio | 4.5:1   | 4.7:1   |

(Unaudited)

#### Ranch

The Ranch is a designated unit at DVI, San Quentin and Folsom.\* Because of the minimum custody requirement for inmates residing in these units, staffing ratios and costs are generally less than for any other housing unit of the institution. Table V displays the cost per inmate housed in the Ranch at Folsom, DVI and San Quentin.

TABLE V

SCHEDULE OF RANCH
COSTS, POPULATION AND STAFFING RATIO
FISCAL YEAR 1975-76

|   |               | Institution |         |
|---|---------------|-------------|---------|
|   | <u>Folsom</u> | San Quentin | DVI     |
| FY 1975-76 Cost per<br>Inmate per Year  | \$6,066       | \$5,298     | \$4,522 |
| Average Unit Population                 | 109           | 142         | 14      |
| Inmate to Correctional<br>Officer Ratio | 5.6:1         | 8.7:1       | 15.8:1  |
|   | (Unaudited)   | _           |         |

<sup>\*</sup> Folsom Prison recently discontinued its Ranch and now houses these inmates within the general population.

#### Hospitals/Infirmaries

Medical services are provided to inmates at each of the institutions included in our analysis. Each facility provides typical outpatient treatment and, in addition, has a hospital unit that is capable of treating inmates who need hospitalization. These hospitals range in size from a 26-bed facility at DVI to an 82-bed facility at San Quentin.

At DVI, CTF and Folsom the hospital bed utilization ratio ranges from 3.8 percent to 21.9 percent as illustrated in Table VI.

TABLE VI

#### SCHEDULE OF HOSPITAL BED CAPACITY AND UTILIZATION FISCAL YEAR 1975-76

|   |     | l r    | nstitut | ion  |             |
|---|-----|--------|---------|------|-------------|
|   | DVI | Folsom | CTF     | CIW  | San Quentin |
| Hospital Bed Capacity                       | 26  | 55     | 32      | 37   | 82          |
| Average Daily Hospital<br>Population        | 1   | 10     | 7       | 15   | 40          |
| Percent of Hospital<br>Facility Utilization | 3.8 | 18.2   | 21.9    | 40.5 | 48.8        |

Honorable Mike Cullen Chairman, and Members of the Joint Legislative Audit Committee October 7, 1977 Page 10

The low-bed utilization at DVI, CTF and Folsom is partially attributable to the use of outside facilities and other hospitals within the California Department of Corrections (CDC) system.

The direct cost of both in-and-outpatient services to inmates is provided in Table VII.

## TABLE VII SCHEDULE OF MEDICAL SERVICES COSTS FISCAL YEAR 1975-76

|   |           | 1           | nstitution |           |             |
|---|-----------|-------------|------------|-----------|-------------|
|   | DVI       | CTF         | Folsom     | CIW       | San Quentin |
| Total Direct Medical<br>Service Costs                 | \$792,400 | \$1,100,200 | \$868,000  | \$706,400 | \$1,851,900 |
| Direct Medical Service<br>Cost per Inmate per<br>Year | 609       | 433         | 506        | 938       | 930         |
| •   |           | (Unaudited) | -          |           |             |

Total medical services costs including allocations for overhead and custody costs at each institution are provided in Schedules 1 through 5.

The Department of Finance is concluding a nine-month study of hospitals within the CDC system and will address the issue of hospital staff utilization in their report.

#### Total Institution

Table VIII below summarizes the total operating costs for the five institutions that we studied. Schedules 1 through 5 provide detailed institutional costs by both housing unit and line item of expenditure. We did not allocate total hospital cost to the hospital inpatient population because a portion of the cost is for services not directly associated with inpatients.

#### TABLE VIII

## SCHEDULE OF TOTAL INSTITUTIONAL COSTS POPULATION AND STAFFING RATIO FISCAL YEAR 1975-76

|  |             |              | Institution  |              |              |
|--|-------------|--------------|--------------|--------------|--------------|
|  | CIW         | San Quentin  | DVI          | CTF          | Folsom       |
| Total Cost per<br>Institution              | \$7,782,000 | \$18,211,700 | \$11,428,000 | \$18,440,900 | \$12,026,700 |
| FY 1975-76 Cost per<br>Inmate per Year     | 10,335      | 9,140        | 8,777        | 7,266        | 7,004        |
| Average Institution Population             | 753         | 1,992        | 1,302        | 2,538        | 1,717        |
| Inmate to<br>Correctional<br>Officer Ratio | 4.0:1       | 4.1:1        | 4.4:1        | 6.2:1        | 5.1:1        |
|  |             | (Unaudi ted  | 남)           |              |              |

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

Schedule 2--Institutional Costs, California State Prison at San Quentin, Fiscal Year 1975-76

<u>Schedule 3</u>--Institutional Costs, Deuel Vocational Institution--Tracy, Fiscal Year 1975-76

Schedule 4--Institutional Costs, California Training Facility--Soledad, Fiscal Year 1975-76

<u>Schedule 5--Institutional Costs</u>, California State Prison at Folsom, Fiscal Year 1975-76

To

#### Memorandum

Date: October 6, 1977

Mr. John H. Williams, Auditor General

Joint Legislative Audit Committee

Office of the Auditor General

925 L Street, Suite 750 Sacramento, CA 95814

ATTN: Mr. Robert J. Maloney

From: Department of Corrections, Sacramento 95814

Subject: Letter Report 282.3

We appreciate this opportunity to review the findings contained in the draft report of the Auditor General covering a cost analysis of selected housing units in the Department of Corrections.

\* \* \*

This report appears to be well prepared and will provide assistance in managing our selected facility housing units.

J. ENOMOTO

Director of Corrections

<sup>\*</sup> Comments deleted referred to items shown in draft report but not included in this report.

SCHEDULE 1

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

| TYPE OF HOUSING | General Hospital All Units \$1,938,600 \$ 67,900 \$3,081,800 303,000 455,800 1,234,500 1,306,900 557,700 6,015,800 1,166,200 283,400 1,766,200 \$4,704,700 \$841,100 \$7,782,000 | \$ 3,348<br>523<br>2,257<br>6,128<br>1,997<br>\$ 8,125<br>\$ 10,335  | 579 15 753               |
|-----------------|--|--|--------------------------|
|                 | Reception<br>Center<br>\$ 668,900<br>231,600<br>226,000<br>1,126,500<br>206,800<br>\$1,333,300   | \$ 6,689<br>2,316<br>2,260<br>11,265<br>2,068<br>\$ 13,333   | 100                      |
|                 | Sychiatric<br>Treatment<br>Unit<br>\$406,400<br>244,100<br>132,600<br>783,100<br>119,800<br>\$902,900  | \$ 6,888<br>4,137<br>2,247<br>13,272<br>2,031<br>\$ 15,303   | 59                       |
|                 | Personnel ServicesDirect Custody Other Personnel ServicesIndirect Total Personnel Services Operating Expenses Total Expenses   | Personnel ServicesDirect Custody Other Personnel ServicesIndirect Total Personnel Services Operating Expenses Total Expenses | Average Daily Population |

SCHEDULE 2

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

----TYPE OF HOUSING-----

| All Units                     | \$ 8,707,100<br>2,424,200<br>2,315,600<br>13,446,900<br>4,764,800<br>\$18,211,700  |   | \$ 4,371<br>1,216<br>1,162<br>6,749<br>2,391<br>\$ 9,140   |                   | 1,992   |  |
|-------------------------------|--|---|--|-------------------|---|--|
| Hospital                      | \$ 405,700<br>1,537,700<br>46,500<br>1,989,900<br>528,300<br>\$2,518,200   |   |  |                   | 40  | לוווספרופוור)  |
| General<br>Population         | \$ 5,772,400<br>737,800<br>1,893,600<br>8,403,800<br>3,601,600<br>\$12,005,400   |   | \$ 3,543<br>452<br>1,162<br>5,157<br>2,214<br>\$ 7,371   |                   | 1,629   | =  |
| Ranch                         | \$296,300<br>29,700<br>165,100<br>491,100<br>261,600<br>\$752,700  |   | \$ 2,086<br>208<br>1,162<br>3,456<br>1,842<br>\$ 5,298   |                   | 142   |  |
| Management<br>Control<br>Unit | \$ 886,100<br>25,600<br>81,400<br>993,100<br>146,700<br>\$1,139,800  |   | \$ 12,658<br>365<br>1,162<br>14,185<br>2,096<br>\$ 16,281  |                   | 70  | (Unaudited)  |
| Security<br>Housing<br>Unit   | \$ 822,500<br>61,000<br>80,200<br>963,700<br>142,500<br>\$1,106,200  |   | \$ 11,920<br>883<br>1,162<br>13,965<br>2,065<br>\$ 16,030  |                   | 69  | (Un  |
| Condemned<br>Row              | \$524,100<br>32,400<br>48,800<br>605,300<br>84,100<br>\$689,400  |   | \$ 12,477<br>772<br>1,162<br>14,411<br>2,002<br>\$ 16,413  |                   | 42  |  |
| TOTAL COST                    | Personnel ServicesDirect Custody Other Personnel ServicesIndirect Total Personnel Services Operating Expenses Total Expenses | COST PER INMATE YEAR  | Personnel ServicesDirect Custody Other Personnel ServicesIndirect Total Personnel Services Operating Expenses Total Expenses |                   | Average Daily Population  |  |
|                               | Security Management Condemned Housing Control Row Unit Ranch Population Hospital   | Security   Management   Condemned   Housing   Control   Ranch   Population   Hospital   All Unit   Control   Ranch   Population   Hospital   All Unit   Control   Ranch   Population   Hospital   All Unit   All Unit   Control   Ranch   Population   Hospital   All Unit   All | ServicesDirect   | Services - Direct | Security   Management   Security   Management   Security   Management   Security   Management   ServicesDirect   Solution   Hospital   All Un | Services Direct   Rough   Population   Hospital   All Un |

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|      | rity Management ing Control it Unit | $\begin{array}{cccccccccccccccccccccccccccccccccccc$   | $\begin{array}{cccccccccccccccccccccccccccccccccccc$  | 100 55 111 14 1,021      |
|------|-------------------------------------|--|---|--------------------------|
|      |                                     | s    s>  | \$ 1,23<br>7<br>2,77<br>1,74<br>\$ 4,52   | 14                       |
| TYPE | nt                                  | \$459,700<br>53,800<br>159,300<br>672,800<br>191,300<br>\$864,100  | 1 1 11  | Ξ                        |
|      |                                     | \$496,600<br>34,300<br>78,700<br>609,600<br>96,500<br>\$706,100  |   | 55                       |
|      | Security<br>Housing<br>Unit         | \$1,186,200<br>44,500<br>144,400<br>1,375,100<br>179,100<br>\$1,554,200  | \$ 11,862<br>445<br>1,444<br>13,751<br>1,791<br>\$ 15,542   | 100                      |
|      | TOTAL COST -                        | Personnel ServicesDirect Custody Other Personnel ServicesIndirect Total Personnel Services Operating Expenses Total Expenses | COST PER INMATE YEAR Personnel ServicesDirect Custody Other Personnel ServicesIndirect Total Personnel Services Operating Expenses Total Expenses | Average Daily Population |

SCHEDULE 4

| INSTITUTIONAL COSTS<br>CALIFORNIA TRAINING FACILITYSOLEDAD<br>Fiscal Year 1975-76<br>(Unaudited) | <br>Security Management Protective Housing Control Housing Unit Unit Unit Hospital Population All Units | irect $\ddagger 955,100 \ \$1,420,200 \ \$970,800 \ \$138,800 \ \$6,223,900 \ \$9,708,800 \ 1,903,100 \ 17,100 \ 17,200 \ 1,00000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,00000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,00000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,00000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,00000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,00000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,00000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,0000 \ 1,00000 \ 1,0000 \ 1$ |                      | irect $$8,378$$ $6,312$$ $4,854$$ $3,124$$ $3,825$                                     $ | n 114 225 200 7 1,992 2,538<br>(Inpatients) |
|--|---|--|----------------------|--|---|
| INST<br>CALIFORNIA TR<br>Fisc  |   | 955,100 \$1<br>46,200<br>119,200<br>1,120,500 1<br>190,700   | COST PER INMATE YEAR | 8,378<br>405<br>1,046<br>9,829<br>1,673  | Average Daily Population 11 $^4$            |

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1,448,400 1,602,500 9,281,000 3,628 844 933 5,405 2,745,700 \$ 6,230,100 All Units ----TYPE OF HOUSING-----99,100 175,000 786,000 9,600 970,600 Hospital 35,100 101,000 493,600 167,500 \$661,100 927 4,529 \$357,500 Ranch CALIFORNIA STATE PRISON AT FOLSOM Fiscal Year 1975-76 \$4,789,000 548,600 1,408,600 6,746,200 2,335,900 \$9,082,100 933 4,471 1,548 Population INSTITUTIONAL COSTS General (Unaudited) \$ 908,600 78,700 83,300 1,070,600 936 10,209 143,200 Housing Security Unit Total Personnel Services Total Personnel Services Personnel Services--Indirect Personnel Services--Indirect Personnel Services--Direct Personnel Services--Direct Total Expenses Total Expenses Operating Expenses Operating Expenses COST PER INMATE YEAR Cus tody Custody TOTAL COST Other

,599

(Inpatients)

109

1,509

8

Average Daily Population

(Unaudited)