California Youth Authority: Eights Years of Action

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After his service in the U. S. Army during World War I and completion of his University education, the author began a long connection with the Los Angeles Probation Department and Juvenile Court. By 1943 he had held every official position in that department. In 1941 he received a part time appointment with the newly formed Youth Authority to prepare plans for the legislative session of 1943 in California, to make the Authority an operating agency. In 1943 Governor Warren appointed him Chairman and Director of the Authority, which office he now holds.

The first boy placed under care of the California Youth Authority was received at its Clinic on August 17, 1942. The arrival of another boy in September and one in October of that year, made a total of three youths received from the courts in the first eight months of Youth Authority operation. At the completion of its eighth year, which occurred in January of 1950, the Youth Authority had received some 13,000 youths who had been committed to it or to its schools and camps.

The assumption by the Youth Authority of complete responsibility for operation of the State’s correctional schools occurred on August 4, 1943. However, during the year previous to that date, the Youth Authority had taken limited responsibility for the management of those schools. This was done at the request of the Governor of the State and the Director of the Department of Institutions which at that time was specified by law as the operating agency for the correctional schools.

On June 30, 1942, there were 1,080 boys and girls in the State’s three correctional schools. At the end of January, 1950, the resident population of wards in the ten Youth Authority training schools and camps totaled 1,703. In addition, there were on that date 533 older Youth Authority wards in the California Vocational Institution. This facility is under the direction of the Director of Corrections, but first priority for its use is given to the Youth Authority. With the addition of that number, the total number of Youth Authority wards in all state training schools and camps on January 31 of this year, was 2,236. The estimated number of parolees from the three correctional schools on June 30, 1942, was 1,268. On January 31, 1950, there were 3,484 Youth Authority wards under supervision of its parole officers in the communities of the State.

The above figures give initial insight into the expansion of Youth
Authority activities and the broadening of its responsibilities during the first eight years of its existence. The first eight months of Youth Authority operation were devoted mainly to planning and observation, to the establishment of a diagnostic clinic, and to a study of delinquency conditions to determine the magnitude of the job of prevention and control within the State. The shifting of the responsibility for the operation of the correctional schools from the Department of Institutions to the Youth Authority came as the result of an intensive analysis of the state's correctional facilities during the latter part of 1942 and the early part of 1943 made by a legislative interim committee and a number of lay and professional persons.

NEW SCHOOLS AND CAMPS

That investigation revealed critical need for additional training facilities. Hundreds of boys and girls were confined in county jails and detention homes, in many instances under unfavorable or deplorable conditions, awaiting delivery to state schools. The Legislature appropriated funds to the Youth Authority and it began intensive search for a solution to the problem. New construction was impossible because of scarcity of material, and recruitment of personnel was handicapped by war effort priority.

The first step in solution was the establishment of a temporary forestry camp. In cooperation with the State Park Commission, fifty boys were transferred directly from county jails to Calaveras Big Trees Park where, under the supervision of skilled tradesmen, they built a camp of 100-boy capacity. Portable buildings at Benicia State Guard Camp were dismantled there and transported to the Park. While this camp operated for only one season it did relieve some of the pressure on the county jails and detention homes.

Early in 1944 the Youth Authority was fortunate in securing a lease on the Fricot Estate of 1,090 acres located in the foothills of the Sierras in Northern California. Again, old State Guard Camp and Prison Camp barracks were dismantled and reassembled for use as dormitories and a dining and mess hall. The first boys arrived at Fricot on July 7, 1944 and by fall of 1945 a full complement of staff had been secured and the boy population had reached 100.

One of the pressing needs was for a school for younger girls. In

1. For a more detailed description of the experiences of that initial period, see Karl Holton, "Youth Correction Authority in Action: The California Experience," Law and Contemporary Problems, Duke University School of Law, Durham, North Carolina, Volume 9, No. 4, Autumn 1942, pp. 655-666.
1943 the Youth Authority secured a lease on the property and buildings which formerly had been used as the Knights of Pythias Old Peoples' Home in Sonoma County. Youth Authority boy wards were taken from Preston and Calaveras Camp to do the renovating work that was necessary for occupancy of the building. The first girls arrived at the school in November of 1943. By the fall of 1944 sufficient staff had been recruited to handle a population of 100 girls.

In 1944 the Youth Authority entered into a contract with the Military for the establishment of two camps, one at Benicia Arsenal and the other at the Stockton Ordnance Depot, each with a capacity of 150 beds. The boys were taken directly from the county jails, staffs were recruited and under joint supervision with the Military the boys entered into the war time program of very necessary and vital production activity, working alongside of civilian personnel. The boys received the going rate of pay with costs for support being taken out of their earnings. The boys accumulated on the average $50 to $60 per month for their trust funds.

Under agreement with the State Division of Forestry, Department of Natural Resources, the Youth Authority began the construction of forestry camps for boys in 1945. By 1947 four such camps were in operation, each with a population of from 50 to 70 youths. Work done by the boys makes the camps self-supporting.

One area of vital need was the school for the intermediate age group, 15 to 16. After considerable search the Youth Authority located a surplus Army Air Base on the Estrella Plain near Paso Robles. The site was leased in April of 1947 and later purchased on an educational discount for $5,800. The property consists of 200 acres and some 40 barracks buildings. At the time of purchase the area contained a complete sewage disposal plant, a fine water system, including two deep wells with pumps, storage tanks and pipe lines. The first boys arrived at the school on September 30, 1947. By the spring of 1948 a full complement of staff had been recruited and a population of 100 boys was undergoing training.

Concurrent with the organization of new training facilities an extensive reorganization of the three existing correctional schools was carried on. There were two principle purposes in connection with that reorganization; first, to assist in meeting the pressing needs faced by the State and second, to more adequately reflect the new concept of treatment inherent within the Youth Authority program. This reorganization was accomplished through (a) an intensive analysis of needs within the three schools, (b) a critical evaluation and alteration of existing programs of custody and training, (c) an inter-change or transfer of
personnel, (d) the employment of new personnel, (e) intensive staff in-service training programs, and (f) renovation of existing physical plants.

**AMENDMENTS TO ORIGINAL ACT**

The Legislature in 1943, in addition to placing the correctional schools under control of the Youth Authority, made a number of amendments to the original Youth Correction Authority Act. The word "Correction" was stricken from the title. The Youth Authority's early experience in attempting to estimate the problem revealed the woeful lack of adequate statistics concerning the extent of delinquency; the Act was amended to allow creation within the Youth Authority of a Research and Statistics Section; that immediately was done. A few other changes in the Act were made, one of which lowered from 23 to 21 the maximum age at which youths could be committed to the Youth Authority. In addition, the effective date of mandatory commitment to the Youth Authority was extended. This extension has been continued by action at successive meetings of the Legislature, the most recent one postponing the mandatory date to January 1, 1952.²

**CONSTITUTIONALITY OF YOUTH AUTHORITY ACT**

Three separate court decisions have established the constitutionality of the California Youth Authority Act. The first occurred at a very early date after the Youth Authority began accepting commitments. The case of *Herrera*, 23 Cal. (2d) 206, was decided by the California State Supreme Court on November 18, 1943, and in unanimous opinion of the court the duties and responsibilities of the Youth Authority as set forth in the Act were declared to be constitutional:

"Defendant in this case sought his discharge from the custody of the Youth Authority on the grounds that the statute authorizing their commitments was unconstitutional on all grounds. The court discharged the writ and sustained the Act. Its approach to the constitutional objections was as follows:

(1) That there was no unconstitutional delegation of legislative or judicial power in vesting power in the Authority to determine, within the limits prescribed (a) how long convicted persons should be detained or (b) how they should be treated after commitment. The standards governing the Authority in determining the kind of treatment and release were within constitutional limits.

(2) Recognizing the Legislature's wide discretion to classify under the Fourteenth Amendment of the United States Constitution and similar state provisions, the court held that the Authority's discretionary power to accept persons for treat-

². For reference to Amendments, deletions and additions to the original Act, see: *California Laws Relating to Youthful Offenders*, including Youth Authority Act and the Juvenile Court Law. Division of Documents, Sacramento, California, October 1949.
ment and the Act's exclusion of certain persons from those eligible for commitment were constitutional.

(3) The age limit set was held reasonable.

(4) There is no discrimination in excluding those sentenced to life imprisonment.

(5) There is no unreasonable discrimination because one committed may remain in custody for a period longer than one convicted of the same offense but not committed to the Authority.

(6) The court held that a commitment to the Authority was a judicial determination of conviction and commitment for the term prescribed is a sentence. The court recognized the reasonableness of reaching the offender while he is in the formative years and sustained the constitutionality of the Youth Authority Act."

In the case of People v. Ralphs, 24 Cal. (2d) 575, the Supreme Court of the State again ruled upon various phases of the Youth Authority Act and again sustained its constitutionality. This case was decided on July 21, 1944. In this case defendant Ralphs and two co-defendants were found guilty of robbery in the first degree. The court granted the request of the defendants for leave to file an application for probation and set a time for hearing upon such applications and for the pronouncement of judgment and sentence. The three defendants were under 20 years of age. On the day of the hearing of the applications for probation and the pronouncement of judgment and sentence, each defendant moved under the provisions of the Youth Authority Act that they be certified to the Youth Authority. The Court denied the motions for such certification as well as the applications for probation, and sentenced each defendant to the State Prison for the term prescribed by law. From the judgment and sentence against him, each defendant appealed. The sole contention advanced was that the trial court erred in refusing to certify the defendants to the Youth Authority.

The Supreme Court reversed the trial court and remanded the cases to the trial court with directions to grant the respective motion of the defendants for certification to the Youth Authority. The Court held that

"Under the provisions of Section 1731.5 of the Welfare and Institutions Code the defendants were entitled to be certified to the Authority, but this does not mean that the Authority must accept them or that they are entitled to remain under it. These are questions which the administrators of the Act must determine, in the exercise of sound discretion, and unless they are satisfied as to each defendant that he 'can be materially benefitted' by the procedure and that for his 'care and maintenance there exists ... proper and adequate facilities,' it is their duty to return such defendant to the Superior Court or to take such other action as under the circumstances may be proper, to the end that he shall be committed to the proper penal institution."

3. (At the time this case was heard in the trial court it was mandatory to certify all youths under the age of 23 to the Youth Authority with the exception of those youths who were sentenced under 90 days or to death or life imprisonment.)
The most recent Court decision affecting the Youth Authority was rendered by the First District Court of Appeals in *People v. Scherbing* on September 23, 1949 (93 ACA 875), one section being pertinent to the right of the Youth Authority to transfer wards to a State Prison. The section states as follows:

“A youthful offender convicted of a misdemeanor may be committed by the Youth Authority to a State Prison, since the Youth Authority Act empowers the Authority to use all state institutions, including prisons, for any person within its control, whether felon or misdemeanant, in order to accomplish its purpose to rehabilitate youthful offenders.”

**Administrative Structure of Youth Authority**

Before describing the treatment programs which are being carried on in the Youth Authority schools and camps, a brief outline of the administrative structure of the Youth Authority may be helpful. Staff organization is pointed toward the most efficient realization of the two objectives stipulated in the Youth Authority Act: first, the rehabilitation of youths committed to the Youth Authority care by the courts; second, the prevention of delinquency occurrence.

The Youth Authority consists of a three-member Board appointed by the Governor. The Chairman of the Youth Authority Board serves as Director of the agency and appoints and supervises the necessary staff. The Board as a whole has the sole responsibility for classification, segregation, parole and discharge of the youths committed to it and cannot delegate that responsibility.

For administrative purposes the staff of the Director is organized under four major divisions, with appropriate sections. This arrangement is one of convenience for dealing with the various aspects of the Youth Authority program. In all the Youth Authority functions, emphasis is laid on the fact that the Youth Authority program is essentially a unitary one and the several divisions and sections of the staff work in close collaboration from their differing points of approach. The four operating divisions of the Youth Authority are as follows:

1. **Division of Diagnosis and Classification.** This Division operates a diagnostic clinic in which wards from sixteen to nineteen years of age are received and studied. The Board thus has the benefit of a clinical study of each youth within that age group before it makes determination as to the school or program to which a youngster should be assigned. Clinical service is also provided at all facilities to which boys or girls of any age are delivered directly from the counties.
2. **Division of Training and Treatment.** This Division has the responsibility for the operation of the six correctional schools and four forestry camps now established.

3. **Division of Field Services.** This Division consists of two sections, Delinquency Prevention and Parole, each section being under the supervision of a Deputy Chief of the Division.

4. **Administrative Office.** The Administrative Office of the Youth Authority, located in Sacramento, provides central control and uniform management of the fiscal operations of the divisions and facilities. The Administrative Officer is responsible for the preparation and control of the Youth Authority budget. He represents the Director in contacts concerning fiscal matters. In carrying out these functions he is assisted by the Accounting, Personnel, and Research and Statistics Sections.

**Retraining Program of the Youth Authority**

The primary function of the Youth Authority is the rehabilitation of youths whose behavior problems are so severe that they cannot be handled on the community level either under probation, in detention homes or in county probation camps or schools. When, in the opinion of the courts, commitment to the Youth Authority is deemed advisable, the Youth Authority Board, after a careful examination of the case history of the individual youth, may accept or reject the youth, dependent on its determination that proper and adequate Youth Authority facilities exist for his care and that he will benefit from the Youth Authority program.

The philosophy of individualized training of delinquent youth is widely accepted as the most enlightened approach to correctional treatment. Current programs of training on the basis of individual needs are the result of a century of progress in the treatment of maladjusted youth. The principles underlying the Youth Authority program of rehabilitation which are based upon the above concept are, therefore, not new. However, the creation of a department of state government specifically charged with the responsibility for the re-education and retraining of socially maladjusted boys and girls who have been declared delinquent by the courts, and further charged with responsibility of parole and placement and the operation of a statewide program for delinquency prevention is unique in governmental procedures. The California experience is being observed and carefully studied by agencies dealing with delinquent children throughout the world.
Characteristics of Youth Authority Wards

The human material with which the Youth Authority is concerned is extraordinarily complex. The age range is from 8 to 21 years. The youngsters are of many racial types and their offenses reflect degrees of maladjustment from truancy to homicide. Their mental ability ranges from superior to defective, with a general distribution slightly lower than that of a public school group of the same age range. The majority come from homes that are substandard and in large proportion inadequate.

When considered as a whole, the spread of individual differences and needs appears overwhelming. The first task in the training process is to separate this heterogeneous group into smaller units which have some common denominators. Some of this has already been done by nature on the basis of sex, age, and physical maturity. It is after this rough natural separation that the real task begins and the benefits of specialized types of training facilities are applied. This principle of separation is basic to the Youth Authority program. Experience reveals that grouping can be accomplished more readily by holding the population of the training school to smaller numbers. Grouping on the basis of abilities and interests is limited by the unwieldy and complex administration structure of a mass custodial situation.

Initial Diagnostic Study

Accepting the validity of this technique of grouping into small units, the facility that is to be used for training must be carefully determined by an exhaustive study of the social, psychological, mental and physical characteristics of each youth. An analysis of his personality must be made in order to define the interest, fears, tensions and conflicts that are basic to his emotional instability. It is found that in almost every case there is a history of conflict, rejection, humiliation and frustration which are end products of the family inadequacies mentioned above. Many case records reveal cultural and ethnic factors as probable causes of maladjustment. The assignment of the boy or girl to a specific facility is also made on the basis of community and home studies which offer some prognosis as to the possibility of replacement of the child in the community; it is only through early planning for return to the community that an intelligent training program may be developed in the school or camp. Is the youngster to return to a fulltime school, a job, a foster home in the new community, or is his natural home such that he may be returned to it? Does the boy or girl have aptitude for a
vocational course? Is there need for extensive remedial work of a physical, educational or psychotherapeutic nature? What is the prognosis for rehabilitation?

As mentioned in the introduction to this article, approximately half of the youngsters committed to the Youth Authority by the courts are studied at the Diagnostic Clinic temporarily located on the grounds of the Preston School of Industry. These are all boys, of necessity, because of limitations within the facility. They receive psychological and educational tests and studies by the Clinic staff, and are given thorough medical examinations. On the basis of the Clinic findings and facts contained within the county probation reports, as well as information gained from initial studies of the home made by Youth Authority parole officers, the Board makes assignments to the school or camp considered most appropriate for meeting the needs of the individual boy. For those boys, and all of the girls, who are not sent to the temporary diagnostic center, psychological tests are given in the specific school to which they are transferred directly from the county of commitment. The Diagnostic Clinic maintains branch services fulltime at the Ventura and Los Guilucos Schools and part-time at the Fricot and Paso Robles Schools. Boys delivered to the Fred C. Nelles School receive study by a psychologist and psychiatrist who are fulltime Members of the School staff. These clinical studies, furnished to the training facilities and to the Parole Section, as well as to the Board, provide the basis upon which are founded the program of individual training and treatment, and the plans for later return to the community under supervision.

Architectural plans are now being prepared for two reception centers; one to be located in the northern part of the State at Sacramento, the other in Southern California near Los Angeles. The staffing of these centers with psychiatrists, psychologists, physicians, and social workers and teachers who have a psychotherapeutic and/or a group-work orientation, will enable an approach to the type of diagnosis considered essential to determine the specific abilities, interests and needs of the individual boy or girl, and a closer approach can be made to a full understanding of the factors in the youth's makeup or in his background which had led to his maladjustment. Centralization of initial diagnostic procedures at the reception centers will insure greater flexibility in the Youth Authority program. It also will enable more satisfactory initial assignment to training facilities, with a consequent smaller number of inter-school transfers made necessary because of improper initial placement.
School for Younger Girls

Assignment to the two schools for girls is made initially on the basis of age, and delinquency record. Girls of the ages 8 to 15 are assigned to Los Guilucos. Girls of the age group 16 to 21 are sent to Ventura. In some cases girls who are socially mature and have an extensive delinquency record are assigned to Ventura even though their chronological age would indicate placement in Los Guilucos; likewise, some girls of older chronological age who are socially immature may be assigned to Los Guilucos. At Los Guilucos major emphasis is placed on a remedial educational program. Extensive diagnosis of learning faults is done soon after the young girl is received at the school. The program at the school is informal; an attempt is made to develop the type of activities that are normally found in the public schools. Social adjustment, group living, training for acceptance of responsibility and a broad recreational and hobby program are considered fundamental to the conditioning of these younger girls. After achievement tests are completed, girls showing weaknesses in the major learning areas are retested. The telebinocular, flash meter and other devices are used for reading deficiencies. Often it is found that there are physical and emotional blocks to reading that have no relationship to mental deficiency. These younger girls reveal all of the common reading faults such as reversals and skips. In some cases there has been complete inability to isolate individual words. In a number of instances emotional blocks which entirely blank out the written page have been isolated. To overcome these severe blockings it is necessary to do intensive individual analysis to discover the emotional basis of the frustrations or humiliations.

All types of visual and audio materials are being used to develop an interest in, and give a better understanding of, the subject presented. Film strips, slides, recordings, moving pictures and field trips are extensively used to supplement written material. Careful selection of the written material is made to insure an interest level comparable to the social and mental maturity of the girl and to bring a vocabulary within the comprehension of the child.

It is a truism to state that individuals cannot be isolated for any period of time from a normal social environment and then make a successful adjustment when they are again placed within such a social structure. At Los Guilucos preclusion of such isolation has been partially insured through the organization of a Girls’ League. The school Glee Club, the Folk Dance Group and other small groups take part in the activities of the neighboring communities. They attend musical and
folk dance festivals. They visit the neighboring high schools and, in turn, serve as hostesses to groups of girls from schools of the neighboring communities. The recreational program is carefully planned and extensive in nature. Cottage and school-wide parties furnish opportunity for entertainment and for experience in the development of social competence. The girls themselves do most of the planning of such parties, pageants and entertainments. They plan the program, the costumes and the games. The standards of the entertainment and program developed by the girls compare favorably with similar programs of schools in the neighboring community. Folf dancing, swimming and athletic games of various kinds meet the recreational needs of the Los Guilucos Girls.

For girls whose capacities are such that they cannot carry a full time educational program, activities are planned for the purpose of development of social responsibility. Some of these are carried on in the kitchen, others in the garden. There are other activities which have a definite part in the maintenance of the school. Girls have opportunity to elect the activity they like most. They are required to continue in those activities only as long as their interest is sustained and they are kept in them only so long as training benefits are reflected. The program of activities is developed in such a way that there is progression by the girls through them as they develop skills and competence. Pride in the care of her own room is instilled in every girl. She gains status in the dormitory group through recognition for attractive and neat appearance of her living quarters.

The counselling program, consisting of both individual and group discussion, is handled by the psychologist, the teachers and the administrative staff of the school. However, all the members of the staff are being trained in the counselling process, in order that every contact with the girl by staff members may be constructive. The religious life of the school is directed by a Catholic and a Protestant Chaplain who also take an active part in the counselling program. At regular intervals the girl’s progress in the school is reviewed by the administrative staff. The staff keeps careful records of each girl’s adjustments and progress and upon such records the Board makes determinations as to the length of training program for each girl. When it becomes apparent that the girl has reached what might be considered the peak of her response to the school’s program, she is recommended for return to her home or to the community and a placement plan is worked out for her by the parole section.
SCHOOL FOR OLDER GIRLS

The problem incident to the retraining of the older girls who are committed to the Authority is much more difficult than that of the girls sent to Los Guilucos. The number of girls assigned to Ventura who are emotionally unstable to a point where they can be considered neurotic is much higher than among the younger girls, and the number who have definite psychopathic tendencies is alarmingly high. This poses a serious problem in program planning. The problem is a dual one, requiring both adequate facilities to properly house this type of personality and highly trained personnel who have the necessary understanding of causative factors as well as techniques for handling this type of individual. The problem of treating this personality type has been incisively analyzed by Dr. Tarjan. He points up the difficulty of securing initial diagnosis in order that such personality types might receive needed treatment early in life, which would thus prevent a long career of mistreatment resulting too often in consequent commission of serious crimes. The problem at Ventura, as at Preston, which is discussed later in this article, is that of coping with this highly emotional or psychopathic tendency type within a facility which has such a broad range of personalities. As Tarjan states:

"This mixture of personalities among those under institutional treatment also makes a plan of treatment more difficult because the few facilities at disposal have to be spread to conform with the needs of all sub-types of offenders." The lack of specialized facilities for this mixture of personalities has been pointed out from time to time for many years. The Youth Authority has made a definite recommendation to the Governor and the Legislature in connection with this need. As Tarjan says:

"One can find a recurrent statement in the literature on juvenile delinquency, that 'no facility, institution or ambulatory, exists at present which has a complete air of therapeutic approach.' This statement is true of all places that I have known. I hope it will not hold true of our own for too long."

The other aspect of the problem is, of course, adequately trained staff. The need for such highly trained personnel is more important in handling this type of personality than anywhere else along the line in the treatment process. In dealing with the psychopathic delinquent or the

person with psychopathic tendency, the deepest possible understanding must be had. Tarjan states:

"... the psychopath arouses the same response from the individual custodian as he did from society in general. It is obvious that if the relationship between the psychopath and the custodian remains the same as it was between the psychopath and society in general, then the chances of improving that relationship are very meager. It is, therefore, essential that one of the two must be basically changed before treatment can begin. We cannot hope that the commitment in itself will cause the personality of the psychopath to change. It is, therefore, important that we select people who are able to represent an environment which carries an attitude completely different from that which confronted the psychopath in his life on the outside. This can be achieved only if all persons having a part in the care and treatment of the psychopathic delinquent are chosen with extreme care, and if positions of that nature carry inducements which will attract people with superior qualifications."^8

In meeting the needs of this type of girl first consideration must be a careful analysis of the girl's history and personality. These psychological and psychiatric studies are made, and extreme care is used in the selection of cottage and training program. The emphasis in the program for this type of girl is artistic, with opportunity for self-expression. Many of them respond to opportunities for formal education, but the authoritarian-teacher approach must be carefully avoided.

The girls at Ventura, being older in age, will for the most part return to the community on a self-sustaining basis. Many of the girls are already married and in some cases have children. As a consequence, emphasis is placed on family life, child care and household arts. For those girls who have the interest and capacities, a commercial program is offered and a fairly large number of the girls are given opportunity to take shorthand and typing and a select group is given experience in office practice. Remedial instruction is given there, as well as at Los Guilucos, in basic academic subjects.

At Ventura, as at Los Guilucos, activity assignment, remedial education, recreation and religious counselling are combined in a manner to prepare each individual girl to meet the requirements of life in the community to which she will return.

The medical problem at Ventura is quite serious. The physical condition of most of the girls is far below the standard of a comparable age group of young women in any community. Extensive work is done in both remedial and preventive medicine. In connection with the medical program, girls who have an interest in nursing are given an opportunity to serve in the school hospital as nurses' assistants. They work under the guidance of the doctor and trained nurses, gaining experience in

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^8 Tarjan, op. cit., p. 483.
hospital sanitation, feeding and care of the sick. Some of the Ventura girls have gone from the school to positions in hospitals in the communities.

**Training Program for Boys**

Among Youth Authority wards the ratio of boys to girls is approximately 6 to 1. This means much greater possibility for development of specialized facilities in the boys’ program. As stated above, boys of 16 and older who are referred to the Youth Authority are assigned for preliminary study to the diagnostic clinic on the grounds of the Preston School of Industry. From there, after careful analysis, each boy is transferred to the facility which offers the greatest possibility for his readjustment.

If the boy’s interest is in vocational skills or in farming he may be assigned to Preston School of Industry, which carries on an extensive pre-apprentice trade training program. The school also has an extensive, well planned and organized farming program which covers all of the agricultural skills from animal husbandry to vegetable gardening and field crops. The farming project is operated on the principle that training is the primary purpose and production is secondary. A trained Instructor in Agriculture directs the farming activity. He combines theory with practical experience in his presentation of the program.

In the pre-vocational trade training program job practices in sheet metal, auto mechanics, electricity, mill and cabinet work, woodshop, and culinary arts are combined with academic work such as mathematics, English and mechanical drawing. The content of those subjects is limited to the amount required for proficiency in the above mentioned trades.

At Preston as at Ventura, there is a certain percentage of wards whose maladjustment is so severe that they cannot adjust to the total school environment. For them the staff has established a separate unit where the problems of group living are less complex than in the large companies; where individual counselling, guidance and psychotherapeutic attention can be given. In this segregation unit, which is set apart from the rest of the school, special projects are carried on in order to develop interests. One section of the area is turned over to the boys for landscaping and they are permitted to use their ingenuity and imagination in the development of this project. Another work project is the manufacture of concrete pipe which is used to enclose the irrigation ditches on the farm. The pipe is also used in other Youth Authority schools.

These boys also manufacture and renovate mattresses and the renovation service of this unit is offered to other Youth Authority
facilities on a regular schedule. The staff of boys required to operate the school laundry is also selected from the segregation unit. While a complete recreational program is carried on within the unit, the boys may take part in intramural games, field days and other school-wide activities. Every effort is made to develop the type of activities which will catch the interest of this group. The observed benefits of this carefully planned program for a small selected group has given conclusive evidence that this type of individualized training is necessary to meet the needs of the highly emotional psychopathic tendency type of individual.

There is a certain percentage of the older boys who need vocational training of a terminal nature and there are a number who are too mature to be handled within the Preston program. Under a special arrangement with the Director of Corrections these young men are placed in the California Vocational Institution. This is an intermediate security type facility and is used for the older Youth Authority wards as well as some younger adults who would otherwise be committed to the prison at San Quentin. The vocational training at the California Vocational Institution is broader and more complete than the pre-vocational training given at Preston. The trades given there include electricity, radio repair, carpentry, general construction, sheet metal and welding, as well as service activities.

Program for Younger Boys

Visits from parents are particularly important for younger boys, so whenever possible, boys under 12 are assigned to either Fricot in the north or Nelles in the south on a geographic basis, thus enabling them to have frequent visits from their families. The program of the two schools is quite different. At Nelles it is more formal, with facilities for carrying on an individualized program. The academic classes are remedial in nature and activities are based upon a pre-trade and exploratory plan of organization. A definite effort is made to correlate these activities with the academic program. All boys coming under the compulsory school age who are capable of benefitting from a full day of academic class work are so assigned.

Those whose emotional instability makes it impossible for them to benefit from a full academic school program are assigned to half day school and half day of activities having some pre-vocational or pre-trade training value. These activities include carpentry, electricity, shoe shop, laundry, bakery, plumbing, wood shop and auto mechanics. Because of the age range of 8 to 16, emphasis in the trade activities is
placed upon exploration and interest development rather than terminal trade training.

The recreational program includes all types of athletics. These are carried on in a well-appointed gym or on a large athletic field. Individual play fields are provided for each cottage so that age groups may be separated for their individual group recreation. Religious guidance is given by two full time chaplains. As the more disturbed younger boys are assigned to Nelles, there are a psychiatrist and psychologist on the staff to do individual and group therapy as well as give initial diagnostic tests and make case studies.

At Fricot Ranch School, located in the foothills of the Sierras near San Andreas, a simple camp-school program is carried on. The remedial education program is the basis for the training activity. Scouting, cubbing, nature hikes, field trips, overnight hikes and swimming parties at the old swimming hole on the creek take the place of the artificial facilities for recreation which are usually found at a boys' training school. The small population at Fricot offers broad opportunity for man-boy contact and understanding. The activity program which centers around small maintenance tasks, is made as interesting and purposeful as possible in line with the spirit of adventure that is the motivating interest at the school. The staff makes use of the school's forest setting to give the boy an understanding of nature. The surrounding woods, mountains and streams give the youngsters many of the benefits the forestry camps have for older boys.

**Intermediate Age Group**

The newest of the Youth Authority facilities is the Paso Robles School for Boys of the intermediate age group, 14 to 16. The school was opened in 1947 by utilizing temporary facilities of an abandoned Army Air Force Camp. Emphasis at Paso Robles is placed upon exploratory skills and remedial classroom work. This facility is still in the beginning stages of its organization and the Youth Authority is planning carefully each step in its development in order to give to the State an outstanding program designed to meet the needs of that rather difficult age group who are too immature to benefit from the specialized pre-vocational program which is offered at Preston, and too mature to adjust at either Nelles or Fricot. The expansion of bed capacity at Paso Robles will relieve Nelles School of some of its older boys and enable a lessening of its formality.
Forestry Camps

Many of the older youth committed to the Youth Authority would receive little benefit from trade training, farming or academic education. They do need, however, to develop a sense of responsibility, good work habits and ability to participate in group activities. For these older boys the Youth Authority, in cooperation with the Division of Forestry, operates four forestry camps. The camps are located in the forest areas in the northern part of the State. Extensive forestry projects are carried on. These include reforestation, road construction, telephone installation and repair, blister rust control and forest fire fighting. In each camp the primary purpose of the project is training and every boy is taught the skills necessary for any job before he is assigned to it. He is also informed as to how the work ties in with the total development of the state and the protection of its resources. In addition to regular forestry projects, there is a special activity in each camp. In one a complete saw mill is used for demonstration purposes by the Division of Forestry to illustrate, for small mill operators, proper methods of operation. This mill also provides the major portion of the lumber used in the forestry district in which it is located. The mill is operated by Youth Authority boys under supervision of a Division of Forestry technician. The boys fell the trees, bring them to the mill and there reduce the raw logs to finished lumber. In another camp redwood logs are cut into shingle bolts and transported to the home camp where a small mill is being constructed to cut them into shingles. That mill will provide enough supply to meet the need of Forestry construction throughout the State. In a third camp a shop for the conditioning of Forestry Department equipment gives the young men training in mechanical repair and maintenance. The fourth camp operates a furniture manufacturing and reconditioning shop.

In addition to the type of boys mentioned above, young men from both the California Vocational Institution and Preston who have developed proficiency in their skills and need a tapering off period in a less restricted environment than is offered at either of those schools are assigned to the forestry camp for a three or four month period preceding their return to the community on parole. The forestry camp being smaller in population and of a minimum security nature, and with work projects making it possible for the boys to mingle with persons outside the camp, makes transfer to parole less abrupt than going directly to the community from either Preston or the California Vocational Institution.
STAFF RECRUITMENT AND TRAINING

No organization for youth training, regardless of the elaborateness of its facilities, can be successful without adequately trained personnel who have two essential prerequisites—intelligence and sympathetic understanding of human frailties and human needs. The dynamics of an expanding program on the basis of a non-punitive approach to treatment have tested the adjustive abilities of Youth Authority staff. The reorganization of the program in the older schools was followed, as expected, by a fairly large percentage of personnel replacement. The establishment of three new schools and four forestry camps required an extensive program of personnel recruitment.

The Youth Authority has within the past two years entered into an intensive staff training program. In-service and pre-assignment training are given in all of the facilities. To meet the needs for instruction in remedial techniques and insight into handling behavior problem children in academic classes, legislation was enacted permitting teachers to attend professional courses. In cooperation with San Francisco State College a summer workshop for the training of teachers of exceptional and handicapped children was organized. Teachers from Youth Authority schools attend this workshop each summer. They relate their experiences and findings to other teachers upon their return to the facility in which they are employed.

In the field of teacher recruitment the Youth Authority has established positions for Educational Internes. An extensive course in the field of child behavior and the dynamics of human relations is given in the first semester of the graduate year to students enrolled in teacher training facilities. At the college they are given seminars in clinical psychology, the interpretation of intelligence and achievement tests and other subjects fundamental to the understanding of children. During the second semester these students are assigned to Youth Authority schools. They work with the clinical psychologists, supervisors and classroom teachers, gaining on-the-job understanding of the problems and possibilities of individualized teaching for socially maladjusted and educationally retarded children.

Perhaps the most important staff member in any 24-hour school is the man or woman who actually lives or works with the boys or girls. Upon them rests the responsibility for a major share of the counselling and for the development of socially acceptable behavior. A broad program of in-service training is being offered group supervisors in the Youth Authority schools. However, there is very little in the literature of the field which is applicable to the development and understanding
of the basic relationships between the custodian and ward. To meet this need the Youth Authority is working in cooperation with the University of California on an experimental training program for staff. For more than one year a pilot program has been under way at the Los Guilucos School for Girls. Extensive research in the relationships among staff members, between staff and wards and among the girls themselves is being done jointly by the Department of Social Welfare, Department of Psychology and the Department of Education at the University. Based upon this research and with the aid of the Youth Authority administrative staff a program is being built consisting of a series of presentations. They include the problems of human development, relationship and growth. There are group discussions and individual conferences carried on by field teams from the University. When this pilot study has been completed, analyses of attitude changes and growth of basic comprehension are to be made. The findings of the entire experiment will be documented and evaluated as bases for an extensive staff training program throughout the Youth Authority facilities.

One of the major objectives of the broad staff training program is to insure against encroachment of old custodial practices into the new facilities and further elimination of them in the older schools.

**Future Plans**

In spite of the fact that the Youth Authority has increased the population capacity of the State’s correctional schools by over 100 percent, the continuing influx of new population into the State of California has continued pressure upon the State for the acceptance of commitments of maladjusted youth from the courts of the counties. The backlog of boys and girls being held in county jails and detention homes continues high. Monies have been appropriated by the Legislature from the post-war building fund for the construction of permanent facilities at Los Guilucos School for Girls, the Fricot Ranch School and the Paso Robles School for Boys, as well as the northern and southern reception centers. The construction plans call for an increase of bed capacity from the present 2,250 to a maximum of 3,500. Construction has actually started at Fricot Ranch School for Boys. Architectural plans for Los Guilucos School for Girls and Paso Robles School for Boys are well under way. Sites have been purchased for both the northern and southern reception centers and preliminary architectural plans have been completed. If there is no interruption of this program of construction,
the blueprint of organization which was developed by the Youth Authority in 1943 will be a reality by the end of 1952.

RETURN TO THE COMMUNITY

The ultimate objective of the Youth Authority school and camp rehabilitation program is the return of the individual boy or girl to community life. When, in the opinion of the administrative staff of the school or camp, the youngster has demonstrated his or her ability to adjust to social life in the community, recommendation is made to the Youth Authority Board for parole. The Board reviews the case record of the youth and if, in the Board's opinion, he has made adequate progress, the case is referred to the parole section for the preparation of parole plans. Normally the parole officer to whom the youth will be assigned is given 90 days for the preparation of plans for placement of the youth in the community. Such placement may involve return to public school, a job in business or industry in a type of work for which the youth was trained, and the securement of a foster home in the event the natural home of a youth is not such that he could be returned to it.

After such placement, the parole officer's responsibility involves continuous supervision, counselling, and assistance until such time as the boys or girls are discharged from parole or, as sometimes occurs, are returned to a Youth Authority school for further training. In carrying on such work the placement officer interviews parents and relatives and other persons interested in the welfare of the youth, he investigates and aids in improving the home and social environment of the youth, and, where necessary, develops foster and work home placement outlets. The parole officer confers with school officials in arranging, if necessary, specialized school programs for the youths under his supervision and interprets to the schools the training the youths have undergone and the progress they have made in their academic or vocational work in the Youth Authority schools and camps.

At the time the parole plans are received by the school or camp in which the youth is located, the Board reviews the plans and either approves or disapproves them. If the plans are not approved continuance of the youth's stay in the school or camp is recommended pending further work by the parole officers in preparing plans that will meet with the approval of the Board. If plans are approved the parole officer assigned to the individual school or camp interprets the parole plan to the individual boy or girl and prepares the way for the youth's
successful adjustment on parole through understanding and acceptance of the parole placement.

The Youth Authority recently started a program whereby the parole officer working in the area from which a youth is originally committed to the Youth Authority, makes an initial investigation of the home situation at the time of acceptance of the case, evaluating the possibility of the eventual return of the ward to that home or the necessity for developing foster home placement, and the possibilities of work opportunities for the ward or advisability of return to school.

These initial investigations are of considerable assistance to the diagnostic clinic in their initial study of the ward, to the Youth Authority Board in their classification and assignment of the youth for training, and to the particular school or camp to which the ward is eventually assigned. If it develops that opportunities for work are pointed toward a particular industry or type of skill, the treatment program of the ward can be pointed in that direction, assuming that the youth reveals aptitudes for the skill involved. If foster home placement is to be necessary, the training facility may begin its preparation of the ward for acceptance of non-return to his natural home and adjustment to the idea of living with foster parents.

At the time the Youth Authority took over the State's correctional facilities, parole work was being done independently by each of the three schools. The Youth Authority centralized the work under one administrative head. The staff of parole officers were assigned to specific geographic areas and grouped under the immediate direction of supervising parole officers. Establishment of standard case loads, studies of the parole function by the Research and Statistics Section, case analyses by supervising parole officers, and periodic staff conferences have furnished continuous refinement of the Youth Authority parole function.

Delinquency Prevention

At the time the Youth Authority was given responsibility for operation of the correctional schools the Director of the Youth Authority was also made responsible for making investigations of and reports on probation, both adult and juvenile. That section of the Welfare and Institutions Code which directed that probation officers make reports to the Department of Social Welfare was amended, stipulating that such reports were to go to the Youth Authority. In addition, the Youth Authority was given broad powers to engage in a program for delinquency prevention.
Staff personnel of the Youth Authority furnish consultive services to probation departments, law enforcement agencies and detention homes of the counties. The State subsidizes the operation of county probation department camps, establishing minimum standards of health, safety and welfare which must be met by the camps to qualify for financial assistance.

The Youth Authority Field Services staff makes appraisals of youth service agencies and facilities in the communities of the State. These surveys or studies are made in response to direct requests from the constituted authorities of the political subdivisions of the State. Usually the request is made jointly by a cross section of representatives of such agencies as the courts, boards of supervisors, city councils, probation departments, and the like. Some forty county or community-wide appraisals have been made, in addition to a score of studies of a more limited scope. Constructive results from the studies that have been made are manifold; new facilities, raising of standards, establishment of juvenile law enforcement bureaus, uniform reporting procedures, adequate case record keeping and reorganization of detention procedures are but a few examples.

In the field of community organization for services to youth, the Youth Authority made its initial start in 1943, joining with the California Secondary School Principals' Association in sponsoring two week-long conferences on youth problems. Participation in this program has increased during the past six years. There are now thirty-six State agencies and Statewide organizations sponsoring the workshops and working conferences which are being held periodically throughout the State.

One concrete result of all those services is that the expected increase in the rate of delinquency occurrence has not taken place in California. Increase in delinquency has not kept pace with population increase.

CONCLUSION

Reference is often made to the Youth Authority as the new approach to the control of delinquency. We have pointed out that the basic philosophy of the Youth Authority and many of the methods and techniques used in its training program are not new in the true sense of the word. They have been and are being used elsewhere. The newness of the Youth Authority program is the integration under one governmental agency of the several aspects of the treatment process; i.e., diagnosis and classification, institutional treatment, parole and delinquency prevention through community organization.
The youths committed to the California Youth Authority come from the communities and eventually must return to the communities. The efforts to develop an integrated program have resulted in a better mutual understanding of our common problem by all the local and State agencies concerned. A definite team spirit has emerged with all major agencies cooperating to obtain more effective services for youth in trouble.