

increasing this combined amount in relation to all other specifically budgeted items. The beginning of the Korean war and the resultant increase in prices caused a situation which made special augmentations over budgeted amounts necessary. However, an upward price trend alone will not justify continuance over a long period of time of a contingent fund for general emergencies and one for prices, especially if these funds are mingled in their administration, and we should look for a return, at the earliest possible time, to the original concept of an Emergency Fund in a single account. The operation of two contingent funds is undesirable for the same reason that 10 contingent funds are undesirable because they limit the validity of a budget.

From July, 1950, to July, 1951, the wholesale commodity price index for all commodities increased by 10.1 percent. From July 1, 1951, to the present the index has decreased by 1.2 percent. The consumer's price index increased by 7.8 percent from July, 1950, to July, 1951, and has increased 1.6 percent from July, 1951.

An evaluation of the current price trend, plus an examination of the nature of the items for which emergency or price increase allotments were made, leads us to believe that the amount of \$2,500,000 placed in a single contingency fund should suffice for reasonably expected requirements for 1952-53, including price increases. *We therefore recommend that Item 289 be increased from \$1,500,000 to \$2,500,000 and that Item 291 for price increases be eliminated.*

CAPITAL OUTLAY

The 1952-53 Fiscal Year program for major and minor construction and real property acquisition for all agencies exclusive of the civil defense program, the district fair construction program, state highway program and the flood control and reclamation program, totals \$108,650,651 in the Governor's Budget. The bulk of this money, or \$97,701,388, will come from the Capital Outlay and Savings Fund, \$400,000 will come from the General Fund and the balance from various special funds. Included in the program will be \$93,714,559 for major construction, \$7,918,978 for minor construction and \$7,017,114 for acquisition of real property, although in the latter case the figure includes the wildlife conservation program which may be either acquisition or construction but is not actually detailed. The Legislature is presented with the proposed appropriation in the 1952 Budget Act of \$97,178,081 of the total program, with the balance being available from prior or continuing appropriations which require no further legislative action. The money now available in the Capital Outlay and Savings Fund will be entirely inadequate to finance that portion of the program which is intended to be payable from that fund. Consequently, it is proposed to transfer \$86,-573,895 from the General Fund into the Capital Outlay and Savings Fund in order to finance the program.

The capital outlay expenditure program estimated for the current fiscal year for all state agencies with the exclusion of those mentioned above will be approximately \$23,000,000 less than the program proposed for the 1952-53 Fiscal Year. For the five-year period from the Fiscal Year 1947-48 to the current Fiscal Year 1951-52, there has been expended

or committed by all state agencies, with the exception of those previously noted, approximately \$403,000,000 for all types of capital outlay exclusive of real property acquisition. Four years are on an actual expenditure basis and the current year is on an estimated basis. It may be seen from this that a large program has been under way in the last five years primarily from savings which were originally set aside and designed, in part, for the alleviation of unemployment anticipated to occur after the close of World War II. No attempt has been made recently to restrict the expenditure program to provide a significant reserve of financed projects in the event of a business slowdown with an attendant rise in unemployment. In effect, we have been expending money for construction at the rate of approximately \$80,000,000 annually during a period of high level business activity and extremely low unemployment. During the same period the cost of construction has risen from an index of approximately 450 to the current average index of 675 and in the case of some specialized types of buildings, in excess of 750.

Since the close of World War II the State's construction program has moved ahead so rapidly that apparently there has been insufficient time or technical manpower in the Division of Architecture and the operating agencies to establish reasonable standards of space utilization in all types of buildings and reasonable standards of types and qualities of construction consistent with economy. For the first time the Budget for the 1952-53 Fiscal Year is proposing a substantial sum in each of the major departments for preliminary planning, surveys of need and studies upon which to base estimates of cost and subsequent requests for appropriations from the Legislature. This is in accordance with our recommendation made for the last two years, and concurred in by the 1951 Legislature. We recommend approval of these amounts, but we believe it is proper to sound a warning that this money, which totals approximately \$1,150,000, can easily be wasted to a large extent as well as cause a delay in timing of projects. We point out that some procedure must be established which will assure that, first only those projects will receive preliminary planning and study which are logically next in line to the satisfaction of the agency concerned, the Department of Finance and the Legislature, and second, that a measure of control will be interposed which will prevent lavish or excessive design, and restrict deviations from approved standards of space utilization and construction types or requirements. This implies that standards which are already available must be agreed to by all concerned, and where no standards exist they must be established wherever possible.

In our review of the 1952-53 program as a whole we have approached it with the belief that such great inroads have already been made on the State's backlog of construction, replacement and modernization that the time is now ripe for a thorough evaluation of what has been done and the placing of the entire future program on a sound basis of preliminary planning and study. Furthermore, it is our belief that the current economic situation, considering both the cost of construction and the national defense needs and goals, is highly unfavorable to major, permanent and complex types of construction and, therefore, only those projects should be undertaken for which the most extreme urgency can be demonstrated. Consequently, we have recommended the deferment of

over half of the proposed program, partly because of the lack of preliminary planning and study, partly because of the excessive cost of the buildings involved and partly in order to assist in achieving national defense objectives. We firmly believe that the deferments which we have recommended will not materially hamper or injure any of the programs in any of the state agencies concerned and that in all probability they will result in substantial savings eventually. At the same time they will provide a backlog of financed projects to assist in the reduction of unemployment when that may occur following the reduction of federal emergency expenditures.

For the past several years, we have recommended that the amounts for construction contingencies contained in each project estimate should be deducted from the project appropriations, reduced to half and pooled in a contingency fund under the control of the Director of Finance and the State Public Works Board. We urge again that this be done, starting with the 1952-53 Fiscal Year.

In addition we recommend that the same procedure be followed with regard to the amounts for furnishings contained in many of the project totals and that this money be pooled in a furnishings revolving fund also placed under the control of the Director of Finance and the State Public Works Board. We point out that the capital outlay program for the 1952-53 Fiscal Year contains approximately \$5,000,000 for contingencies and \$3,000,000 for furnishings which, in many cases, exceeds actual needs by a considerable margin.

CAPITAL OUTLAY
Department of Agriculture

ITEM 293 of the Budget Bill

Budget page 870
Budget line No. 8

For Acquisition of Real Property, Department of Agriculture, From the Capital Outlay and Savings Fund

Amount budgeted -----	\$9,000
Legislative Auditor's recommendation -----	9,000
Reduction -----	None

ANALYSIS

This item provides for the acquisition of a site for the Banning-Beaumont Highway area inspection station. The present inspection station is operated in leased facilities on leased land. The facilities are old and inadequate, and since the lease is due to expire in the very near future it would appear to be more economical to purchase a site and build the small facility necessary in this area. Consequently, we recommend approval of the item as requested.

ITEM 294 of the Budget Bill

Budget page 870
Budget line No. 25

For Major Construction, Department of Agriculture, From the Capital Outlay and Savings Fund

Amount budgeted -----	\$577,331
Legislative Auditor's recommendation -----	20,413
Reduction -----	\$556,918

ANALYSIS

This item consists of a schedule of seven major projects for plant quarantine and inspection stations all of which are replacements for existing facilities.

a. Construct plant quarantine station, Tulelake.....\$76,270

The original building at this site was constructed in 1929 as a temporary station and is now considered by the Department of Agriculture to be inadequate to handle present traffic.

The new station will be a one-story wood frame building having two driveways running entirely through the building with roll-away doors at each end of each driveway. To one side of the driveway will be provided toilets for men and women, a contraband storage room and an office. This is a standard design which will have a total of approximately 2,099 square feet of floor space at the ground level. Additional storage area is provided by using what would be the attic space over the toilets and offices. The gross area used by the Division of Architecture for determining the construction cost is 2,484 square feet and the "weighted" building area is 2,288 square feet. Apparently the attic storage space is being added into the gross and weighted for purposes of estimating. In any case, since the total project cost, without furnishings, is \$75,520, it results in a cost per square foot of \$33. Actually, we believe the cost is considerably higher because the inclusion of the attic space, even on a weighted basis, is unjustified. It should also be pointed out that the driveway inspection area, which constitutes the biggest part of the building and measures approximately 1,584 square feet, has no ceiling, uses diagonal redwood vee rustic for the interior wall faces, and has a plain concrete or black top floor.

It is a comparatively simple building but is estimated to have \$12,710 worth of electrical, plumbing, heating and ventilating work which includes \$4,050 for the heating and ventilating alone. The high cost of the heating is based on the fact that the entire floor slab and black top runway are radiant heated, which is considerably more expensive in initial cost than unit blower-type heaters.

While we appreciate the fact that this station is in a comparatively isolated location from the standpoint of obtaining bids for the construction, we believe that the cost is still so excessive as to justify continued deferment of the project, particularly since some facilities are available, however inadequate. Consequently, *we recommend that the project be deferred and the money therefor retained in the Capital Outlay and Savings Fund for appropriation by a future Legislature at a more economically advantageous time.*

b. Construct plant quarantine station, Peavine.....\$76,270

The present facilities at this site were constructed as a temporary station in 1925 and are now considered inadequate by the Department of Agriculture.

We make the same recommendation for the same reasons in connection with this project as with Project (a) since the same standard plan will be employed.

c. *Construct plant quarantine station, Yermo*-----\$155,061

The present building on this site was constructed in approximately 1927, supposedly as a temporary station. The Department of Agriculture now considers the facilities inadequate for present-day traffic.

This station would consist of three units, the first being a steel frame inspection shed with open sides on a concrete slab floor with corrugated asbestos roof; the second, a two-story concrete block and wood frame building containing offices, restrooms, et cetera; and the third being a concrete block pump house on a concrete slab floor. The total gross building area is estimated to be 11,174 square feet and the cost per square foot is estimated at \$14.07 without furnishings. While this cost per square foot appears to be much lower than the smaller type stations, such as the two preceding projects, we would like to point out that the biggest part of the total area consists of the simple steel frame inspection shed with open sides for which the cost should be very low. Consequently, we believe that the cost for this project is excessive and we recommend that the project be deferred again until such time as building conditions are more favorable to this type of construction. We do not believe that a serious hardship would result from the continued deferment since the facilities that are now available can continue to be used for some years.

d. *Construct plant quarantine station, Coleville*-----\$76,270

The present building on this site is approximately 25 years old and is considered inadequate for present-day traffic by the Department of Agriculture.

The new station would be the same standard plan as for Project (a) and we recommend that it be deferred for the same reasons.

e. *Construct plant quarantine station, Alturas*-----\$85,450

The present building on this site was built in 1929, presumably as a temporary station. The Department of Agriculture now considers the facilities inadequate for present traffic and in a bad state of repair.

The new station is based on exactly the same plan as Project (a) above. However, the increased cost is due to the fact that a well, pump, tank, and pump house are also included, and the cost of mechanical service connections is considerably increased for that reason. For this project, the cost per square foot without furnishings is estimated at \$37. For the reasons mentioned in Project (a), we recommend that this project also be deferred.

f. *Construct plant quarantine station, Benton*-----\$85,450

The present building on this site was constructed in 1940, and because it provides shelter for only one car, the Department of Agriculture now considers it inadequate for present-day traffic.

The new building here would also use the same plan as in Project (a), but again, a well, pump, tank, and pump house are included so that the cost is increased to the point where it is computed at \$37 per square foot. We make the same recommendations as outlined in the previous projects.

g. *Construct fruit and vegetable standardization inspection station, Banning*-----\$22,560

The present facilities are leased and were constructed approximately 15 years ago. Since the lease is due to expire in the very near future and

it is anticipated that the rental will be increased, we believe that the purchase of a site and the construction of state-owned facilities would be justified. The new facilities would consist of 400 square feet of building to be used as an office and work area, 400 square feet of unloading platform, 880 square feet of covered passage over the loading platform, and 1,500 square feet of asphalt paving. While the construction cost is somewhat high, we believe that the cost would be more than offset by the savings in rent. Consequently, we recommend approval of this project with the following reductions:

1. The estimate of cost contains \$1,897 which represents 10 percent of the cost of construction as a contingency allowance. We recommend that this amount be deducted in line with our general recommendation concerning these allowances.

2. The total project cost includes \$250 for furnishings by the department. We recommend deduction of this amount in line with our general recommendation concerning the pooling of funds for furnishings.

ITEM 295 of the Budget Bill

Budget page 871
Budget line No. 9

For Minor Construction, Improvements, Repairs and Equipment, Department of Agriculture, From the Capital Outlay and Savings Fund

Amount budgeted	\$45,135
Legislative Auditor's recommendation.....	45,135
Reduction	None

ANALYSIS

This item will provide for five minor construction and improvement projects needed to facilitate operations at various quarantine and standardization stations. One of the projects will provide for additional office space, which will thereby eliminate the need for rented space. In this instance, the savings in rental will easily amortize the cost of construction. We have examined these projects in detail and are satisfied as to the need and the propriety of the cost estimates. Consequently, we recommend approval of this item as requested.

ITEM 296 of the Budget Bill

Budget page 872
Budget line No. 38

For Minor Construction, Improvements, Repairs, and Equipment, Poultry Improvement Commission, From the Fair and Exposition Fund

Amount budgeted	\$6,500
Legislative Auditor's recommendation.....	6,500
Reduction	None

ANALYSIS

This item will provide for three minor projects, two of which are for repairs and maintenance and one for minor construction. We have examined these projects in detail and have been satisfied as to the need and the propriety of the cost estimates. Consequently, we recommend approval of this item as requested.

DEPARTMENT OF CORRECTIONS

The capital outlay expenditure program for the Department of Corrections in the 1952-53 Fiscal Year appears in the Governor's Budget as a total of \$11,651,040 payable from the Capital Outlay and Savings Fund. Major construction totals \$11,347,760, and minor construction totals \$303,280.

Of the grand total, \$9,746,655 will require appropriation in the 1952 Budget Act. This would include all of the minor construction. The balance of the program, or \$1,904,385, will be available from prior appropriations without further action by the Legislature. Only major construction is involved in this portion. In contrast we find that the total program estimated for the current fiscal year is \$8,167,415, of which \$8,027,415 is from the Capital Outlay and Savings Fund for real property acquisition, major and minor construction. The balance of \$140,000 was appropriated by Chapter 422, Statutes of 1951, from the Postwar Unemployment and Construction Fund for flood protection works including levees and drainage facilities at the Deuel Vocational Institution, which was occasioned by the floods of the winter of 1950-51.

In our review of the projects contained in the Governor's Budget, we have not recommended any changes in those projects or portions of projects which have already been funded. In those projects which will appear in the 1952 Budget Bill, we have recommended for approval only those projects which we believe to be urgently necessary to the proper operation of an institution. Wherever we have found inadequate preliminary planning and study, we have recommended that the projects be deferred pending preparation of preliminary plans and studies of such adequacy as to make it possible for the Legislature to consider them with a clear understanding of the scope, caliber, and cost of the projects involved. It is our sincere belief that the deferment of any of the projects which we have so recommended will not seriously hamper the operation of the department nor appreciably affect its program of inmate rehabilitation.

In preparing the budget for the current fiscal year, the Department of Corrections estimated that the population in all institutions as of June 30, 1951, would be 11,855 with an overcrowding factor of 92.5 percent. The actual population as of June 30, 1951, was 11,715, a downward change of a little over one percent. This would indicate that the method of estimating is reasonably sound. However, the overcrowding as of June 30, 1951, is now shown at 35.6 percent. This is not the result so much of additional facilities having been provided but that it had been previously assumed that any inmate housed in a temporary or semi-permanent facility and any inmate housed in a permanent facility above normal capacity constituted overcrowding. The current approach is that only inmates housed above normal capacity in any type of facility, whether permanent or temporary, constituted overcrowding.

The population estimate for June 30, 1952, is now 12,112 with an overcrowding factor of 16.5 percent, which is an indication that additional facilities currently under construction will be available during the current period.

In view of the fact that current high construction costs indicate an economic condition which is still highly unfavorable for major, class A types of construction and may continue so for some time, and in view of

the fact that the inmate housing situation in the Department of Corrections is far less acute than appeared to be the case a year ago, we believe that we are well-justified in recommending deferment of certain projects in this program.

As regards minor construction, we have again carefully screened and examined all projects prior to the formulation of the budget in cooperation with the Department of Finance and the Department of Corrections so that only those items were included which were deemed necessary to the elevation of the physical condition of all institution plants to a maintainable standard or those items which could be clearly demonstrated as enabling the more efficient operation of existing facilities.

ITEM 297 of the Budget Bill

Budget page 876
Budget line No. 40

For Major Construction, Preparation of Preliminary Plans and Specifications, Department of Corrections, From the Capital Outlay and Savings Fund

RECOMMENDATIONS

Amount budgeted	\$182,500
Legislative Auditor's recommendation	182,500
Reduction	None

ANALYSIS

This item will provide funds which will permit the Department of Corrections, in cooperation with the Department of Finance, to choose those projects which it considers next in order of priority for consideration by the Legislature and to have prepared the necessary preliminary plans, general specifications, and descriptions of the projects. The presentation of such information will permit the Legislature to have a clear understanding of the projects involved and thus provide for them a basis upon which to make appropriations for actual working drawings and construction. This item is in line with our recommendations of the past several years concerning the necessity of providing to the Legislature sound information upon which to base its capital outlay appropriations. Therefore, we recommend approval of this item as requested.

ITEM 298 of the Budget Bill

Budget page 877
Budget line No. 57

For Major Construction, Medical Facility, From the Capital Outlay and Savings Fund

Amount budgeted	\$4,909,500
Legislative Auditor's recommendation	None
Reduction	\$4,909,500

ANALYSIS

The construction of this new institution at Vacaville has already been financed to the extent of \$6,380,500. This sum is actually available and is either on the books of the Architectural Revolving Fund for planning and construction or on the books of the Department of Corrections for furnishings and equipment. To date no construction has been started on the new site. It is anticipated that the project will go to bid by April

of 1952 and that actual construction may start by the end of the current fiscal year. If construction starts at that time, it may be expected to take at least two years to complete the first unit which is planned to house approximately 600 inmates. It should also be pointed out that the cost of constructing the first unit will probably exceed the amount now available to the extent of approximately \$1,000,000 which will be provided from the augmentation fund upon indication that the final engineer's estimate exceeds the available funds.

The additional facilities being requested in this item have been divided into two units designated as Units No. 2 and No. 3. Unit No. 2 consists of Wing K, which we understand will be a hospital bed wing, Wing L, which will be a maximum security wing with inside cells having a capacity of 126 inmates, Wing M, with 108 outside cells, and Wing P with 124 outside cells. In addition, there will be a commissary wing and loading dock for which space was allowed between the laundry unit and main kitchen unit in the initial construction and some pipe tunnel and open sided corridor.

Unit No. 3 will consist of Wing Q with 124 outside cells, Wing Q Prime with 124 outside cells, and Wing N with 113 outside cells. Of all the wings listed, only Wing K has so much as a preliminary sketch available as of this date. The balance of the wings, including the commissary area, have been estimated purely on an area calculation basis. While we realize that this facility is somewhat unique in that it represents a combination of ordinary penal domiciliary facilities with a high proportion of intensive medical and psychiatric treatment facilities, we believe that in many of its aspects there should be a demonstrable employment of standards of space utilization. A preliminary examination of what is available in comparison with the new construction at Soledad would indicate that deviation is contemplated. However, until approved preliminaries for all the wings in Units 2 and 3 are available, it would not be possible to make definite determinations and comparisons with other institutions. It should also be pointed out that the request indicates that these two units will provide additional capacity for 800 inmates, whereas our examination would seem to indicate that actual additional capacity will be only a little over 700.

We recommend that this item be deferred and the money therefor held in reserve in the Capital Outlay and Savings Fund for future consideration and enactment by the Legislature. We make this recommendation for the following reasons: first, the initial construction has not yet begun and will probably not begin until about the end of the current fiscal year with ultimate completion not likely before July 1 of 1954; second, no approved preliminary plans for Units 2 and 3 are available for examination by the Legislature in accordance with our general recommendation in regard to this factor; third, an emergency condition does not exist with regard to the need for these additional facilities; fourth, we believe that the current economic situation does not invite construction on a large scale, and, fifth, there appears to be some doubt as to whether an institution of this type dedicated to intensive and complex forms of medical and psychiatric treatment can function at a point so far removed from large metropolitan centers as is Vacaville. We further recommend that if, in the opinion of the Department of Corrections,

and the Department of Finance, the additional facilities at this institution are of prime importance, the item for preliminary plans previously recommended for approval in this analysis be drawn upon as required to provide preliminary plans and specifications of these two units of such degree as to make their consideration possible and logical by the Legislature at the next session.

ITEM 299 of the Budget Bill

Budget page 877
Budget line No. 75

For Minor Construction, Improvement, Repairs, Equipment, and Supplies, Medical Facility, From the Capital Outlay and Savings Fund

Amount budgeted	\$25,000
Legislative Auditor's recommendation	25,000
Reduction	None

ANALYSIS

The Medical Facility of the Department of Corrections is currently housed in quarters leased from the United States Navy at Terminal Island. This institution is a plant of reinforced concrete construction which was originally built by the United States Bureau of Prisons and subsequently used by the Navy as a disciplinary barracks. The State has been permitted the use of this institution on the basis of a 30-day cancellation notice, with the understanding that it will be maintained in at least the condition which existed at the time the State took occupancy.

This item provides for various minor repairs required from time to time and for some original complements of equipment, furnishings, and supplies. In most instances, items of a nonexpendable nature will be transferable to the new facility.

We recommend approval of this item as requested.

ITEM 300 of the Budget Bill

Budget page 880
Budget line No. 11

For Major Construction, Institution for Men, Chino, From the Capital Outlay and Savings Fund

Amount budgeted	\$1,865,880
Legislative Auditor's recommendation	76,680
Reduction	\$1,789,200

ANALYSIS

This item consists of a schedule of three major projects as follows:

a. *Construct and equip vocational shop building*

\$600,000

The structure contemplated here consists of a concrete slab with concrete walls six feet six inches in height with steel sash and steel framing above to the plate line, with steel roof framing and metal roof. Steel framing will be rigid arch so that no interior columns will be necessary. A total of 38,400 square feet of floor area is contemplated, divided into two wings each measuring 320 feet by 60 feet and each containing four rooms measuring approximately 80 feet by 60 feet each. There would thus be provided spaces for a general electric shop, machine shop, welding shop, wood working shop, industrial arts shop, body and fender shop, auto mechanic shop, and general shop. A sprinkler system throughout

the building is also contemplated. No actual preliminary plans are available and the estimate is based entirely on notes and area calculations.

In line with our general recommendation that no appropriations be made for construction where preliminary plans and general specifications are not available and because of the fact that no real urgency exists with regard to the need for this building, *we recommend that the project be deferred and the funds therefor held in reserve in the Capital Outlay and Savings Fund.* We recommend further that the Department of Corrections make the necessary preliminary plans and studies through the use of funds provided in the item previously recommended for approval. We recommend, also, that in making the preliminary plans consideration be given to a structure having no concrete walls as described above, but that instead, it be metal sheathed and that subsequently, through the use of inmate labor and as a part of the instructional course in masonry and bricklaying being provided at this institution, concrete block wainscot walls be provided on the inside of the metal sheathing in order to provide damage proof wall areas in the same manner as has been previously provided at this institution in "Butler" type buildings. We believe that this will provide both a substantial saving in construction cost as well as a very worthwhile inmate project.

b. *Construct furniture factory addition*-----\$83,780

This project contemplates the use of a prefabricated "Butler" type metal sheathed building on concrete foundations and floor slab with a floor area of 14,400 square feet, which will be used as a warehouse in connection with the existing correctional industries furniture factory. The total project cost, exclusive of furnishings, would be approximately \$5.85 per square foot, which appears to be a reasonable estimate for this type of structure.

We recommend approval of this item at \$76,680, a reduction of \$7,100 representing a 10 percent project contingency allowance which would be available as needed from the special contingency item which we have outlined and recommended in the foreword to our capital outlay analysis.

c. *Construct two permanent outside cell buildings*-----\$1,182,100

These two buildings of reinforced concrete and steel construction are intended to provide domiciliary facilities for 500 inmates in substitution for the presently existing steel barracks buildings which are considered as being temporary in nature. No preliminary plans or general specifications are available, and the estimate is based entirely on notes and area calculations.

In line with our general recommendation concerning the construction of buildings for which no preliminary plans are available for consideration by the Legislature at this time, and in view of the fact that the existing steel barracks buildings still have a considerable number of years of life, and the fact that we believe these buildings are being used to house senile cases, *we recommend that this project be deferred and the funds therefor be held in reserve in the Capital Outlay and Savings Fund for consideration by a future Legislature when and if adequate preliminary plans and other information is available.* As previously mentioned, the Department of Corrections, in its discretion, may make use of the preliminary plans item which we have recommended for approval.

Capital Outlay

ITEM 301 of the Budget Bill

Budget page 880
Budget line No. 41

For Minor Construction, Improvements, Repairs, and Equipment, Institution for Men, Chino, From the Capital Outlay and Savings Fund

Amount budgeted	\$57,850
Legislative Auditor's recommendation.....	57,850
Reduction	None

ANALYSIS

This item represents 12 minor projects of repairs, alterations, and new construction which are needed either to bring the institution up to a maintainable physical standard or to provide for more efficient utilization of existing facilities. We have had an opportunity to examine all projects in detail, to discuss them with the Department of Corrections, and we are satisfied as to the need and propriety of cost estimates. Consequently, we recommend approval of this item as requested.

ITEM 302 of the Budget Bill

Budget page 883
Budget line No. 19

For Major Construction, State Prison at Folsom, From the Capital Outlay and Savings Fund

Amount budgeted	\$817,380
Legislative Auditor's recommendation.....	7,420
Reduction	\$809,960

ANALYSIS

This item consists of a schedule of three major projects as follows:

a. *Showers in cell blocks (additional)*.....\$7,420

This project was originally provided for by Item 286a of the Budget Act of 1949 which appropriated \$41,650 for furniture for each cell and for congregate showers in each of the three cell blocks. The appropriation was based on an estimate made at that time. Since then the furniture has been provided, and the showers have been completed in Cell Block No. 3. Based on the final cost of one unit, it has been determined that a deficit of \$7,420 would result from the completion of the shower units in Cell Blocks No. 1 and 2. Consequently, we recommend approval of this project as requested.

b. *Construct metal stamping and industrial building*.....\$785,760

This project is intended as part of the continuation of the plan to relocate the entire correctional industries area and would replace the existing building which is now located in the old quarry. The existing building, which is of all metal construction and was originally obtained as a war surplus B-29 hangar, is still structurally sound. However, since it is of extremely light weight design, it is difficult to make changes in the building or to repair leaks in the sheathing. It is also considered to be in an unsafe position both because of possible settling of the quarry walls behind it and because of too close proximity to warehouse buildings which might result in a fire hazard.

While some hazard may exist, we wish to point out that considerable funds have been spent in removing loose rock areas from the old quarry walls and in general reducing the hazard from that point. Furthermore, no actual preliminary plans or general specifications are available for a new structure. The estimate is based entirely on a pencil sketch and notes and area calculations. The estimate for this building contemplates an area of 39,200 square feet at a total project cost of \$19 per square foot for a one-story steel frame building, metal sheathed on a concrete slab with a basement under approximately one-fourth of the area and with a design similar to industrial buildings having a saw-tooth roof line to provide adequate daylight. In line with our general recommendation regarding appropriations for construction of buildings for which no preliminary plans or general specifications are available, and in view of the fact that we do not consider this project to be of immediate urgency, *we recommend that the project be deferred and the funds therefor be placed in reserve in the Capital Outlay and Savings Fund for consideration by a future legislature upon availability of adequate preliminary plans and other information.*

c. Construct incinerator (partial cost) ----- \$24,200

This item was previously provided for to the extent of \$7,500 by Item 294.1 of the Budget Act of 1950. This sum is still available for the purpose. The original intention was to provide a comparatively small incinerator to burn dry trash and paper. However, it is now desired to provide a large incinerator at a total estimated cost of \$31,700 in order to burn all garbage because the area in which the prison is dumping its garbage has now been included in the land taken by the Bureau of Reclamation for the Folsom Dam project.

In view of the fact that we do not consider the current economic situation favorable to construction, and because the area now being used for dumping will not actually be needed by the Bureau of Reclamation for a number of years, *we recommend that the present routine be continued and that this project be deferred.*

ITEM 303 of the Budget Bill

Budget page 883
Budget line No. 45

For Minor Construction, Improvements, Repairs, and Equipment, State Prison at Folsom, From the Capital Outlay and Savings Fund

Amount budgeted -----	\$20,000
Legislative Auditor's recommendation -----	20,000
Reduction -----	None

ANALYSIS

This item consists of two minor projects, one of which will provide safety devices on gun walks and passageways for protection of employees, and the other will provide an irrigation system for 35 acres of permanent pasture needed to replace lands lost through inclusion in the Folsom Dam area. The latter project will need to be approved by the Joint Agriculture and Livestock Committee. We have examined these projects in detail and believe the costs to be reasonable. Consequently, we recommend approval of this item as requested.

ITEM 304 of the Budget Bill

Budget page 886
Budget line No. 12

*For Major Construction, State Prison at San Quentin, From the Capital
Outlay and Savings Fund*

Amount budgeted	\$317,215
Legislative Auditor's recommendation	245,000
Reduction	<u>\$72,215</u>

ANALYSIS

This item consists of a schedule of four major projects as follows:

a. Modernize inmate mess hall \$241,000

A prior appropriation and expenditure of approximately \$49,000 permitted the construction of three concrete block partition walls in the large mess hall at San Quentin by which it was divided into four areas for better security and control purposes. That work has now been completed, and this additional project is intended to provide for repairs to the old quarry tile floor, a complete paint job throughout, the installation of the new four-seat, single leg correctional industries manufactured table, the installation of new food service equipment, and revamping of the electric light system. This work would be done in both the newly divided mess hall and the small mess hall nearby.

We have had several opportunities to examine this area, and it is our belief that merely to patch and repair the old quarry tile floor would be a serious mistake. The old quarry tile was not very well vitrified and has shown a tendency to spall and wear excessively. Merely patching the worst places would simply mean that year after year the institution would have to keep on patching as other areas broke down and, in fact, the breakdown of old tile adjacent to new tile would probably injure the new tile also. Request has been made of the Division of Architecture to re-estimate the job on the basis of installing a complete new quarry tile floor in both the large mess hall and the small mess hall, relighting both areas, providing a few additional doorways, and installing the new type tables. This would eliminate all paint work, new food service equipment, and any repairs to tile wainscoting, et cetera. The estimate for this work by a combination of inmate labor and contract is \$191,000. Of this amount, \$15,315 represents a 10 percent contingency allowance. In line with our recommendation concerning contingency allowances, *we recommend that the total amount for the work be reduced to \$175,685, a reduction from the requested amount of \$65,315.* We believe that this is a sound and eventually more economical approach to the problem and we suggest that the balance of the work can be taken care of in subsequent years as part of a minor capital outlay program.

We would like to make special mention of the fact that in the construction of the new guidance center at Chino this same type of table, which was designed by correctional industries, was not manufactured by them and was, in fact, purchased on a service contract. We believe that it should be emphasized that these tables for this purpose at San Quentin must be made by correctional industries.

b. *Construct and equip equipment shed and garage (partial cost)* ----- \$16,655

The Budget Act of 1949, Item 289, provided a sum of money for minor construction at San Quentin State Prison. From this sum, there was allocated \$38,250 to build an equipment shed and garage. It was anticipated that this latter amount would provide the entire facility required. However, it was discovered that for this amount the size of building that could be provided would be much too small. Therefore, the Division of Architecture was requested to provide instead the largest possible shell of a building for the amount of money available. This has resulted in a steel frame, protected metal sheathed building measuring approximately 81 feet by 66 feet on a concrete slab but having no interior partitions or other facilities. Approximately \$5,000 is still available after the completion of the building. It is now desired to install certain partitions and facilities so that there will be available a paint spray room, wash rack, air conditioning devices for the paint spray room, toilet facilities, parts storage facilities, and an open sided extension to the building which will provide some shelter for very large automotive units. The total cost for the additional work on an inmate labor basis is estimated to be \$21,655. Since there is \$5,000 already available, the net amount needed is \$16,655. The estimate appears to be in line with current costs, and consequently, we recommend approval of this project.

c. *Convert old fresh water reservoir to salt water use (partial cost)* ----- \$29,560

The Budget Act of 1948 provided the sum of \$7,125 for the job of converting the existing old fresh water reservoir to salt water use upon completion of a new fresh water reservoir. Some preliminary investigation disclosed the fact that the old fresh water reservoir would require a much more extensive job than was originally anticipated, and therefore the job did not proceed. The need for this conversion is based upon the fact that the existing salt water reservoir has a capacity of a little over 300,000 gallons, is a one-tank affair, is in a poor state of repair, and there is some question as to whether the reservoir is owned by the State or by the Marin County Water District. The need for salt water is based upon the fact that all toilets are flushed by salt water, and the entire fire fighting system depends on the use of salt water although water from the domestic reservoir may be turned into the lines in an emergency. Actually, there is more salt water consumed at this institution than fresh water. The old fresh water reservoir will provide a total capacity of approximately 1,500,000 gallons and will be converted to a two-tank unit so that one tank may be used as a settling basin in order to remove small shells and sand which are always pumped up with the sea water. In view of these facts, we recommend that this project be permitted to go forward. However, we believe that the following reductions can be made.

The total estimated cost of repairing the old fresh water reservoir is \$35,400 on a contract basis, and apparently this is the basis upon which the request is being made. However, the job could be performed by inmate labor at a total cost of \$31,000. Therefore, we recommend the latter amount with the following deductions. There is available in the old work order \$5,840, and there is the sum of \$2,500 included in the estimate as a 10 percent contingency allowance. In line with our general

recommendation concerning contingency allowances, we believe that this sum should be deducted. *The net amount to be appropriated will therefore be \$22,660, and the net reduction from the amount requested in the budget would be \$6,900.*

d. Surface and pave roads in industrial and water front area—\$30,000

The total amount of road work necessary throughout the institution probably exceeds \$100,000 at this time. This item would represent a first-year increment of a three-year plan. Since many of the roads have been badly damaged by heavy construction and industrial work in the area, we recommend approval of this project. Work will be performed by inmate labor.

ITEM 305 of the Budget Bill

Budget page 886
Budget line No. 47

For Minor Construction, Improvements, Repairs, and Equipment, State Prison at San Quentin, From the Capital Outlay and Savings Fund

Amount budgeted	\$175,430
Legislative Auditor's recommendation	175,430
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Reduction	None

ANALYSIS

This item will provide for 14 minor projects, some of which are needed to bring the physical condition of the institution to a maintainable standard, some will provide for more efficient utilization of existing facilities, and several will provide initial complements of equipment for modernization purposes. All projects have been examined in detail as to need, estimates of cost, and utilization of inmate labor. Since we find them satisfactory from these viewpoints, we recommend approval of this item as requested.

ITEM 306 of the Budget Bill

Budget page 888
Budget line No. 11

For Major Construction, State Prison at Soledad, From the Capital Outlay and Savings Fund

Amount budgeted	\$613,500
Legislative Auditor's recommendation	None
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Reduction	\$613,500

ANALYSIS

This project, while appearing to be a single one, actually consists of three separate projects. First, there is an industrial building similar to one for which funds have already been provided but on which construction has not yet begun; second, there is an addition to a warehouse, the original portion of which has been financed but construction has not yet begun; and third, there is a timekeeper's office, which is a separate small structure placed at the entrance gate to the industrial compound and having turnstiles, time clocks and time card racks with office space provided for a clerk and a guard.

We question the design and cost of the additional units as well as the original units already financed for the following reasons. The industrial buildings will have reinforced concrete walls to a height of six feet three inches with steel sash and steel framing to the plate line with steel roof framing and metal sheathing. The warehouse will have reinforced concrete walls to a height of seven feet seven inches with steel framing, steel sash, and metal sheathing above. The industrial building, for a weighted area of 26,480 square feet, will cost \$13.60 per square foot. The warehouse addition, with a weighted area of 15,072 square feet, will cost \$12.80 per square foot and will contain \$13,565 worth of electrical work, \$9,043 of plumbing work, and \$20,347 of heating and ventilation for a warehouse building in which there will be a minimum number of people working. The timekeeper's office, which might be expected to be a very simple building, will measure 850 square feet and will cost \$11.80 per square foot at the project level. By contrast the estimate for a prefabricated "Butler" type addition to the existing furniture factory at Chino measures 14,400 square feet and is estimated to cost \$5.85 per square foot at the project level. This will include \$3,800 for electrical work, \$3,800 for heating and ventilating, and \$3,800 for fire sprinklers. We believe that there is an obviously vast discrepancy between these two projects and that further consideration should be given to the Soledad project before it is permitted to go ahead.

We would also like to point out that as of this date there is still no clearly defined industrial program for the Soledad institution. Consequently, we recommend that this item be deferred and that the money therefor be held in reserve in the Capital Outlay and Savings Fund until there is a demonstration that adequate preliminary work has been done and that full consideration has been given to the need for maximum economy in construction. We further recommend that the industries units which are already financed should be held in abeyance for the same reason.

ITEM 307 of the Budget Bill

Budget page 888
Budget line No. 36

For Minor Construction, Improvements, Repairs, and Equipment, State Prison at Soledad, From the Capital Outlay and Savings Fund

Amount budgeted	\$20,000
Legislative Auditor's recommendation	20,000
Reduction	None

ANALYSIS

This item will provide for four minor projects, two of which are for repairs needed to keep the farm domiciliary unit in proper condition and two of which are agricultural items which will require approval of the Joint Agricultural Committee. The projects have been examined in detail as to need and cost and have been found satisfactory. Consequently, we recommend approval of this item as requested.

ITEM 308 of the Budget Bill

Budget page 891
Budget line No. 12

*For Major Construction, Deuel Vocational Institution, From the
Capital Outlay and Savings Fund*

Amount budgeted -----	\$220,000
Legislative Auditor's recommendation -----	None
Reduction -----	\$220,000

ANALYSIS

This item consists of only one project, the construction of a one-story, steel frame and concrete building to be used as a warehouse for the tubular furniture factory which is already financed and may be actually under construction at this time. The gross building area contemplated is 15,800 square feet, and since this includes some open loading dock, for purposes of cost estimating the area is weighted down to 15,200 square feet. This latter area is estimated to cost \$13.50 per square foot at the project level, which includes all costs with the exception of furnishings by the institution. The total project cost without furnishings is \$205,000, and furnishings by the institution are estimated to cost \$15,000, thus making a total of \$220,000.

We recommend that this item be deferred and the funds therefor held in the Capital Outlay and Savings Fund for the following reasons:

1. Since this building is to be used by the correctional industries organization in conjunction with its tubular furniture factory, all furnishings should be provided from Correctional Industries Revolving Fund and should not be a part of this estimate to be paid out of the Capital Outlay and Savings Fund.

2. We have examined the drawings for the tubular furniture factory of which this addition is supposed to be an exact duplicate. In it we find that the main rectangular industrial unit contains no plumbing, but toilet and washroom facilities are provided in a small side wing which also contains an office and a small supply and storage area. Nevertheless, since the toilet facilities provided for the additional area consist of three toilet fixtures and one Bradley washing fountain for the inmates and one toilet fixture and a washbasin for employees, the estimate contains a sum of \$22,800 for plumbing. We find, also, that in this building which is presumably to be used as a warehouse, there is contained an estimate for \$20,520 for heating and ventilating and \$13,680 for electrical work.

We refer again to the additional area being requested for the furniture factory at Chino, which is estimated at only \$5.85 per square foot and which includes sprinklers, whereas this building at the Deuel Institution will have no sprinklers. This estimate indicates lack of consistency on the part of both the Department of Corrections and the Division of Architecture. Consequently, we repeat our recommendation to defer this item and further recommend that a more complete study be made of the problem and that some consideration be given to a simpler and cheaper type of construction for this purpose.

ITEM 309 of the Budget Bill

Budget page 891
Budget line No. 40

For Minor Construction, Improvements, Repairs, and Equipment, Deuel Vocational Institution, From the Capital Outlay and Savings Fund

Amount budgeted	\$5,000
Legislative Auditor's recommendation	5,000
Reduction	None

ANALYSIS

This item will provide funds for minor repairs at the temporary vocational institution in Lancaster. While there is no list of specific repairs to be undertaken, we do believe that because this institution is of comparatively poor temporary construction, some funds should be provided to take care of emergencies as they arise on a minimum basis in order to keep the property functioning until the operation is transferred to the Deuel Vocational Institution at Tracy. Consequently, we recommend approval of this item as requested.

ITEM 310 of the Budget Bill

Budget page 892
Budget line No. 56

For Major Construction, Institution for Women at Corona, From the Capital Outlay and Savings Fund

Amount budgeted	\$517,400
Legislative Auditor's recommendation	427,238
Reduction	90,162

ANALYSIS

This item will provide one project which is an additional inmate domiciliary unit called a "cottage" housing 100 inmates in individual locked rooms, each of which contains a toilet and wash basin. Bathing facilities are provided on a congregate basis in four areas, each of which will be used by 25 inmates. The design and construction will be the same as each of the three units which are now under construction and, in fact, very near completion.

We agree with the need for an additional domiciliary unit since the initial construction will provide a total of 380 beds, whereas the current population at Tehachapi is now approximately 410. However, we recommend a reduction of \$90,162 in the appropriation for this item for the following reasons:

1. The total amount being requested contains \$35,000 for furnishings by the institution. In line with our general recommendation contained in the foreword to the capital outlay analysis, we recommend that this sum be deducted from the total amount and that it be placed in a furnishings and equipment fund under the control of the Department of Finance to be drawn upon as required and justified.

2. The total amount being requested contains the sum of \$40,850 as a project contingency allowance. This represents 10 percent of the total estimated construction cost of \$408,820. Also in line with our general recommendation regarding project contingency allowances, we recommend that this amount be deducted and placed in a contingency fund to be under the control of the Director of Finance to be drawn upon as required and justified.

3. The total amount requested contains \$6,130 for preliminary engineering and processing, which represents $1\frac{1}{2}$ percent of the estimated total construction cost, and \$18,400 for planning and design, which represents $4\frac{1}{2}$ percent of the estimated total construction cost. Since this additional unit is to be precisely the same as the three now under construction, we can see no reason for including more than 1 percent, or \$4,088, for this unit for planning and design. We believe that the $1\frac{1}{2}$ percent for preliminary engineering and processing added to this should be ample to adapt the additional unit to the particular area in which it will be placed. Consequently, we recommend a reduction of \$14,312 covering planning and design.

While, in a general sense, we are recommending the balance of \$427,238 to be appropriated for the construction of this unit, we wish to make some further recommendations with regard to the construction. We have examined both the plans for this unit and the actual construction of the three units now underway at Corona. Each of the units has two living room areas, each having a massive fireplace structure in the end wall, thus making six fireplaces under construction and two more to be constructed in the new unit. The base of the fireplace measures eleven feet by three feet six inches and the height of the structure is approximately 18 feet. In addition, there is an area ten feet by three feet six inches devoted to wood bin and storage, also made of brick and immediately adjacent to the fireplace. We believe that these structures add a substantial amount to the cost of the building without satisfying a justifiable need. We believe that the living room area can be made attractive and homelike in many other ways that would be far less expensive, and consequently, we recommend the elimination of the fireplace structures in this new unit.

As previously mentioned, the inmates are to be housed in individual rooms, and we find that the partitions between rooms and the partition forming the wall between the room and the corridor are constructed of steel studding, wire lath and plaster. From the standpoint of maintenance, particularly with difficult or recalcitrant inmates, the plaster appears to us to be an inadequate material. Consequently, we recommend that consideration be given to providing concrete or pumice block walls between rooms and corridor, without plaster finish but merely a good quality paint finish.

YOUTH AUTHORITY

The total capital outlay expenditure program for the California Youth Authority for the 1952-53 Fiscal Year, as shown in the Governor's Budget, is \$7,847,477 payable from the Capital Outlay and Savings Fund, of which \$7,688,547 is for major construction and \$158,930 is for minor construction. All but \$6,600 of this program will require legislative appropriation in the 1952 Budget Act. The small balance mentioned is available from prior appropriations and requires no further legislative action.

The new program of expenditure is almost 30 percent greater than the estimated expenditures for the current fiscal year, which total \$6,116,500, all of which is payable from the Capital Outlay and Savings Fund with the exception of \$5,100 which is payable from the General Fund.

While the comparatively large expenditures estimated for the current fiscal year and expenditures of over \$3,000,000 shown as actual for the

1950-51 Fiscal Year would seem to indicate substantial increases in the capacity of the Youth Authority, such is not actually the case. The need for permanent and expanded facilities in the Youth Authority has been acute for some years, and we have generally recommended most of the appropriations or allocations made to that department. However, there have been many delays in both design and planning and construction so that new institutions such as the Northern California Reception Center and Clinic and the Southern California Reception Center and Clinic, for which funds were appropriated three years ago, have still not gone into the construction phase. In fact, these two institutions will probably not be started until after the close of the current fiscal year.

Population and capacity trends in the Youth Authority indicate a gradual reduction of population housed in temporary facilities. For instance, the actual population as of June 30, 1950, was 1,773 of which 807, or 45.5 percent, were housed in temporary facilities. Actual population as of June 30, 1951, was 1,819 of which 571, or 31.4 percent, were in temporary facilities. The estimated population for June 30, 1952, is 1,875 of which 427, or 22.8 percent, are housed in temporary facilities. The estimated population for June 30, 1953, is 1,915 of which 287, or 15 percent, are estimated to be housed in temporary facilities. These reductions will take place as a result of completed construction. Populations in the Youth Authority are not a reliable guide to actual need since the Welfare and Institutions Code permits the Youth Authority to reject commitments for which facilities are not available. Actually, there are probably hundreds of juvenile delinquents now being held in inadequate county and city facilities, who would benefit from the Youth Authority program. Consequently, in our review of the projects contained in the 1952-53 Budget, we have recommended against only those projects which could be deferred without injuring the ability of the Youth Authority to increase its capacity and generally only in such projects where inadequate preliminary planning and studies indicated that deferment was desirable. Despite the needs for additional construction in the Youth Authority, we believe that it is essential that this agency, as well as all others, should finally and permanently embark upon a program of preliminary planning for all new structures prior to requesting funds for construction.

As regards minor construction, we have screened all projects carefully and in detail in cooperation with the Department of Finance and the Youth Authority so that only those projects are included which are essential to maintaining a reasonable standard of physical condition of institution plants or of clearly enabling the more efficient utilization of existing facilities.

ITEM 311 of the Budget Bill

Budget page 896
Budget line No. 39

*For Major Construction, Departmental Administration, Youth Authority,
From the Capital Outlay and Savings Fund*

Amount budgeted	\$90,000
Legislative Auditor's recommendation	90,000
Reduction	None

ANALYSIS

This item would provide money for the preparation of such preliminary plans, studies and surveys of projects which would be considered by the Youth Authority to be next in order of priority for construction. In line with our general recommendation concerning the desirability of preliminary planning, we recommend approval of this item.

ITEM 312 of the Budget Bill

Budget page 899
Budget line No. 67

For Major Construction, Southern California Reception Center and Clinic, Youth Authority, From the Capital Outlay and Savings Fund

Amount budgeted	\$357,740
Legislative Auditor's recommendation	282,674
Reduction	\$75,066

ANALYSIS

This item is composed of a schedule of two projects which together are expected to completely finance the final construction of this new institution to its planned maximum capacity of 350 wards. This appropriation would bring the total that will have been provided for construction to \$2,771,674 exclusive of the cost of acquiring the site. On the basis of a capacity of 350 juveniles, this would result in a capital investment of approximately \$7,920 per bed capacity. Included would be seven dormitory buildings, an administration, hospital and clinic building, a recreational building, an academic school building, a dining, kitchen and commissary building, a maintenance shop building, a fire house, and a number of residences for employees, road work, walks, grounds development, and a complete fence around the building area.

a. Construct and equip one 50-ward dormitory.....\$197,750

While no construction has as yet been started on this institution, this project would provide the last of seven dormitories for a total capacity of 350 beds. Each dormitory unit contains 50 single rooms, each having a toilet and wash basin, with each room capable of being locked for maximum security. Bathing facilities are provided on a congregate basis as is a day room in each dormitory. Feeding will be accomplished at a central dining room. While plans are complete for these units, we would like to direct attention to the fact that the partition walls between rooms and those between rooms and corridor are designed to be constructed of metal studs with wire lath and plaster, whereas spokesmen for the Youth Authority have repeatedly said that masonry construction was desirable because of the destructive tendencies of many juvenile delinquents. The outer walls of the buildings will be constructed of reinforced brick with the interior faces left exposed. Since masonry buildings were provided at the insistence of the Youth Authority, it would appear that the use of plaster partition walls is a complete negation of the arguments advanced by the Youth Authority. Nevertheless, due to the urgent need for additional space in the Youth Authority, we recommend that construction should proceed as rapidly as possible on

this entire new institution, as well as the one dormitory herewith requested, with the following reductions:

1. The estimate of total project cost for this unit contains the sum of \$12,500 for furnishings to be provided by the institution. In line with our general recommendation that money for furnishings be deducted from construction projects and placed in a furnishings fund, we recommend that this sum be deducted from the total project cost.

2. There is contained the sum of \$15,977 in the total project cost, which represents 10 percent of the total construction cost, as a contingency allowance. We recommend that this sum be deducted and placed in a contingency pool in line with our general recommendation regarding this subject.

3. As part of the total project cost, we find that there has been included the sum of \$3,992 which represents 2½ percent of the total construction cost for planning design on the basis of the re-use of existing plans. In addition, there is the usual 1½ percent for preliminary engineering and processing. Since the only changes that would be required in adapting existing plans are the foundation drawings and the utility entrance locations, we believe that 1 percent, or \$1,597, for this purpose would be ample in consideration of the fact that there is also available the 1½ percent for preliminary engineering previously mentioned. This would result in a further reduction of \$2,395.

b. Completion of site development-----\$159,990

The total estimated project cost for complete site development at this new institution is \$521,100. This would include grading, paving, fencing, planting, sprinklers, water, sewage, and gas lines, electrical services, and street and fence lighting. For this purpose, there has already been set aside from previous financing the sum of \$361,110, leaving a balance of \$159,990 to be financed in the 1952-53 Budget.

In the total project cost, there is an amount of \$44,194 which represents 10 percent of the estimated total construction cost as a contingency allowance. We recommend that the project be approved with the reduction of \$44,194 in line with our general recommendation concerning the pooling of contingency allowances.

ITEM 313 of the Budget Bill

Budget page 900
Budget line No. 65

For Minor Construction, Improvements, Repairs, and Equipment, Youth Authority Camps, From the Capital Outlay and Savings Fund

Amount budgeted	\$4,700
Legislative Auditor's recommendation	4,700
Reduction	None

ANALYSIS

This item will provide for two minor projects, one for painting and repairs and the other for minor construction, both at Pine Grove Camp. Most of the work will be performed by the wards. The projects have been examined in detail, both as to need and propriety of cost estimate which have been satisfactorily demonstrated. Consequently, we recommend approval of this item as requested.

Capital Outlay

— 522 —

ITEM 314 of the Budget Bill

Budget page 902
Budget line No. 12

For Major Construction, Fricot Ranch School for Boys, From the Capital Outlay and Savings Fund

Amount budgeted	\$122,500
Legislative Auditor's recommendation	50,000
Reduction	\$72,500

ANALYSIS

This item is composed of a schedule of three major projects as follows:

a. Construct maintenance shop building

\$72,500

The total capacity of this institution will be 162 boys, most of whom will probably be under the age of 12. Dormitory, kitchen-dining room, hospital, academic school and gymnasium buildings are all new, either in process of being built or completed within the past year or so. The older buildings will be employee residence units and administration building, as well as those housing the maintenance shops on a so-called temporary basis.

We recommend that this project be deferred and the money therefor held in the Capital Outlay and Savings Fund for action by a future Legislature. We make this recommendation for the following reasons: first, the fact that the vast majority of the buildings are almost brand new will mean that comparatively little maintenance will be necessary for several years; second, the over-all size of the institution is such that only small maintenance shops would be necessary. The building being requested measures 4,800 square feet and is contemplated to be a steel frame building with metal roof and concrete exterior walls on a concrete floor slab and containing a carpentry, plumbing, building and maintenance, paint and auto shop. The paint shop is intended to have a spray booth. The total project cost per square foot is estimated at \$15.10 without furnishings or movable equipment. We do not believe that a building of this size and cost is justifiable for an institution of this size.

b. Seal two reservoirs to prevent leakage

\$25,000

The two main reservoirs which store the water supply for the institution are of earthen construction and have shown a rather high rate of leakage, particularly at one point of the larger reservoir where the leakage consists of a fairly good sized stream. Since the basic water source is not overabundant, it appears that the proper sealing of these two reservoirs is well justified. No definite method of sealing has as yet been decided upon. However, we would recommend the appropriation of this sum so that studies and final determinations can be made and the work carried forward as needed.

c. Install pipe line to replace earthen ditch

\$25,000

This represents the second year of a five-year project of replacing approximately nine miles of ditch which runs from the diversion dam in the river to the reservoirs in the institution. During dry weather, there is a rather high loss of water through the ditch walls, and since the supply is not overabundant, it appears desirable to protect all that is available. Consequently, we recommend this second increment of the program.

ITEM 315 of the Budget Bill

Budget page 902
Budget line No. 37

For Minor Construction, Improvements, Repairs, and Equipment, Fricot Ranch School for Boys, From the Capital Outlay and Savings Fund

Amount budgeted	\$15,300
Legislative Auditor's recommendation	15,300
Reduction	None

ANALYSIS

This item will provide for two minor projects, one of which is for road repairs and the other for some minor construction. The projects have been examined in detail, and we are satisfied as to the need and the propriety of the cost estimates. Consequently, we recommend approval of this item as requested.

ITEM 316 of the Budget Bill

Budget page 904
Budget line No. 12

For Major Construction, Fred C. Nelles School for Boys, From the Capital Outlay and Savings Fund

Amount budgeted	\$476,432
Legislative Auditor's recommendation	None
Reduction	\$476,432

ANALYSIS

This item consists of a schedule of two projects, both of which are intended to replace existing facilities which are considered too small and poorly designed for the use to which they are being put. While we are cognizant of the need for additional or expanded facilities in the Youth Authority and we agree in principle with the need for these two projects at this institution, we recommend that both projects be deferred as not essential at this time, and the funds therefor held in the Capital Outlay and Savings Fund, for future appropriation.

- a. *Construct and equip 30-room admission unit* \$223,565
- b. *Construct and equip 50-room detention and restriction building* \$252,867

We find that neither of these two projects has had any appreciable preliminary plan work, and all that is available are some entirely inadequate pencil sketches and notes. The estimate indicates that it was based on the assumption that the detention unit would be similar to the dormitories designed for the Northern California Reception Center and Clinic. However, site conditions will not permit the use of that plan just as it stands because it is for a long straight building, and the area which it would occupy at the Nelles institution would require a V-shape plan. The same is essentially true of the admission unit, and, consequently, we feel that both these projects should be presented to the next Legislature, accompanied by adequate preliminary plans and general specifications. Since there are facilities already available at this institution for these purposes, we do not believe that any serious hardship would ensue by delaying this construction for one year. In the interim, the Youth Authority can make use of the funds available in the preliminary plans item which we have recommended for approval.

Capital Outlay

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ITEM 317 of the Budget Bill

Budget page 904
Budget line No. 37**For Minor Construction, Improvements, Repairs, and Equipment, Fred C. Nelles School for Boys, From the Capital Outlay and Savings Fund**

Amount budgeted	\$49,310
Legislative Auditor's recommendation	49,310
Reduction	None

ANALYSIS

This item will provide for four projects of repairs and maintenance needed to bring the physical condition of the institution plant to a maintainable standard. The projects have been examined in detail as to the need and the propriety of cost estimates and we recommend this item for approval as requested.

ITEM 318 of the Budget Bill

Budget page 906
Budget line No. 12**For Major Construction, Paso Robles School for Boys, From the Capital Outlay and Savings Fund**

Amount budgeted	\$986,870
Legislative Auditor's recommendation	147,221
Reduction	\$839,649

ANALYSIS

This item consists of a schedule of six major projects, three of which are for new buildings, one is for an addition to a previously approved building, and two are for site development and landscaping.

- a. *Site development for new dormitory, future segregation unit, and three future residences* \$98,560

Only the new dormitory is being requested in the 1952-53 Budget. The other units have not been requested, and insofar as the segregation unit is concerned, should not be requested for some years. Consequently, the amount for site development is considerably excessive. We have not been able to get an accurate breakdown of this amount to indicate what portion of it would be applicable to the dormitory. However, we have attempted to estimate a breakdown and have reached the conclusion that a reduction of \$78,560 would be justifiable, leaving a balance of \$20,000 for site development for the new dormitory alone. *We recommend that the project be approved with the reduction of \$78,560 as noted.*

- b. *Construct addition to academic school building* \$186,160

Prior appropriations provided for an initial academic school building which, according to the budget, is shown as having six classrooms and a gymnasium. Upon investigation, we find that what was actually built was a building having a library, offices, and four classrooms consisting of one science classroom and three typical academic classrooms, all totaling approximately 6,105 square feet. The addition to this building now being requested would consist of eight typical classrooms having a total weighted area of 6,885 square feet and being estimated to cost \$24.85 per square foot. This would provide a total of 12 classrooms for a total of 340 inmates who are expected to be in the academic program.

Construction of the building is of reinforced brick walls on a concrete slab with steel roof joists covered with two-inch wood sheathing and composition roofing. Partitions will be of metal studs, metal lath, and plaster. Furnishings are estimated at an additional \$15,000. While plans are available for this addition based upon the original unit, it should be noted that 4½ percent of the construction cost has still been included in the over-all cost for planning and design. Despite the availability of plans, *we recommend that this project be deferred for the following reasons:*

1. We believe that the cost of this unit is far too excessive for an academic school. We might point out that in the schools being built by funds obtained from the recent \$250,000,000 bond issue the very highest costs are not exceeding \$20 per square foot and that the general average has been considerably below that figure.

2. We question the necessity of building an academic school of masonry even though it is to be used in a correctional institution.

3. We doubt that the space allocations for school purposes are entirely justifiable. The ultimate size of the academic unit as planned will be approximately 13,000 square feet. To this would be added the facilities provided by a gymnasium, the general office facilities provided in the administration building, and the dining facilities which would be the equivalent of a multi-purpose room in the ordinary elementary school. Since the standard is a gross of 55 square feet per pupil, we believe that the planned unit at this institution may be excessive.

c. Construct sewage disposal plant, 500-person capacity-----\$84,400

The sewage plant now in use at this institution is of inadequate capacity as well as being partially inoperative. Consequently, it would appear that there is ample justification for providing a modern and adequate sewage treatment plant. However, the possibility or, in fact, the probability exists that the plant can be constructed for considerably less money than is being requested based upon standards set up by the Coastal Regional Water Pollution Control Board. Some pilot studies will be required to determine whether soil conditions will permit the cheaper type of construction.

In any case, since we believe that there is a justifiable need for a new sewage plant, *we recommend that the project be approved with a reduction of \$7,179*, which represents 10 percent of the estimated contract cost as a contingency allowance, in line with our general recommendation concerning these allowances. In the event that it is found possible to construct a cheaper type of plant, there would be a reversion of considerably more than the amount of this reduction.

d. Construct 400-capacity auditorium-----\$196,100

This project would provide an auditorium of 7,000 square feet, constructed of reinforced brick walls on concrete foundations and floor slab, with wood roof framing and wood roof and interior partitions of metal lath and plaster on wood studs. The estimated cost of construction is \$30 per square foot without furnishings, which would add \$3,000 to the project cost. This would be a permanent type auditorium with regular auditorium seating. The estimate was based on a preliminary sketch and

area calculations. No complete preliminary plans have been prepared as yet.

We recommend that this project be deferred for the following reasons:

1. No complete and adequate preliminary plans are as yet available.
2. The cost of this building is excessive, and in view of the currently unfavorable economic situation, we believe that a project of this type should be deferred.
3. A gymnasium is being provided which can be made to serve a dual purpose.

e. One 50-boy cottage-----\$237,250

This project will be the sixth and last of the new type, 50-bed dormitories. Construction will be exactly the same as the five units now under way. The weighted building area is 7,665 square feet at an estimated project cost of \$28.34 per square foot without furnishings. The latter are estimated to add \$20,000 to the cost.

While we recognize the need for additional space in Youth Authority institutions, *we feel justified in recommending that this particular project be deferred and that certain design changes be undertaken to reduce the cost of the building.* For instance, we find that the roof structure in the sleeping portion of the building has been designed with clerestory window lighting to provide light in the open dormitory area which is never used for any other purpose but sleeping. This has added an appreciable amount to the cost of this building. The roof structure has been framed with fairly heavy steel and roofed with concrete deck. The design of the day room includes a massive fireplace structure. We do not believe that this deferment would work a particular hardship on this institution since it would be possible to continue to use some of the temporary buildings for some years if necessary.

f. Landscape entire site and install sprinkling system-----\$184,400

The Division of Architecture has recommended extensive landscaping and a sprinkling system because of dust conditions which prevail at this site. We would like to point out that the estimate of cost for each one of the buildings includes an amount of landscaping and sprinklers which, we would assume from this major item, is for the area immediately around the building only. For instance, in project "e" above, there is included the sum of \$19,519 for landscaping and sprinklers.

We doubt that the situation on this site is so desperate as to require the extensive system being contemplated by this project. Consequently, *we recommend that the item be reduced by \$134,400 which will leave \$50,000 to install only the most urgently needed portion of the sprinkling system and landscaping work.*

ITEM 319 of the Budget Bill

Budget page 906
Budget line No. 40

For Minor Construction, Improvements, Repairs, and Equipment, Paso Robles School for Boys, From the Capital Outlay and Savings Fund

Amount budgeted	-----	\$3,000
Legislative Auditor's recommendation	-----	3,000
Reduction	-----	None

ANALYSIS

This item will provide for miscellaneous construction and repairs in order to maintain the temporary facilities in an operating condition. No specified schedule is involved, but money will be expended only as the need arises. Consequently, we recommend approval of the item as requested.

ITEM 320 of the Budget Bill

Budget page 908
Budget line No. 61

For Major Construction, Preston School of Industry, From the Capital Outlay and Savings Fund

Amount budgeted	\$924,940
Legislative Auditor's recommendation	None
Reduction	\$924,940

ANALYSIS

This item consists of a schedule of two major projects both of which are for the construction and equipment of dormitories.

a. *Construct and equip three dormitories*.....\$706,110

These three dormitories are intended to replace facilities that have been condemned either by the State Fire Marshal or the Division of Architecture. While we are in accord with the policy of replacing old condemned buildings, we recommend that this project be deferred because no preliminary plans or other data have been prepared as yet. In view of the fact that the existing facilities can continue to serve for some additional time, we do not believe that it will work an excessive hardship on the institution to defer action on this project for one year during which time it will be possible to prepare the necessary preliminary plans through the use of the money provided in the department-wide item which we have recommended for approval.

b. *Construct and equip farm dormitory*.....\$218,830

The existing farm dormitory is adequate insofar as structure is concerned; however, it is desired to move the housing of the farm group inside the main fence in order to reduce the number of escapes. We recommend that this item be deferred until the next budget for the same reasons as outlined above. In this case, it is interesting to note the fact that this particular dormitory is estimated to cost about \$17,000 less than one of the three dormitories in the previous project. Yet, it is our understanding that they are intended to be the same type of structure. This is another indication of the inadequacy of the information available to the Division of Architecture for estimating purposes.

ITEM 321 of the Budget Bill

Budget page 909
Budget line No. 22

For Minor Construction, Improvements, Repairs and Equipment, Preston School of Industry, From the Capital Outlay and Savings Fund

Amount budgeted	\$65,970
Legislative Auditor's recommendation	65,970
Reduction	None

ANALYSIS

This item will provide for 12 projects of repairs, equipment replacement, and minor construction needed to bring the physical condition of the institution to a better condition for regular annual maintenance or to permit the more efficient utilization of existing facilities. We have examined these projects in detail, and have been satisfied both as to the need and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested. A considerable amount of this work will be performed by the inmates as part of the vocational training program.

ITEM 322 of the Budget Bill

Budget page 911
Budget line No. 12

For Major Construction, Los Guilucos School for Girls, From the Capital Outlay and Savings Fund

Amount budgeted	\$783,465
Legislative Auditor's recommendation	351,760
Reduction	\$431,705

ANALYSIS

This item consists of a schedule of five major projects, four of which are an expansion of the new plant now under construction, and one is a major alteration of existing space.

To date approximately \$1,992,716 has been provided for the new plant which, for this amount, will consist of three 40-girl dormitories; a combination administration, hospital, receiving, and detention building; a kitchen, dining room, and commissary building; a fire house complete with hose tower; an academic school building containing six classrooms; a gymnasium, and some site development, landscaping, roads, walks, et cetera. This will provide new capacity for 120 girls which together with existing capacity of 90 will make a total of 210. At present, 132 girls are occupying space which the institution considers is adequate for only 90. Ultimately, when two more dormitories are added, the capacity of existing space will be reduced to only 50 girls by converting some space now being used as dormitories to employee residence space. The ultimate capacity of the institution will then be 250 girls.

a. Construct and equip two 40-girl dormitories \$360,400

This project, as previously mentioned, will bring the new capacity of the institution up to 200 beds. Construction will be the same as the three units now under construction. We would like to call attention to the fact that these dormitories provide a gross average of 176 square feet per bed capacity as compared with the dormitories designed for the Southern Reception Center which provides a gross average of 153 square feet per bed capacity. These buildings, while being called dormitories, actually contain 40 single rooms, together with auxiliary spaces. In view of the great need for additional capacity in the Youth Authority, we recommend the construction of this project with the following deductions:

1. The total project cost includes \$25,000 for furnishings to be provided by the institution. In line with our general recommendation that

money for furnishings be pooled in a special fund, we recommend that this amount be deducted.

2. The total project cost contains \$28,901 which represents 10 percent of the total construction cost as a contingency allowance. In line with our general recommendation concerning contingency allowances, we recommend that this amount be deducted.

3. The estimate of cost includes \$7,229 which represents 2½ percent of the total construction cost for the reuse of existing plans. In addition, there is 1½ percent, or \$4,337, for preliminary engineering and processing. We recommend that only 1 percent, or \$2,891, a reduction of \$4,338, be provided for planning and design which, together with the amount available for preliminary engineering and processing, should be ample for the minor foundation changes and possible utility entrance changes that may be needed.

b. Complete and equip academic school building (partial cost) — \$127,550

The ultimate size of this unit would provide 10 classrooms, library, and offices. The initial portion, when completed, will contain five classrooms, library, and offices. The project now being requested is for an additional five classrooms. The over-all size of the completed building would be approximately 11,360 feet. Assuming an ultimate maximum capacity of 250 girls, this would mean 45 square feet gross per student in this building alone. In addition, there would be a domestic science classroom of approximately 2,180 square feet, which is Project E in this schedule. The gymnasium building will provide approximately 6,944 square feet, and as a further comparison with an ordinary elementary school plant, we might consider that the new central dining room area for the institution would have some of the values represented by the so-called multi-purpose or cafeteria room building in an elementary school. Since the standard for elementary schools allowable under the State Building Aid Program is 55 square feet gross per pupil, it appears that there is a considerable discrepancy which would indicate that the ultimate size of this building might be excessive. We might also point out that the first unit could be operated on two-session basis as are hundreds of schools throughout this State. Consequently, *we recommend that this project be deferred and the funds therefor be held in reserve in the Capital Outlay and Savings Fund for appropriation by a future legislature.*

c. Construct and equip 400-capacity auditorium ----- \$177,800

Of all the units in an institution of this type, we believe an auditorium should be the last to be constructed, and, in any case, should await the most favorable economic conditions for construction. No actual preliminary plans are available. Furthermore, we would question the need for an auditorium seating 400 when the maximum capacity of the institution is intended to be only 250. We might also point out that the gymnasium can serve to some extent as an auditorium. Consequently, *we recommend that this project be deferred for consideration by a future legislature and the funds therefor held in reserve in the Capital Outlay and Savings Fund.*

d. *Completion of site development for new building*-----\$93,500

This project will provide utilities, drainage, roads, sidewalks, grading and grounds improvements for some of the buildings that have already been constructed, as well as for the two dormitories recommended in this schedule.

The estimate contains \$53,800 for 13,450 square feet of covered walks at \$4 per square foot. This is intended to connect the dormitory buildings with the dining room, as well as connecting the school with the gymnasium and from that point to the administration building. We seriously doubt the need for these covered walks between buildings. The girls will be amply supplied with proper clothing for inclement weather, and, consequently, there should be no reason to provide so many thousands of square feet of covered walkway. We might also point out that there will be no covered walkways between the older buildings and the new buildings. However, the girls in the older buildings will still have to use the new facilities for eating, treatment and education. Consequently, *we recommend that the item be reduced to \$27,409, a reduction of \$66,091.* This is based on the following computation. The balance of the project, after removing the amount for covered walks, comes to \$25,380. Added to this would be 8 percent, or \$2,029, for preliminary engineering and processing, planning and design, and state supervision of construction. Project contingency allowance of 10 percent would be eliminated and placed in the contingency pool which we have recommended.

e. *Alter and equip existing culinary building for domestic science classrooms*-----\$24,215

The existing dining room and kitchen building, which measures 34' by 64', will be freed by the completion of the new dining room, kitchen, and commissary building at approximately the end of the current fiscal year. Consequently, it is desired to convert this space into domestic science classrooms.

The building is now divided into two approximately equal areas, one part being the kitchen and the other the dining room. It is proposed to convert the old kitchen into a domestic science unit having four complete domestic kitchen units in which cooking and food preparation may be taught. The dining room area would be converted into a sewing classroom. Additional toilet facilities will also be provided. The cost for the alterations appears to be reasonable since almost half of the total amount is scheduled for kitchen equipment and sewing room equipment. However, there will probably be a later request for additional minor items of equipment and furnishings. In producing the estimate, the Division of Architecture has apparently included the sewing room equipment as part of the equipment to be furnished by the division and, consequently, the usual percentages are assessed against the amount. The same is true of the kitchen equipment. While the kitchen equipment requires installation by plumbers and other building trades artisans, the sewing room equipment does not. Therefore, we recommend that before the money is turned over to the Division of Architecture by the Youth Authority an agreement be reached concerning the sewing room equipment.

The total cost estimate includes \$2,025 which represents 10 percent of the total estimated construction cost as a contingency allowance. We

recommend that the amount of \$2,025 be eliminated in line with our general recommendation concerning contingency allowances.

ITEM 323 of the Budget Bill

Budget page 911
Budget line No. 42

For Minor Construction, Improvements, Repairs, and Equipment, Los Guilucos School for Girls, From the Capital Outlay and Savings Fund

Amount budgeted	\$20,150
Legislative Auditor's recommendation	20,150
Reduction	None

ANALYSIS

This item will provide for two projects, one of which is a series of deferred maintenance items needed to bring the older buildings up to maintainable standard and the other is for the elimination of a hazardous old building. We have examined the projects in detail, both as to need and the propriety of cost estimates, which we have found to be satisfactory. Consequently, we recommend approval of this item as requested.

ITEM 324 of the Budget Bill

Budget page 913
Budget line No. 19

For Major Construction, Ventura School for Girls, From the Capital Outlay and Savings Fund

Amount budgeted	\$3,940,000
Legislative Auditor's recommendation	140,000
Reduction	\$3,800,000

ANALYSIS

This item is intended to provide for the construction of a new institution for girls on a new site in order to replace the present old, inadequate, and hazardous structures at the present site. The first unit to be financed by this request would have a capacity of 250 girls with an ultimate planned capacity of 350.

As of February, 1952, the new site has not yet been acquired, although we believe it is reasonable to assume that the site which has been chosen at a point approximately six miles from the present institution will be acquired by the end of the current fiscal year. There is already available \$60,000 for preliminary plans from Item 298.2 of the 1951 Budget Act. Consequently, from the standpoint of the timing involved we make the following recommendations:

1. We recommend that \$3,800,000 be deferred and held in the Capital Outlay and Savings Fund for appropriation by the next or succeeding Legislatures.

2. We recommend that \$140,000, or approximately 4½ percent of construction cost, be appropriated for working drawings with the understanding that no actual working drawings will be undertaken until the Legislature has had an opportunity to examine the preliminary plans and general specifications for the new institution. It is our understanding that such preliminaries and other data may be available to the Legislature during the current session. Should this prove to be the case and should

the Legislature approve these preliminary plans, the working drawing money would become available on July 1, 1952, and it would take the better part of the new fiscal year to complete these to the point where they could be submitted for bids. The Legislature, in 1953, would then be able to appropriate the actual construction money in amounts that would be based on comparatively accurate estimates using the working drawings as a basis. Construction could then start in July of 1953. Actually, by this recommendation there would be no delay in moving this project forward.

ITEM 325 of the Budget Bill

Budget page 913
Budget line No. 40

For Minor Construction, Improvements, Repairs, and Equipment, Ventura School for Girls, From the Capital Outlay and Savings Fund

Amount budgeted	\$500
Legislative Auditor's recommendation	500
Reduction	None

ANALYSIS

This item will provide for minor emergency maintenance projects necessary to keep the old institution going. We recommend approval of this item as requested.

DEPARTMENT OF EDUCATION

State Colleges, Technical Colleges and Special Schools

The total capital outlay expenditure program in the Department of Education for the 1952-53 Fiscal Year as shown in the Governor's Budget amounts to \$18,456,447, of which \$17,321,231 is payable from the Capital Outlay and Savings Fund, \$990,000 from the State College Fund and \$145,216 from the Fair and Exposition Fund. All of this program will require legislative appropriation in the 1952 Budget Act with the exception of \$240,000 which is available from prior appropriations and requires no further legislative action.

Major construction will total \$17,365,175, all of which will be payable from the Capital Outlay and Savings Fund with the exception of \$990,000 from the State College Fund. Minor construction will total \$802,272, of which \$145,216 will be from the Fair and Exposition Fund and the balance from the Capital Outlay and Savings Fund. Real property acquisition will total \$289,000 payable from the Capital Outlay and Savings Fund. In contrast to this the total expenditures for all capital outlay purposes in the current fiscal year will be \$10,520,225 with most of it being payable from the Capital Outlay and Savings Fund.

From the 1947-48 Fiscal Year through the 1951-52 Fiscal Year the Department of Education will have expended or committed approximately \$52,093,383 for all types of capital outlay exclusive of real property acquisition. The total is based on actual expenditures for all years with the exception of 1951-52 which is on an estimated basis. By far the largest portion of this total will have been expended to increase the capacity of the state colleges and technical schools. The next largest portion will have been expended for the elimination of temporary structures and the reduction of hazards. The remainder will have been expended in repairs and deferred maintenance. Consequently it may be

said that the state college system has received fairly generous assistance in meeting its needs for increased capacity.

During the 1950 Budget Session it was estimated that for the then current fiscal year of 1950-51 the full-time equivalent enrollment at all institutions would be 26,236. The actual enrollment finally developed for that year was 26,005. The estimated enrollment for the current fiscal year is 25,720, and for the 1952-53 Fiscal Year is 27,732. Following this it is estimated to rise at the rate of approximately 1,500 to 2,000 per year. Using the enrollment estimated for the 1954-55 Fiscal Year as a base line, it is estimated that permanent classrooms either existing, under construction or already financed will represent from 50 percent, at California Polytechnic College, to 87 percent, at Fresno State College, of permanent classroom needs. The percentage of total plant which is permanent varies to about the same extent, although not the same for each institution. We do not believe that the currently financed percentages indicate a particularly bad condition.

Consequently, in our review of the projects contained in the 1952-53 Budget we have recommended the approval of only those projects or appropriations which are urgently needed either because of the type of structure or because they constitute an important phase of construction already financed or under way. Wherever we have encountered projects for which little or no preliminary planning or study was available for consideration, we have recommended deferment of those projects until such plans and data could be made available to the Legislature. A further consideration in our recommendations for deferment has been the fact that we believe that current economic conditions are highly unfavorable to the major, permanent type of construction which is involved in the college program. We believe that these recommended deferments will not materially hamper or injure the state college program and eventually will very probably result in substantial savings.

As concerns minor construction and repairs we have again screened each project carefully and in detail in cooperation with the Department of Finance and the Department of Education prior to the actual formulation of the budget. Consequently, there is contained in the budget only those projects which are definitely needed to elevate the physical condition of various college plants to a maintainable standard or which have been clearly demonstrated as enabling more efficient utilization of existing facilities.

ITEM 326 of the Budget Bill

Budget page 917
Budget line No. 40

*For Major Construction, Department of Education, From the Capital
Outlay and Savings Fund*

Amount budgeted	\$246,500
Legislative Auditor's recommendation	229,334
Reduction	\$17,166

ANALYSIS

This item consists of a schedule of three projects, one of which is for planning and the other two, initial complements of equipment.

a. *Preparation of preliminary plans*-----\$150,000

This project will provide money by which the Department of Education can have preliminary plans and studies prepared of those projects which it considers next in order or priority for construction appropriations by the Legislature. This is in line with our repeated recommendation that the Legislature be provided with adequate preliminary information before being asked to appropriate construction funds. Consequently, we recommend approval of this project as requested.

b. *Initial complement of equipment for new Education Building*-----\$79,334

This project will provide for various types of equipment such as desks, files, chairs, storage cabinets, coat racks, et cetera, which are needed to equip the new Education Building in Sacramento in addition to such equipment as is now available and is still in condition to be used in the new building. We have had an opportunity to check this particular list in considerable detail, and we have generally been satisfied as to the need. Costs are based on the schedule of standard costs furnished by the Department of Finance. Consequently, we recommend approval of this project as requested.

c. *Initial complement of shelving, Library and Courts Building*---\$17,166

Additional space is to be occupied by the Division of Libraries in the Library and Courts Building when such space is vacated by the Division of Administration of the Department of Education upon its removal to the new Education Building. This project contemplates the additional shelving required for the new space. In view of the fact that no definite program has yet been prepared for the conversion of this space, which would be carried out under the jurisdiction of the Division of Buildings and Grounds, Department of Finance, and the fact that we have recommended that the conversion project be deferred until proper preliminary plans are prepared, we recommend that this project be deferred and that the money be placed in a furnishings pool under the control of the Department of Finance in line with our general recommendation concerning this subject.

ITEM 327 of the Budget Bill

Budget page 920
Budget line No. 27

For Major Construction, Chico State College, From the Capital Outlay and Savings Fund

Amount budgeted	-----	\$427,830
Legislative Auditor's recommendation	-----	75,206
Reduction	-----	\$352,624

ANALYSIS

This item consists of a schedule of three construction projects as follows:

a. *Completion of play field facilities*-----\$159,130

This project is actually broken down into two subprojects. One is for the construction of six tennis courts, two basketball courts, six handball

courts, and baseball bleachers with a 1,000-seat capacity. The other portion of the project involves 425,000 square feet of blacktop paving on parking areas and 6,000 linear feet of perimeter fencing 10 feet high, using chain link fencing.

We recognize the need for adequate athletic facilities which are particularly lacking at this college. However, we do not believe that the paving of parking areas and the perimeter fencing are of particular urgency in view of the current economic conditions which are unfavorable to construction. Consequently, we recommend that this project be reduced to the construction of the athletic facilities requested and that the balance of the project be deferred. The cost of the athletic facilities is estimated at \$57,050. This amount contains \$4,740 which represents 10 percent of the estimated construction cost as a contingency allowance. Therefore, we suggest that the project cost be reduced by this amount in line with our general recommendation concerning contingency allowances. *This would be a net reduction in this project of \$106,820.*

b. *Construct men's and women's locker room and provide preliminary plans for gymnasium*.....\$243,700

From the title of this project it may be seen that it actually consists of two separate projects. The estimated project cost for the construction of the men's and women's locker building is \$231,700. The balance of \$12,000 is apparently intended to provide the preliminary plans for the gymnasium.

We find, upon examination of this project, that there are no preliminary plans for the locker building which is contemplated to be of reinforced concrete construction, one story, containing approximately 9,050 square feet. The estimate is based entirely on area calculations which tentatively assume that the building will contain approximately 924 lockers divided into 512 for male and 412 for female use with shower rooms and toilet rooms but no dressing room area as such. It is assumed that the building will have a shed roof and that eventually two gymnasiums will be backed up against it, one at each end for men and women respectively. In view of the fact that no definite preliminary plans have been prepared, *we recommend that the project be deferred and that adequate preliminary plans and studies be prepared for consideration by a future Legislature.* We suggest that the preliminary plans for this building, as well as those requested for the gymnasium building, be financed out of the department-wide item for this purpose, which we have previously recommended.

c. *Install 25,000-gallon water tank*.....\$25,000

The present water supply system of the college depends upon a 2,000-gallon, underground pressure tank which is totally inadequate for an institution of this size. The project being requested involves a 25,000-gallon steel tank on an 80-foot tower, which would provide a sufficient gravity supply so that occasional pump failures will not leave the institution without water. Consequently, *we recommend that this project be approved with a reduction of \$2,104*, which represents 10 percent of the construction cost as a contingency allowance, in line with our general recommendation concerning these allowances.

Capital Outlay

— 536 —

ITEM 328 of the Budget Bill

Budget page 920
Budget line No. 53**For Minor Construction, Improvements, Repairs, and Equipment, Chico State College, From the Capital Outlay and Savings Fund**

Amount budgeted	\$51,813
Legislative Auditor's recommendation	51,813
Reduction	None

ANALYSIS

This item will provide for 24 projects of repairs, equipment replacement, deferred maintenance, and minor construction needed to bring the physical condition of the school plant to a maintainable standard and to enable the more efficient utilization of existing facilities. We have examined all projects in detail and have been satisfied as to the need for them and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 329 of the Budget Bill

Budget page 923
Budget line No. 33**For Major Construction, Fresno State College, From the Capital Outlay and Savings Fund**

Amount budgeted	\$4,147,745
Legislative Auditor's recommendation	None
Reduction	\$4,147,745

ANALYSIS

This item consists of a schedule of eight major construction projects of which five are for new buildings, two are for additions to existing buildings, and one is for site development.

a. Construct music building	\$838,845
b. Construct education and psychology building	\$849,000
c. Construct library building	\$1,035,900
d. Construct addition to administration building	\$172,400
e. Construct addition to industrial arts building	\$553,000
f. Construct maintenance building	\$90,100
g. Construct women's locker and shower unit of gymnasium	\$258,500
h. Site development (partial cost)	\$350,000

Working drawings are available for project "a" only. The balance of the projects have been estimated on the basis of area calculations and notes, and no actual preliminary plans are as yet available. It is assumed that the construction of these projects will provide facilities with a capacity of between 80 and 85 percent of maximum requirements, which is the current target for all state colleges.

There still appears to be considerable doubt as to the wisdom of moving this college from the existing site at the present time, particularly since the buildings on the present site are well constructed and still in good condition. Consequently, we believe that it would be wise to defer this appropriation for consideration by the General Session in 1953. This is based on the fact that the current economic situation is unfavorable to

construction of this type, that all but one of the new buildings being requested have had no preliminary planning, and that no positive determination has been made that a complete removal to the new site would be made upon completion of the additional buildings.

ITEM 330 of the Budget Bill

Budget page 924
Budget line No. 12

For Minor Construction, Improvements, Repairs, and Equipment, Fresno State College, From the Capital Outlay and Savings Fund

Amount budgeted	\$50,652
Legislative Auditor's recommendation	50,652
Reduction	None

ANALYSIS

This item consists of three minor projects, one of which is for repairs, another for initial complement of equipment, and the third for minor construction. The repair item is necessary to prevent further deterioration in the stadium. The initial complement of equipment is for basic film for audio-visual education, and the minor construction is for the completion of the fourth floor in the library stack room and for the installation of book shelves. We have examined these projects in detail, and we are satisfied as to the need and the propriety of the cost estimates involved. Consequently, we recommend approval of the item as requested.

ITEM 331 of the Budget Bill

Budget page 923
Budget line No. 51

For Major Construction, Fresno State College, From the State College Fund

Amount budgeted	\$800,000
Legislative Auditor's recommendation	800,000
Reduction	None

ANALYSIS

From the Budget Act of 1948 to the Budget Act of 1951, inclusive, there has been appropriated from the State College Fund \$2,309,131 for agricultural buildings and equipment at Fresno State College. The projects constructed by these appropriations have been subject to the approval of the Joint Legislative Interim Committee on Agriculture and Livestock Problems and the Director of the Department of Finance.

The \$800,000 being requested in the 1952-53 Budget is based on a schedule of approximately 25 projects, all of which will be subject to the same approvals as the previous funds. No specific estimates are as yet involved, but if the funds are appropriated by the Legislature, they will be allocated by the Director of Finance upon approval of the State Public Works Board based upon final estimates for as many of the scheduled projects as the funds will permit. In view of the controls placed on the expenditure of these funds, we recommend that this item be approved as requested.

Capital Outlay

— 538 —

ITEM 332 of the Budget Bill

Budget page 926
Budget line No. 32**For Real Property Acquisition, Humboldt State College, From the Capital
Outlay and Savings Fund**

Amount budgeted	\$64,000
Legislative Auditor's recommendation	64,000
Reduction	None

ANALYSIS

Several blocks of property are required to round out the campus, to provide for an access road to the athletic fields and stadium and for parking facilities adjacent to the dormitory area. The present campus is approximately 57 acres, although much of it is steep and hilly. Since it is planned that the ultimate capacity of the institution will be 1,666 students by 1965, it appears that additional area will be needed. Consequently, we recommend approval of this item as requested.

ITEM 333 of the Budget Bill

Budget page 926
Budget line No. 47**For Major Construction, Humboldt State College, From the Capital
Outlay and Savings Fund**

Amount budgeted	\$44,000
Legislative Auditor's recommendation	40,235
Reduction	\$3,765

ANALYSIS

The Budget Act of 1950, by Item 339, provided \$67,500 for site development, including roadways, walks, utilities, and landscaping around the administration and library buildings. This sum was supposed to have completed the job. However, one additional project, namely the corporation yard construction, was added, and this, together with the fact that the original estimates for the site development were too low, now makes it necessary to provide additional funds to complete the site development. Consequently, we recommend approval of this item with a reduction of \$3,765 which represents ten percent of the total construction cost as a contingency allowance in line with our general recommendation concerning these allowances.

ITEM 334 of the Budget Bill

Budget page 926
Budget line No. 73**For Minor Construction, Humboldt State College, From the Capital
Outlay and Savings Fund**

Amount budgeted	\$123,400
Legislative Auditor's recommendation	123,400
Reduction	None

ANALYSIS

This item will provide for 17 projects of repairs, alterations, equipment replacement, and minor construction needed either to bring the physical condition of the school plant to a maintainable standard or to enable the

more efficient utilization of existing facilities. We have examined all projects in detail and have been satisfied both as to the need for them and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 335 of the Budget Bill

Budget page 927
Budget line No. 72

*For Major Construction, Long Beach State College, From the Capital
Outlay and Savings Fund*

Amount budgeted	\$1,965,200
Legislative Auditor's recommendation	105,000
Reduction	\$1,860,200

ANALYSIS

This item consists of a schedule of three major projects, one of which is for the construction of a new building, another for site development, and a third for initial complement of equipment.

a. Construct science building \$1,370,500

This project is for a class A, reinforced concrete building containing laboratories, lecture-demonstration rooms, offices, and other spaces, with a total weighted building area of 45,000 square feet. The total project cost exclusive of furnishings is such that the space will cost in excess of \$27.50 per square foot to which would be added \$125,000 for furnishings.

We find that no regular preliminary plans have been prepared as yet, although schematic diagrams are available which indicate that the initial thinking contemplates a "telegraph pole" style of building with eight wings two stories high. The central, or "pole," corridor is largely double loaded by offices, toilet facilities, and some large lecture rooms. The wings are single loaded, but the corridors, instead of being open sided will probably be glazed. In any case, we believe that the preliminary work that has been done thus far is totally inadequate for the purposes of clearly depicting the building to be constructed or of indicating types of construction and general finish specifications. This fact, plus the fact that the current estimates appear to us to be excessive and that funds have been provided for certain temporary facilities, leads us to recommend that this project be deferred until complete and adequate preliminaries are available for examination by the Legislature. We point out that the item for preliminary planning, which we have recommended for approval, could be made available for this purpose.

b. Site development (partial cost) \$489,700

This project is intended to provide the necessary site clearance, roads, utilities, and landscaping of the area for project "a" above, as well as for two other projects, an administration building and a cafeteria building, neither one of which is being requested in this budget. In view of our recommendation concerning project "a," we recommend that this project also be deferred for consideration together with project "a" at a future date.

c. Initial complement of equipment-----\$105,000

This money will provide instructional equipment for the proper operation of classrooms, laboratories, and library during the 1952-53 Fiscal Year. Some of the buildings in question may be the temporary buildings that were allowed and others may be the first permanent buildings that were allowed in prior years.

While we recognize the need for this initial complement of equipment and recommend that the project be approved, we would like to point out that, generally, in the estimate for the construction of a classroom or other type of building upon which the legislative appropriation is based, there is contained an amount specifically designated for furnishings by the institution. This was noted in project "a" above. Therefore, it raises the question as to what happened to the furnishings moneys that were provided in the prior projects. In any case, we believe that duplication can easily occur and be easily overlooked.

ITEM 336 of the Budget Bill

Budget page 928
Budget line No. 31

For Major Construction, Los Angeles State College, From the Capital

Outlay and Savings Fund

Amount budgeted	-----	\$80,000
Legislative Auditor's recommendation	-----	80,000
Reduction	-----	None

ANALYSIS

This item is actually for the purchase of initial complements of equipment for offices, classrooms, laboratories, and library. Los Angeles State College occupies rented quarters on the campus of the Los Angeles City College, and no permanent building program has been planned to date. In any case, much of the equipment to be purchased will have a fairly long life expectancy and may be moved to any new plant that may be provided in the future. Consequently, we recommend approval of this item as requested.

ITEM 337 of the Budget Bill

Budget page 929
Budget line No. 64

For Major Construction, Sacramento State College, From the Capital

Outlay and Savings Fund

Amount budgeted	-----	\$3,291,730
Legislative Auditor's recommendation	-----	115,000
Reduction	-----	\$3,176,730

ANALYSIS

This item is composed of a schedule of six major projects, four of which are for the construction of new buildings, one for site development, and one for initial complement of equipment.

a. Construct general and commercial classroom building-----\$533,765

This project is actually for the construction of two-story classroom buildings, each containing classrooms, laboratories, toilets, corridors, and other spaces, and measuring 10,865 square feet each. Construction

will be of concrete walls, floor and roof slabs with metal lath and plaster partitions. While the buildings generally will be similar in form to units now under construction, the interiors will be different, and to date no actual interior plan is available. The cost of construction is estimated to be \$23.41 per square foot, exclusive of furnishings, with \$25,000 for furnishing both buildings being added.

While the cost of these buildings appears to be less than the cost of somewhat similar buildings at the Long Beach State College, we believe that it is nevertheless excessive because these buildings are general and commercial classroom buildings whereas those previously mentioned at Long Beach State College are science and laboratory buildings which usually cost more per square foot than ordinary classroom buildings. We point out that concrete slab roofs are being planned whereas wood roofs would be adequate and cheaper. In any case, the high cost is a rather clear indication that the current economic situation is highly unfavorable for construction of this type. *We recommend that this project be deferred* first, to permit more adequate preliminary planning and secondly, to await a more favorable economic situation.

b. Construct physical education building (men's gymnasium) — \$982,550

This project is for the construction of a reinforced concrete building containing two gymnasium areas, lobby, offices, classroom, dressing rooms, shower and toilet rooms. Construction will be concrete walls on concrete floor slab with structural steel rigid frame and roof members covered with wooden roof deck and composition roofing. Interior partitions are of metal stud, metal lath and plaster. The estimated total project cost without furnishings is such that the cost per square foot is \$24.04. To this would be added \$45,000 for furnishings by the institution. No actual preliminary plans are available, and the estimate is based on area calculation by the Division of Architecture.

We believe that the cost of this project is also excessive and that it should be deferred until complete preliminary plans are prepared and until a more favorable economic situation occurs.

c. Construct music and speech building (partial cost) ————— \$884,075

This project is the first unit of a building which is estimated to cost \$2,302,200 eventually, at current cost indices. The first unit, which is a one-story reinforced concrete building, will contain rehearsal room, instruction room, education room, individual practice room, radio studio and control room, a little theater seating 450, offices and other pertinent spaces. Total area is estimated to be 26,371 square feet at a cost of \$31.06 per square foot without furnishings. The latter will add \$65,000 to the cost.

While no actual preliminary plans are as yet available, the building is contemplated to be similar to the one at San Francisco State College. The ultimate building will measure 69,100 square feet and at current indices would cost approximately \$31 per square foot without furnishings. In view of the excessive costs involved in this building, as well as the fact that preliminary plans are not yet available, *we recommend that this project also be deferred and that adequate preliminary plans be prepared for consideration by a future legislature.*

d. *Home economics and fine arts building*-----\$425,340

This project is also two one-story, reinforced concrete buildings with concrete roof slab containing classrooms, laboratories, offices, and pertinent spaces. Total area is 8,200 square feet for each building, and the cost is estimated at \$24.10 per square foot without furnishings. The latter will add \$30,000 to the cost.

While no preliminary plans are available as yet, it is contemplated that the buildings will be similar to the science buildings now under construction. For the reasons mentioned in the other projects above, *we also recommend that this project be deferred and that proper and adequate preliminary plans be prepared for consideration by a future legislature.*

e. *General site development*-----\$351,000

The total cost of site development for the buildings now under construction, as well as those buildings requested in this budget, is estimated to be \$1,069,793. Of this amount, \$718,793 is already available, and consequently, the balance of \$351,000 is being requested in this budget. Since we have recommended that projects "a" through "d" be deferred, there would be no need for this site development at this time, and consequently, *we recommend that it too be deferred.*

f. *Initial complement of equipment for library, classrooms and laboratories* -----\$115,000

The initial equipment being requested would be used both in the new buildings already under construction as well as in the temporary leased facilities. In any case, the items would be transferrable to the new plant when it is completed. We make the same observation concerning this project as was made for Long Beach State College. We believe that a similar situation can occur here. Nevertheless, we recommend that the project be approved as requested.

ITEM 338 of the Budget Bill

Budget page 932
Budget line No. 63

For Major Construction, San Diego State College, From the Capital Outlay and Savings Fund

Amount budgeted	\$750,650
Legislative Auditor's recommendation	64,258
Reduction	\$686,392

ANALYSIS

This item consists of three major projects, two of which are additions to existing buildings and one is an addition to the boiler plant.

a. *Construct industrial arts and engineering building addition*-\$345,000

This project will provide an additional 13,307 square feet of area to the original industrial arts building which was completed within the last few years. The cost is estimated at \$23.70 per square foot without furnishings for a one-story, reinforced concrete and structural steel building with steel roof trusses covered with wood and composition roof. Furnishings are estimated at \$30,000.

While there appears to be relatively adequate preliminary plans for this addition, we believe that the comparatively advanced state of the permanent plant at this college, plus the fact that the economic situation is unfavorable for construction of this type, is sufficient justification for recommending that this project be deferred for consideration at a more advantageous time.

b. Construct boiler plant addition-----\$70,000

Recently completed buildings have increased the load on the existing boiler plant to the point where additional boiler capacity must be provided in order to assure a safety factor. Consequently, *we recommend approval of this project with a reduction of \$5,742*, which represents approximately 10 percent of the contract cost as a contingency allowance, in line with our general recommendation concerning these allowances. We would also like to point out that the estimate includes 4½ percent, or \$2,676, for planning and design, as well as 1½ percent, or \$892, for preliminary engineering and processing. In a project of this type, in which a vendor supplies and installs a boiler under contract, it appears to us that assessing 4½ percent on the basis of cost is highly inequitable. While we do not recommend a specific further reduction for this reason, since the amounts involved are comparatively small, we do wish to bring the point to the attention of the Legislature.

c. Construct music and speech building addition-----\$335,650

This project contemplates the addition of 13,601 square feet in a one-story, reinforced concrete structure with steel roof framing and tile roofing. The addition will contain several radio studios, control rooms, debating classrooms, regular classrooms, practice rooms, offices, theater workshop, and various pertinent spaces. The cost is estimated at \$23.90 per square foot without furnishings, which add an additional \$10,500 to the project cost.

The estimate was based originally on area calculations. However, we have had an opportunity to examine some preliminary plans that have since become available, and we seriously doubt that the building shown in those plans can be constructed for the cost mentioned in the estimate. The addition appears very complex, and instead of being a one-story building, actually has several stories and a number of odd levels. *We recommend that the project be deferred on the same basis as explained in project "a."*

ITEM 339 of the Budget Bill

Budget page 933
Budget line No. 15

For Minor Construction, Improvements, Repairs, and Equipment, San Diego State College, From the Capital Outlay and Savings Fund

Amount budgeted	\$92,010
Legislative Auditor's recommendation	92,010
Reduction	None

ANALYSIS

This item will provide for 22 projects of repairs, alterations, deferred maintenance, equipment replacement, and minor construction needed

to bring the physical condition of the college plant to a maintainable standard or to make possible the more efficient utilization of existing facilities. We have examined all the projects in detail and we are satisfied as to the need for them and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 340 of the Budget Bill

Budget page 935
Budget line No. 12

For Major Construction, San Francisco State College, From the Capital Outlay and Savings Fund

Amount budgeted	\$390,000
Legislative Auditor's recommendation.....	356,950
Reduction	\$33,050

ANALYSIS

This item consists of a single project of site development presumably to provide for completion of roads, walks, and landscaping for new buildings currently financed at the new campus. The estimate for this work appears to be based largely on providing athletic facilities as well as grounds development, road work and utilities. In any case, we are in some doubt as to the propriety of this entire project since it appears that it might be partially based upon the construction of additional buildings which have not yet been requested.

However, assuming that the stated purpose is correct, *we recommend approval of the project on that basis with a reduction of \$33,050*, which represents 10 percent of the construction cost as a contingency allowance in line with our general recommendation concerning these allowances.

ITEM 341 of the Budget Bill

Budget page 935
Budget line No. 37

For Minor Construction, Improvements, Repairs, and Equipment, San Francisco State College, From the Capital Outlay and Savings Fund

Amount budgeted	\$42,055
Legislative Auditor's recommendation.....	42,055
Reduction	None

ANALYSIS

This item will provide for five projects, two of which are for repairs and painting, two are minor construction, and one is for the transfer of 11 temporary buildings from the old campus to the new campus, which would include new foundation slabs and other minor construction work. With the exception of one minor item, no work is being scheduled on the old campus since it is hoped that a complete removal from the old campus will be possible by 1954-55. We have examined these projects in detail and have been satisfied both as to the need for them and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 342 of the Budget Bill

Budget page 937
Budget line No. 46

**For Real Property Acquisition, San Jose State College, From the
Capital Outlay and Savings Fund**

Amount budgeted	\$225,000
Legislative Auditor's recommendation	225,000
Reduction	None

ANALYSIS

This item will permit the completion of the purchase of two city blocks adjacent to the present campus in order to round out the campus for the master plan expansion. The original series of appropriations for this purpose have not been adequate to purchase the entire area. Since this campus is a rather compact and crowded one, we believe that additional space is necessary, and consequently, we recommend that this item be approved as requested.

ITEM 343 of the Budget Bill

Budget page 937
Budget line No. 59

**For Major Construction, San Jose State College, From the Capital
Outlay and Savings Fund**

Amount budgeted	\$41,600
Legislative Auditor's recommendation	38,060
Reduction	\$3,540

ANALYSIS

This item consists of one project of site development to provide walks, landscaping, and sprinkler system for the music building and the shops and laboratory building and to provide mechanical service connections for the speech building. The estimate has been based on the working drawings. Consequently, *we recommend that this project be approved with a reduction of \$3,540*, which represents 10 percent of the total construction cost as a contingency allowance, in line with our general recommendation concerning these allowances.

ITEM 344 of the Budget Bill

Budget page 938
Budget line No. 16

**For Minor Construction, Improvements, Repairs, and Equipment, San Jose State
College, From the Capital Outlay and Savings Fund**

Amount budgeted	\$166,088
Legislative Auditor's recommendation	166,088
Reduction	None

ANALYSIS

This item will provide for 11 projects, most of which are for repairs and alterations, but some equipment replacement and minor construction is included. These projects are needed to bring the physical condition of the college plant to a maintainable standard and to make possible the more efficient utilization of existing facilities. We have examined all the projects in detail and have been satisfied both as to the need for them and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 345 of the Budget Bill

Budget page 941
Budget line No. 46

For Major Construction, California State Polytechnic College, From the Capital Outlay and Savings Fund

Amount budgeted -----	\$3,636,600
Legislative Auditor's recommendation -----	223,000
Reduction -----	\$3,413,600

ANALYSIS

This item is composed of a schedule of four major projects, three of which are on the San Luis Obispo Campus and one on the Kellogg Campus. With the exception of a small augmentation obtained from Chapter 42, Statutes of 1950, this appropriation would mark the first time that General Fund money would be appropriated to this college for construction. Chapter 1516, Statutes of 1951, provided \$1,000,000 annually for three fiscal years from that portion of the horse race meetings license fees which ordinarily would be payable into the General Fund. Therefore, in effect, the appropriation was from the General Fund. However, Chapter 1516 also transferred this money into the Capital Outlay and Savings Fund and deferred any expenditure of the money until authorized by subsequent enactment of the Legislature. This means that through the 1953-54 Fiscal Year there will be deposited into the Capital Outlay and Savings Fund \$3,000,000 earmarked for capital improvements at California State Polytechnic College, exclusively for the Kellogg and Voorhis units.

a. Construct science and classroom building, San Luis Obispo Campus ----- \$2,315,300

This building, which is to be situated in the general area of the old dairy site, will be a one-story, multiwing, single loaded, open-sided corridor building of reinforced concrete construction with light steel roof framing and wood and composition roof. The initial preliminary sketch which was made by a contract architect indicates a total of 12 classrooms, including large lecture halls, 25 laboratories, 23 offices, and one large conference room, as well as storage, toilet, and other appurtenant spaces. The gross area of the building will be 90,763 square feet including corridors, and the weighted building area will be 86,475 square feet, which is based upon considering such areas as corridors at half value for purposes of cost estimating.

It is interesting to note that the cost estimate for the building, without furnishings, is \$2,015,300, or approximately \$23.30 per square foot, in an area where transit-mix concrete costs between \$15 and \$16 per yard. As a contrast, the science and laboratory buildings at the Sacramento State College are estimated at almost \$31 per square foot in an area where transit-mix concrete runs from \$10.50 to \$11.50 per yard. We recognize that the disparity in cost per square foot may be partially due to the fact that the existing preliminary sketches of the San Luis Obispo building may not be sufficiently adequate to make a dependable estimate. Nevertheless, there are indications that this unit can be constructed more cheaply than any of the units designed at the other colleges.

Despite the apparently more favorable cost for this building, we recommend that the project be deferred, first, because complete and

adequate preliminary plans are not yet available; second, the general economic situation is unfavorable to construction of this type; and third, there is still the question of funding, which, in this case, will be from the General Fund for the first time. The matter of financing should be given some consideration in order to determine whether it would not be wise to change entirely the policy of providing money from the Fair and Exposition Fund for some of the state colleges to a straight General Fund operation and eliminating that phase of the Fair and Exposition Fund completely with the money going into the General Fund.

b. *Site development for science building and agricultural engineering and mechanics building*-----\$77,300

Actually, this project is largely tied to the science and classroom building and should be treated in conformity with the deferment of that project. Consequently, *we recommend that it be deferred.*

c. *Site development for new dairy area, and central heat and power areas (completion)*-----\$244,000

This project is necessary to provide for roads, walks, utilities, and grounds development for buildings which are already financed and which will soon be started. Consequently, *we recommend approval of the project with a reduction of \$21,000*, which represents 10 percent of the total construction cost as a contingency allowance, in line with our general recommendation concerning these allowances.

d. *Construct first unit of science building, Kellogg Campus*—\$1,000,000

This project is based on the funds provided by Chapter 1516, Statutes of 1951, as mentioned previously. We find that no actual estimate has been made of this project and that only the sketchiest of preliminary plans have been prepared. Apparently the primary purpose of including this item at this time is to solve the problem of the lease provisions which require that construction to the value of at least \$500,000 be started prior to November 1, 1956.

While we recognize the need to meet the provisions of the lease if we are to retain title to some of the Kellogg property, we believe that there is still ample time to proceed with this project in an orderly fashion, which means the preparation of complete and adequate preliminary plans for consideration by the Legislature. Consequently, *we recommend that the project be deferred and that the necessary preliminary plans be prepared by the use of the money provided in the item for this purpose which we have recommended for approval.*

ITEM 346 of the Budget Bill

Budget page 941
Budget line No. 69

For Minor Construction, Improvements, Repairs, and Equipment, California State Polytechnic College, From the Fair and Exposition Fund

Amount budgeted -----	\$145,216
Legislative Auditor's recommendation-----	145,216
Reduction -----	None

ANALYSIS

This item will provide for 22 projects of repairs, alterations, equipment replacement, and minor construction needed either to prevent further deterioration of temporary buildings and to bring the physical condition of permanent structures to a maintainable standard or to make possible the more efficient utilization of existing facilities at all three campuses. We have examined the projects in detail and have been satisfied both as to the need for them and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 347 of the Budget Bill

Budget page 942
Budget line No. 75

For Major Construction, California Maritime Academy, From the Capital Outlay and Savings Fund

Amount budgeted	\$715,500
Legislative Auditor's recommendation	None
Reduction	\$715,500

ANALYSIS

This item consists of a schedule of three major projects as follows:

a. *Construct kitchen and mess hall building*.....\$301,500

This project contemplates reinforced concrete construction in a single story building with a concrete slab roof. Gross building area is 10,269 square feet, and weighted area is 9,614 square feet. Estimated project cost, without furnishings, is such that the cost per square foot will be \$30.32 with an additional \$10,000 for furnishings.

The estimate for this project was based on preliminary sketches by contract architects. These sketches are little more than schematic and would hardly be satisfactory as regular preliminary plans. In view of the high cost of this structure, the lack of adequate preliminary plans, the fact that a building for this purpose does exist and can continue to be used, and the fact that there is still a great deal of doubt as to the justification of continuing the operation of this school, *we recommend that the project be deferred* and that the Legislature consider the basic problems at the General Session in 1953.

b. *Construct classroom building*.....\$270,000

This project is a one and partial two-story, reinforced concrete building on pile foundations with a concrete slab roof. Weighted building area is 10,410 square feet, and the estimated cost per square foot is \$24.70 without furnishings. We make the same comments as in project "a" and also recommend that this project be deferred.

c. *Site development (partial cost)*.....\$144,000

Since the site development is tied to the two projects requested above, *we recommend that it also be deferred* until final determination is made of the other projects.

ITEM 348 of the Budget Bill

Budget page 943
Budget line No. 12

For Minor Construction, Improvements, Repairs, and Equipment, California Maritime Academy, From the Capital Outlay and Savings Fund

Amount budgeted -----	\$27,700
Legislative Auditor's recommendation -----	27,700
Reduction -----	None

ANALYSIS

This item will provide for four projects of repairs and minor alterations. The repairs are needed to keep the existing, comparatively temporary buildings in operating condition. We have examined all projects in detail and have been satisfied as to the need for them and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 349 of the Budget Bill

Budget page 944
Budget line No. 12

For Major Construction, California School for the Blind, From the Capital Outlay and Savings Fund

Amount budgeted -----	\$33,820
Legislative Auditor's recommendation -----	33,820
Reduction -----	None

ANALYSIS

This item consists of a single major project of deferred maintenance involving the renewal of the steam distribution system which is in a rather bad state of repair. The project is the result of a survey made by a special team of experts from the Division of Architecture. We have had occasion to examine the reports of this survey, as well as to inspect the institution, and we believe that the project is necessary and justified. Consequently, we recommend approval of the item as requested.

ITEM 350 of the Budget Bill

Budget page 944
Budget line No. 34

For Minor Construction, Improvements, Repairs, and Equipment, California School for the Blind, From the Capital Outlay and Savings Fund

Amount budgeted -----	\$19,216
Legislative Auditor's recommendation -----	19,216
Reduction -----	None

ANALYSIS

This item will provide for two projects, one of which is minor construction and the other modernization and improvement to lighting facilities in classrooms. We have examined the projects in detail and have been satisfied as to the need for them and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

Capital Outlay

— 550 —

ITEM 351 of the Budget Bill

Budget page 945
Budget line No. 73

For Major Construction, California School for the Deaf, Berkeley, From the Capital Outlay and Savings Fund

Amount budgeted	\$554,000
Legislative Auditor's recommendation	None
Reduction	\$554,000

ANALYSIS

This item consists of a schedule of two major projects, one of which is for a complete new building unit and the other for an addition to an existing building.

a. Construct gymnasium and swimming pool.....\$486,000

This project is intended to provide facilities for physical education and recreation for an enrollment of approximately 500 students. Construction is to be of reinforced concrete, and the building will include basketball courts, swimming pool, locker rooms, office, and other appurtenant spaces. The total area is estimated to be 18,600 square feet at a cost of \$25 per square foot without furnishings. The latter will add \$5,000 to the cost of the unit. The estimate is based on area calculations only as no preliminary plans have been prepared for this building.

This institution is now using facilities which are available jointly with the School for the Blind. The Department of Education feels that the facilities are inadequate for both schools. In view of the fact that the cost of this structure is quite high, indicating unfavorable economic conditions for this type of construction, that preliminary plans have not been prepared, and that some facilities are available, *we recommend that the project be deferred* and that adequate preliminary plans be prepared from funds available for that purpose, and submitted to the Legislature for consideration at a future time.

b. Construct addition to bakery.....\$68,000

This project would provide an additional gross building area of 2,750 square feet which, for purposes of estimating cost, is weighted to 1,500 square feet. Construction would be of reinforced concrete to match existing building and would cost approximately \$45 per square foot. However, it should be pointed out that the total cost includes \$29,000 for bakery equipment alone. No actual preliminary drawings have been made as yet. Estimates were based on pencil sketches.

In view of the fact that there is not an actual urgent need for this project, and that preliminary plans have not yet been prepared, *we recommend that the project be deferred* and the necessary initial phases completed for future submission to the Legislature.

ITEM 352 of the Budget Bill

Budget page 946
Budget line No. 16

For Minor Construction, Improvements, Repairs, and Equipment, California School for the Deaf, Berkeley, From the Capital Outlay and Savings Fund

Amount budgeted	\$63,596
Legislative Auditor's recommendation	63,596
Reduction	None

ANALYSIS

This item will provide for 12 projects of repairs, alterations, equipment replacement, and minor construction needed to correct code infractions, bring the physical condition of the institution plant to a maintainable standard, and to make possible the more efficient utilization of existing facilities. The project have been examined in detail, and we have been satisfied as to the need for them and the propriety of the cost estimates involved. Consequently, we recommend approval of the item as requested.

ITEM 353 of the Budget Bill

Budget page 949
Budget line No. 32

For Minor Construction, Improvements, Repairs, and Equipment, Oakland Orientation Center, From the Capital Outlay and Savings Fund

Amount budgeted	\$8,610
Legislative Auditor's recommendation	8,610
Reduction	None

ANALYSIS

This item will provide for four repair projects at the Oakland Orientation Center which was established as a separate entity by Chapter 1144, Statutes of 1951. In prior years, capital expenditures were shown as part of the Oakland Center, California Industries for the Blind. We have examined the projects in detail and have been satisfied as to the need for them and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 354 of the Budget Bill

Budget page 952
Budget line No. 16

For Minor Construction, Improvements, Repairs, and Equipment, Oakland Center, California Industries for the Blind, From the Capital Outlay and Savings Fund

Amount budgeted	\$9,310
Legislative Auditor's recommendation	9,310
Reduction	None

ANALYSIS

This item will provide for three repair projects needed to bring the physical condition of the institution plant to a maintainable standard. We have examined the projects in detail and have been satisfied as to the need for them and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 355 of the Budget Bill

Budget page 952
Budget line No. 68

For Minor Construction, Improvements, Repairs, and Equipment, San Diego Center, California Industries for the Blind, From the Capital Outlay and Savings Fund

Amount budgeted	\$2,606
Legislative Auditor's recommendation	2,606
Reduction	None

ANALYSIS

This item will provide for minor repair projects needed to bring the physical condition of the institution plant to a maintainable standard. We have examined the projects in detail and have been satisfied as to the need for them and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

UNIVERSITY OF CALIFORNIA

The capital outlay expenditure program proposed in the Governor's Budget for the University of California in the 1952-53 Fiscal Year totals \$16,955,207, of which \$14,647,400 will be payable from the Capital Outlay and Savings Fund and will require legislative appropriation in the 1952 Budget Act, and \$2,317,817 will be payable from the Fair and Exposition Fund by continuing appropriations which will require no further legislative action.

Total major construction will be \$15,675,457, of which \$1,634,157 will be from the Fair and Exposition Fund and the balance from the Capital Outlay and Savings Fund. Minor construction will total \$979,750, of which \$373,650 will be payable from the Fair and Exposition Fund and the balance from the Capital Outlay and Savings Fund. Real property acquisition will total \$400,000, of which \$300,000 will be payable from the Fair and Exposition Fund and the balance from the Capital Outlay and Savings Fund.

In contrast estimated expenditures for all types of capital outlay in the current fiscal year will be \$11,370,588, of which \$8,675,880 is payable from the Capital Outlay and Savings Fund and the balance from the Fair and Exposition Fund. From the 1947-48 Fiscal Year through the 1951-52 Fiscal Year the university will have expended or committed approximately \$107,726,277 for all types of construction exclusive of real property acquisition. Expenditures are actual for all years, on all campuses, with the exception of the 1951-52 Fiscal Year which is on an estimated basis. These expenditures involve funds from all sources exclusive of those funds or contributions which are entirely under the control of the Regents.

Total enrollments at all campuses of the university for the same periods mentioned above ran from 41,299 in 1947-48 with a slight rise in the following year followed by a dropping off so that the actual enrollment for the 1950-51 Fiscal Year was 37,251. The estimated enrollment for the current year is 33,127, and it is estimated to drop still further in the 1952-53 Fiscal Year to 30,194. In view of this steadily falling enrollment it would appear that the university has received generous support in its effort to provide additional capacity, replacement of temporary structures and modernization.

In our review of the projects requested in the 1952-53 Budget we have based our recommendations for deferment on two factors; one, that no preliminary plans or studies have been available for consideration by the Legislature, and two, that it is our firm belief that current economic conditions are highly unfavorable to the major, permanent type of construction involved in the university program. We believe that the deferments we have recommended will not materially affect the program

of the university, and, in fact, will probably result in substantial savings eventually.

In our consideration of minor projects we have not had the same opportunity to make detailed examinations as was the case with other state agencies. However, we have made a sufficient spot check so that we are satisfied that the general pattern of the projects is such as would be dictated by the need for repairs and deferred maintenance to bring the physical condition of the various campus plants to a maintainable standard or to clearly demonstrate that they would enable the more efficient utilization of existing facilities and space.

ITEM 356 of the Budget Bill

Budget page 958
Budget line No. 49

For Real Property Acquisition, University of California, From the Capital Outlay and Savings Fund

Amount budgeted	\$100,000
Legislative Auditor's recommendation	100,000
Reduction	None

ANALYSIS

This item is a repeated appropriation which may continue to recur for a number of years for the purchase of property adjacent to the Berkeley Campus, as opportunities are presented, in order to continue the established program of planned campus development. We believe that the continued expansion of the campus is necessary, and consequently, money should be made available to take advantage of good "buys" as they occur. Consequently, we recommend approval of this item as requested.

ITEM 357 of the Budget Bill

Budget page 958
Budget line No. 70

For Major Construction, University of California, From the Capital Outlay and Savings Fund

Amount budgeted	\$13,941,300
Legislative Auditor's recommendation	5,138,000
Reduction	\$8,803,300

ANALYSIS

This item is composed of a schedule of 20 major projects covering five campuses and the Mt. Hamilton Observatory, as well as the university at large.

a. Preparation of preliminary drawings \$300,000

This project would provide for a university-wide program for the determination of priority, scope, studies, preliminary plans, and cost estimates prior to requests for appropriations for construction. This is in line with our general recommendation of several years in which we stressed the need for the Legislature to have adequate preliminary information before making construction appropriations. Consequently, we recommend approval of this project as requested.

b. Purchase initial complement of equipment and supplies, virus laboratory, Berkeley-----\$89,000

From prior funds, the university has budgeted \$1,650,000 for the construction of a virus laboratory. It is anticipated that the building will be ready for occupancy by July 1, 1952, and consequently, initial complements of equipment and supplies will need to be made available in time to start the fall semester. We have not had an opportunity to examine a list of the equipment and supplies, but in relation to the size of the building and the type of use involved, it would appear that the amount requested is not excessive. Consequently, we recommend approval of this project as requested.

c. Utilities and roads, Berkeley-----\$1,465,000

(1) *Extension and improvement of utilities distribution system, Berkeley*-----\$720,000

This project involves partially the improvement of the utilities system in some of the existing areas and partially the installation of utilities for new buildings not yet under construction. These would include water supply, steam and electrical lines, and an extension of the high pressure fire fighting water system. It would appear that this project is needed to enable the continuation of construction which has already been funded and to make much needed improvements in other areas. Consequently, we recommend approval of this project as requested.

(2) *Rehabilitation and extension of utilities to relieve excessive electrical loads within existing buildings*-----\$390,000

Many of the existing buildings have wiring systems which are totally inadequate for present day demand and makes it impossible to add additional types of maintenance, operational, and instructional equipment requiring electric power. Inadequate lighting cannot be corrected in many cases because of the inadequate carrying capacity of existing secondary distributing systems. It appears that this project would be well justified on the basis of safety both to the buildings and the students. Consequently, we recommend approval of this project as requested.

(3) *Rerouting and extending roads and constructing small vehicular bridge and parking facilities*-----\$355,000

The road network through the campus has been obsolete for many years both from the standpoint of width and unsatisfactory routing. Parking areas have also been inadequate for many years. Traffic flow through the campus is now so great that we believe that a correction of the road system is urgent. Consequently, we recommend approval of this project as requested.

d. Engineering field station development, Berkeley-----\$660,000

In October of 1950, the regents of the university released a tract of 160 acres in Richmond for the use of the College of Engineering in establishing a field station for many of its activities which were unsuitable because of noise, smoke, odors, or vibration to be operated on the main campus. The property released was formerly that of the California Cap

Company which, over the years, had built about 70 buildings in the area of which between 40 and 50 can be adopted for college use. A few of the buildings have already been repaired and modified to accommodate some research projects.

About a third of the amount being requested will be used to renovate and otherwise prepare for use many of the existing buildings which are substantially built, although of wood construction. In some cases, inexpensive, Butler-type buildings will be constructed for projects which could not be properly accommodated in a rehabilitated building. An additional office building of simple construction will be built to accommodate the needs of the Institute of Transportation and Traffic Engineering. A general headquarters building for the entire field station will also be constructed of simple design to fit in with the existing buildings. About \$135 will be expended for moving the fluid mechanics laboratory from the campus to the field station. The present laboratory is inadequate because of the lack of space on the main campus. Money will also be expended for general improvements such as connecting to the Richmond sewer instead of discharging directly into San Francisco Bay, some new roads and fencing as needed.

It appears to us that the extreme simplicity of the types of buildings involved in this field station would be heavily in favor of permitting this project to go ahead despite the fact that we have seen no actual preliminary plans other than a plot map indicating the various ground allocations for the various activities. Consequently, we recommend approval of this project as requested.

e. Construction of Hesse Hall Addition-----\$900,000

Hesse Hall, which is the mechanics building, was completed in 1894 and contained only the most basic laboratory facilities. Since that time, there have been many makeshift changes made in the building, all of which have finally resulted in a setup which is difficult to operate and difficult to utilize properly for instructional and research purposes. The addition is intended to house instructional laboratory facilities for fluid mechanics.

We have had no opportunity to examine the contemplated changes in the existing building nor to see any preliminary plans of the additional construction. However, since some space will be made available by the movement of the large fluid mechanics laboratory equipment to the field station and since we believe that current economic conditions are unfavorable for the class A type of construction which is contemplated for this building, *we recommend that this project be deferred until adequate preliminary plans are presented for consideration by the Legislature and until more favorable construction costs can be obtained.* No actual estimate of the cost of this building addition has been presented to indicate the type of construction or cost per square foot.

f. Construct additional floor in Life Science Building and provide elevator-----\$88,000

The Museum of Vertebrate Zoology in Life Science Building is greatly overcrowded and, in fact, much of its material is stored elsewhere. Since the museum has a very high ceiling, the University is planning to install an additional floor with supports adequate to install yet another at a

later date. Included in the floor construction project would be an elevator for transporting heavy cases. Since this is more in the nature of a major alteration project which would provide for the more efficient utilization of existing space, we recommend approval of the project as requested.

g. Initial complement of equipment and supplies, medical unit, Los Angeles, second increment-----\$500,000

The medical unit now under construction at Los Angeles will, of course, require tremendous quantities of equipment of all types, including office, medical, clinical laboratory, et cetera. Much of the highly technical equipment cannot be procured in less than 18 months and some may take longer. Consequently, it is necessary that funds be made available so that steps may be taken to procure bona fide commitments in order to insure the availability of this equipment when the buildings are completed. Consequently, we recommend that this project be approved as requested.

h. Construct physical science building, Los Angeles-----\$1,700,000

This project would provide permanent building space for four major departments: astronomy, mathematics, meteorology, and the institute for numerical analysis. These departments are presently being housed under cramped conditions, and, in some cases, in inflammable buildings which contain extremely valuable equipment. While the university has placed this structure in ninth position in its intercampus priority, we believe that it would be inconsistent to recommend approval of this project when apparently no preliminary plans are available for study and consideration. Furthermore, as we have stated previously, we believe that the current economic conditions are still extremely unfavorable to construction of class A buildings. Therefore, even though the university has had a past record of being able to construct its buildings at a lesser cost per square foot than other state agencies have been able to do for comparable buildings, we feel that the project should be deferred until the Legislature has had an opportunity to examine it more thoroughly.

i. Construct music building and alter education building, Los Angeles-----\$1,500,000

This project falls into the same category as "h" above. We have seen no formal estimate of the cost of construction nor any preliminary plans indicating the size of the building, space utilization, and type of construction. Consequently, we recommend that it too, be deferred.

j. Construct general classroom and office building annex to Royce Hall, Los Angeles-----\$1,750,000

This project is intended to provide additional permanent office and classroom facilities for the English, philosophy, and foreign language departments of the College of Letters and Sciences. Many of the language divisions are now being housed either wholly or partially in temporary buildings.

While we agree generally with the need for these additional permanent facilities, and we are in accord with the university's standards of classroom and laboratory utilization, we believe that we would be inconsistent with the recommendations we have made in connection with other

state agencies if we are to recommend approval of this project in the absence of adequate preliminary planning and specifications for consideration by the Legislature. Furthermore, the continued unfavorable building construction index would be strong justification for continuing to operate in temporary facilities until such time as permanent facilities could be constructed at a reasonable cost. *We recommend that this project be deferred.*

k. *Construct addition to Ritter Hall, La Jolla*.....\$550,000

This project is intended to provide a laboratory for student instruction, an audio-visual room and offices, as well as laboratories for research work. Here, too, we have seen no detailed estimate nor preliminary plans upon which to base a conclusion. Consequently, *we believe that this project should also be deferred* for the same basic reasons as outlined in previous projects.

l. *Construct centralized library building, Mt. Hamilton*.....\$120,000

The university states that in astronomical research, reference material is almost as important as the telescope itself. Currently, reference material is being stored under the most hazardous conditions possible at the observatory. The university has placed this project twelfth on its inter-campus priority list, which indicates the importance of the project to the university as a whole.

While we have seen no preliminary plans for this project, nor have we seen a detailed estimate of the cost of construction, it is our understanding that it will be an extremely simple structure since the site does not require any adherence to a plan of architectural continuity and balance. Consequently, because of the hazard to this extremely valuable material, we recommend that this project be approved as requested.

m. *Construct 400-student residence hall, Santa Barbara*.....\$1,163,300

This project would be the first permanent residence unit at the new Goleta Campus near Santa Barbara. The total estimated project cost is \$1,800,000 of which two-thirds is being requested, less \$36,700 which has already been provided for planning. We wish to point out that the cost of this structure is such that it would amount to \$4,500 per resident student, which appears to us to be high. In any case, we have seen no preliminary plans nor any formal detailed estimate of cost so that we have no knowledge of the type of construction nor of the cost per square foot.

While the university has placed this project fourth on its inter-campus priority list because of the fact that the isolation of the campus makes housing apparently imperative, *we cannot recommend approval of a project until preliminary plans or specifications have been presented for legislative consideration.*

n. *Utilities, site development, roads and walks, Santa Barbara*...\$767,000

The new campus at Goleta was originally a marine military base which, like many bases of this type, was built on the assumption of a minimum life expectancy and with the barest minimum of utilities, generally constructed or installed with low cost materials and with little or no safety or overload margin. Consequently, it appears that before much

permanent construction can be undertaken at this campus, a comprehensive reconstruction of the utilities and road system would be essential, even to the operation of the existing temporary buildings. Therefore, we recommend that this project be approved as requested.

*o. Construct general classroom and office building, Unit I,
Santa Barbara ----- \$1,240,000*

This project is intended to replace some of the temporary military structures at the Goleta Campus. No preliminary plans have been made available nor have all the funds previously appropriated been expended as yet for permanent buildings. The project is fairly low, number 19, on the inter-campus priority list, and we would point out that some of the desire for this building seems to stem from the feeling that the military buildings are not conducive to the proper academic atmosphere. While we agree, generally, that it is desirable to have a culturally sympathetic atmosphere in a liberal arts college, we do not believe that it is so important as to justify the excessive current-day costs. Furthermore, we believe that the Legislature should have an opportunity to examine preliminary plans for a completely new campus such as this in order that it might satisfy itself as to whether the approach was monumental or simple, functional, and economical. Consequently, *we recommend that this project be deferred.*

*p. Initial complement of equipment and supply, teaching
hospital and medical sciences building, San Francisco,
second increment ----- \$865,000*

We believe that the comments we have made concerning the initial complements of equipment and supplies at the Los Angeles Medical Center apply also to this project. Consequently, we recommend that it be approved as requested.

q. Alterations to existing facilities, San Francisco ----- \$176,000

This project is required as one of the important steps in the construction program of the Medical Center. Certain buildings will have to be demolished before new construction can be undertaken, and consequently, a great deal of reshuffling of other space and movement into new space will be required in order that the construction program can move forward smoothly. Generally, the alterations involve repartitioning, rewiring, improvements to lighting, new toilets, and various other jobs needed to adopt existing facilities to new functions. We believe that this project is important in carrying forward the important program at the Medical Center. Consequently, we recommend approval of this item as requested.

*r. Expansion of utilities and maintenance facilities, San
Francisco ----- \$108,000*

The construction program on the San Francisco Campus has been financed to the extent that the floor area will have increased from approximately 400,000 square feet in 1950 to 980,000 square feet in 1953. The increase is due to the acquisition of two large frame residences and the construction of five new major buildings.

The increase in building space requires increased maintenance facilities and an expansion of all utilities needed to service the current construction. Consequently, we recommend approval of this project as requested.

ITEM 358 of the Budget Bill

Budget page 959
Budget line No. 32

For Minor Construction, Improvements, Repairs, and Equipment, University of California, From the Capital Outlay and Savings Fund

Amount budgeted	\$606,100
Legislative Auditor's recommendation	606,100
Reduction	None

ANALYSIS

This item will provide for 47 projects of repairs, alterations, equipment replacement, deferred maintenance and minor construction on the Berkeley, La Jolla, Los Angeles, San Francisco and Santa Barbara campuses, as well as at Mt. Hamilton. The projects are needed to correct code infractions, bring the physical condition of the various campus plants to a maintainable standard and to enable the more efficient utilization of existing facilities. While we have not examined all of these projects in detail, we have examined a random selection, which indicates a pattern of justifiable need and reasonable estimates of cost. Consequently, we recommend approval of this item as requested.

DEPARTMENT OF EMPLOYMENT

ITEM 359 of the Budget Bill

Budget page 961
Budget line No. 16

For Real Property Acquisition and/or Major Construction, Department of Employment, From the Department of Employment Contingent Fund

Amount budgeted	\$1,034,000
Legislative Auditor's recommendation	116,228
Reduction	\$917,772

ANALYSIS

While this item is not set up in the Budget Act to indicate a schedule of specific projects either for real property acquisition or major construction, the total expenditure shown in the Governor's Budget indicates six site acquisition projects and six major construction projects as follows:

Real Property Acquisition

a. Hanford	\$13,000
b. Merced	9,000
c. Huntington Park	42,900
d. Richmond	24,000
e. El Centro	8,000
f. Hayward	17,800

Since it appears that it is more economical for the State to occupy buildings which it owns rather than to use leased premises, particularly in the case of the Department of Employment which receives rental

moneys from the Federal Government which ultimately amortize the cost of the buildings, we would agree that the purchase of sites upon which to construct buildings eventually is a well justified, long range program. Consequently, we recommend approval of these property acquisitions.

Major Construction—Office Buildings

a. *Eureka*\$111,300

This project contemplates a reinforced concrete building with trussed roof and composition roofing, measuring 5,700 square feet of weighted area at an estimated cost of \$21 per square foot without furnishings, or a total cost of \$119,400. There is available in the current budget \$8,100 which, together with the amount requested in the new budget, makes up the total of the estimated cost.

We recommend that this project be deferred for the following reasons:

1. Apparently no preliminary plans have been prepared for this building although money has been available for this purpose in the current year as mentioned above.

2. We believe that the cost of this structure is excessive, and for a building of this small size, we question the necessity of reinforced concrete construction, particularly in a city located in the very heart of the Redwood Empire.

Even though this agency has its own source of funds, we still believe that its construction program should follow the same pattern as that of other state agencies in preparing and providing, for legislative consideration, adequate preliminary plans and specifications.

b. *San Bernardino*\$293,000

This project contemplates an office building of 16,000 square feet in one story, although there is no indication in the estimate as to the type of construction. The total cost of construction is estimated at \$320,000 without furnishings, which equals \$20 per square foot. There is available in the current budget \$27,000 for this project which, together with the amount requested, makes the total of the estimated cost of construction.

We find that no preliminaries have been prepared for this project despite the fact that money has been available in the current year mentioned above. Consequently, *we recommend that this project also be deferred* on the same basis as project "a" above.

c. *Vallejo*\$120,200

This project contemplates the construction of an office building of reinforced concrete with trussed roof and composition roof covering, having a weighted area of 5,400 square feet at an estimated project cost of \$22.25 per square foot without furnishings.

We find, also, in this building that no preliminary plans have been prepared and that the estimate is based entirely on notes prepared by the Department of Employment. Consequently, *we recommend that the project be deferred for the same reasons as mentioned in project "a" above, but that \$1,528 be approved for preliminary planning* on the basis of 1½ percent of the estimated construction cost.

d. Santa Barbara ----- \$67,800

This project contemplates the construction of a one-story office building of wood frame walls on a concrete slab foundation with wood frame partitions and roof with composition roofing, wood sheathing and plastered exterior, and plastered interior. The weighted building area is 6,988 square feet, and the estimated project cost is \$20.20 per square foot without furnishings. The sum of \$73,000 has been available for this project since the 1949-50 Fiscal Year which, together with the amount being requested in the new budget, makes a total of \$140,800 representing the total estimated project cost without furnishings.

The design of this project is being handled by a private architect, which results in a cost of 3¼ percent of estimated total construction cost for preliminary engineering and processing instead of the 1½ percent usually charged by the Division of Architecture, and 5¾ percent for planning and design instead of the 4½ percent usually charged by the Division of Architecture. We understand that preliminary drawings are available and that the estimate was based on them. However, we have not had an opportunity to examine them. In any case, we believe that the cost of this project is excessive for a simple one-story office building, and consequently, *we recommend that this project be deferred* until more favorable economic conditions permit lower cost construction.

e. Inglewood ----- \$253,000

This project contemplates the construction of a one-story office building measuring 14,500 square feet at a cost of \$20 per square foot without furnishings. The estimate does not indicate the type of construction, nor have any preliminary plans been prepared so far as we know. There is available for this project \$37,000 from the 1950-51 Fiscal Year which, together with the amount requested, makes a total of \$290,000 representing the estimated total project cost.

We recommend that this project be deferred for the same reasons as stated in project "a."

f. Indio ----- \$74,000

This project contemplates the construction of a one-story office building of reinforced concrete with trussed roof and composition roofing, measuring 3,400 square feet at an estimated project cost of \$23.50 per square foot without furnishings. There is available \$6,885 for this project from the 1950-51 Fiscal Year which, together with the amount being requested, makes a total of \$80,000 representing the estimated total project cost. No preliminary plans have been prepared so far as we know. Consequently, *we recommend that this project be deferred* for the same reasons as mentioned in project "a."

DEPARTMENT OF FINANCE

The total capital outlay expenditure program of the Department of Finance as shown in the Governor's Budget for the 1952-53 Fiscal Year is \$5,551,110, all of which is payable from the Capital Outlay and Savings Fund with the exception of \$8,400 which is from the State Lands Act Fund. The entire amount will require legislative appropriation in the 1952 Budget Act with the exception of \$302,573 which is available from prior appropriations and will require no further legislative action.

Major construction totals \$4,691,996 payable from the Capital Outlay and Savings Fund, and minor construction totals \$62,250 payable from the Capital Outlay and Savings Fund with the exception of \$8,400 which is from the State Lands Act Fund. Real property acquisition will total \$796,864 payable from the Capital Outlay and Savings Fund. In contrast the total expenditure program for all types of capital outlay in the current fiscal year is estimated at \$1,896,648 payable from the Capital Outlay and Savings Fund. None of the foregoing includes expenditures for the Division of Fairs and Expositions or any of the various fairs.

Projects involved in the program for the 1952-53 Fiscal Year are largely renovation and alteration projects for which little, if any, preliminary planning has been accomplished. One new office building is included, but, as in the other projects, no preliminary planning work has been undertaken. Consequently, our recommendations to defer most of these projects have been based on the need for preliminary plans and the excessive costs involved.

ITEM 360 of the Budget Bill

Budget page 964
Budget line No. 66

*For Acquisition of Real Property, Department of Finance, From the
Capital Outlay and Savings Fund*

Amount budgeted	\$500,000
Legislative Auditor's recommendation	500,000
Reduction	None

ANALYSIS

This item will provide a tentative amount for the purchase of a single parcel of improved property for office building use in Sacramento. The property in question will be useful as an office building for the State in its present condition for at least some years. Eventually it will probably be justifiable to replace the existing building with a larger and more modern building commensurate with the need for additional space in Sacramento. Consequently, we recommend approval of this item as requested.

ITEM 361 of the Budget Bill

Budget page 965
Budget line No. 16

*For Major Construction, Division of Buildings and Grounds, From the
Capital Outlay and Savings Fund*

Amount budgeted	\$4,691,996
Legislative Auditor's recommendation	423,835
Reduction	\$4,268,161

ANALYSIS

This item consists of a schedule of 13 major projects of which one is a major construction project, and the balance are for major renovations, alterations, equipment replacements, and planning.

- a. *Renovation of exterior, State Building, Los Angeles* \$76,000

This project is actually a major maintenance problem involving repairs to the masonry on the face of the building, water proofing, roof

repairs, and painting of exterior surfaces where required. The exterior masonry is showing some evidence of cracking and loosening and, consequently, it would appear that in the interest of safety this project should be carried forward as soon as possible. While all the work contemplated may not be urgently necessary, it seems more practical to do it at one time while the necessary scaffolding is in place than to do it piecemeal from time to time. *Consequently, we recommend approval of this project as requested with a reduction of \$6,556, which represents 10 percent of the total contract costs as a contingency allowance, in line with our general recommendation concerning this subject.*

b. Install automatic devices on three elevators, Los Angeles State Building ----- \$80,300

The automatic devices being requested are such that will provide automatic control of elevators in accordance with traffic flow. It has been stated that the present elevator system is inefficient due to the fact that there is no interelevator control system which would prevent all three units from going after the same call regardless of traffic conditions at the time of the call. We have visited the building on numerous occasions and, while we agree that there is a fairly heavy use of the elevators in the building, particularly in the morning, noon and evening rush periods, we cannot agree that the service is so bad as to justify an additional \$80,300 without assurance that additional elevators will not in any case be required in the future. *Consequently, we recommend that this project be deferred.*

c. Replace elevators, Fashion League Building, Los Angeles -- \$227,000

The present elevators in this building are both inadequate and unsafe, and since they are operated on DC, they would have to be eliminated by July 1, 1953, as it is our understanding that DC will not be available beyond that time.

The elevators alone are estimated at approximately \$119,500. The balance of the request is to provide related alterations to the building to permit the installation of newer and larger capacity elevators.

In view of the safety hazard involved, we recommend that this project be approved. *We also recommend that the amount be reduced by \$19,424, which represents 10 percent of the estimated construction cost as a contingency allowance, in line with our general recommendation concerning this subject.*

d. Renovation of Library and Courts Building, Sacramento --- \$192,000

Upon completion of the new building on Capital Avenue, to be used by the Department of Education, there will be approximately 32,000 square feet of floor space vacated by this agency in the Library and Courts Building.

We find that there has been no actual preliminary work or planning done on this project and that the estimate is purely guess-work. In fact, the estimate made by the Division of Architecture contains the following sentence:

“In the absence of a detailed program, this estimate should be considered as an allowance only and subject to revision downward or upward.”

Obviously this project is not yet ready for a construction appropriation. Consequently, *we recommend that it be deferred and that complete and adequate preliminary plans and studies be prepared* for consideration by the Legislature at a future date.

e. Renovation of Fashion League Building, Los Angeles-----\$600,000

This project is supposed to provide for the alteration of four of the 10 floors of this building, which was acquired in 1949-50, in order to adapt the building for office use by agencies now in rented space.

We find that there has been no preliminary plan adopted for this project and that, in fact, very little preliminary work has been done. We believe, also, that approximately \$41,000 is being provided from Item 362.4 of the 1951 Budget Act for miscellaneous deferred maintenance. In view of the fact that no comprehensive plan is available for examination by the Legislature, *we recommend that this project be deferred and that adequate and complete preliminary plans and studies be prepared* for presentation to the Legislature at a future date.

f. Renovation of portions of Office Building No. 1, Sacramento—\$162,000

It is anticipated that approximately 27,000 square feet of floor space will be relinquished by the Department of Agriculture when it moves to the old Motor Vehicle Building which, in turn, must be vacated by the Department of Motor Vehicles upon completion of its new building.

In any case, we find that there have been no preliminary plans prepared and that the estimate merely represents a guess which is subject to revision when a final program is developed. Consequently, *we recommend that this project be deferred and that proper preliminary plans be prepared* for consideration by a future Legislature.

g. Renovation of Franchise Tax Board Office, San Francisco---\$29,300

This office occupies leased quarters at approximately 10 cents per square foot per month on a lease which, with options, has approximately eight years to go. A fairly complete study and preliminary plan has been prepared on this project, and we find that the cost of the project, which is reasonable and necessary, would be amortized at approximately 5 cents per square foot per month for the balance of the lease and option period. A total of 15 cents per square foot per month appears to us to be very reasonable in view of current rentals for space of this type. Consequently, *we recommend that this project be approved with a reduction of \$2,485*, which represents 10 percent of the total construction cost as a contingency allowance, in line with our general recommendation concerning this subject.

h. Renovation of existing State Printing Plant, Sacramento—\$627,396

The existing printing plant will provide approximately 104,566 square feet of floor space for other purposes when it is vacated by the Division of Printing upon completion of its new building. It is contemplated at this time that the floor space will be utilized by the Archive Section of the Secretary of State for the most part, with some of the space being used by the Division of Buildings and Grounds.

We find that there is no detailed program or preliminary plan available for consideration and that this estimate is a little more than a guess subject to extreme revisions. Consequently, *we recommend that the*

project be deferred and that a complete study and preliminary plan be prepared for presentation to a future Legislature.

i. Renovation of California Building, San Francisco-----\$78,000

There are approximately 13,000 square feet of space in this building which will be vacated by the Hastings College of Law upon completion of its new building area. It is proposed to alter and repair the existing space to provide for offices now in leased quarters. No preliminary drawings or studies have been made of this project and, consequently, *we recommend that it be deferred* until adequate data is prepared and made available for consideration by a future Legislature.

j. Preparation and preliminary plans, state-wide-----\$100,000

This item will provide money for the preparation of adequate preliminary drawings and studies for determining those projects which are next in order of priority for construction in the Department of Finance. A prior preparation of such data will enable the Legislature to fully understand the scope and cost estimates of projects for which it is being requested to provide appropriations for construction. We recommend approval of this item.

k. Renovation of existing Motor Vehicle Building, Sacramento—\$500,000

This project contemplates the renovation of the existing Motor Vehicle Building for use by the Department of Agriculture, upon being vacated by the Department of Motor Vehicles. This is part of a larger project which contemplates, also, the construction of a four story, reinforced concrete annex to the existing building, at an estimated cost of one and a half million dollars.

This alteration project also has no previously prepared detailed program, and the estimate of cost can be considered only as an allowance subject to wide revisions. Consequently, *we recommend that the project be deferred and that adequate preliminary plans and studies be prepared for presentation to the Legislature at a future time.*

l. Construct office buildings, Sacramento-----\$2,000,000

There is no specific program covering the construction of an additional office building, but it is based entirely on the assumption that additional space is required in order to release space now being leased at a fairly high cost to the State. On the basis of current costs of approximately \$25 per square foot for reinforced concrete office buildings, this appropriation would provide a building of approximately 40,000 square feet. There is little doubt that such a building would readily amortize itself in ten or fifteen years if we assume that the State must pay between twenty-five and thirty cents per square foot per month for leased space. However, in the absence of complete preliminary plans and studies, and in view of the fact that we consider current economic conditions to be unfavorable for construction, *we recommend that this project be deferred, that the money for it be held in reserve in the Capital Outlay and Savings Fund and that the item of preparation of preliminary plans be drawn upon to provide for the preliminary phases of this project.*

Capital Outlay

m. Additional facilities, Civil Defense Building \$20,000

The funds which were provided for the construction of a Civil Defense Building in Sacramento did not contemplate an adequate amount for providing utilities and services and grounds improvement since the site had not yet been acquired at that time. The nature of the site that has now been acquired is such that additional funds will be necessary to provide the services mentioned. Consequently, we recommend approval of this item as requested.

ITEM 362 of the Budget Bill

Budget page 965
Budget line No. 43

For Minor Construction, Improvements, Repairs, and Equipment, Division of Buildings and Grounds, From the Capital Outlay and Savings Fund

Amount budgeted	\$48,141
Legislative Auditor's recommendation	48,141
Reduction	None

ANALYSIS

This item will provide for four projects of repairs, original complements of equipment and minor construction. The projects have been examined in detail and we are satisfied both as to the need and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 363 of the Budget Bill

Budget page 966
Budget line No. 57

For Minor Construction, Improvements, Repairs, and Equipment, Division of State Lands, From the State Lands Act Fund

Amount budgeted	\$8,400
Legislative Auditor's recommendation	8,400
Reduction	None

ANALYSIS

This item will provide for removal of abandoned derelict and hazardous structures from state land, and for a survey of sewage facilities on Corte Madera Creek. While no actual estimates of cost are available, it would appear that the sums involved are reasonable in view of the program contemplated. Consequently, we recommend approval of the item as requested.

ITEM 364 of the Budget Bill

Budget page 970
Budget line No. 39

For Major Construction, State Agricultural Society, From the Fair and Exposition Fund

Amount budgeted	\$75,000
Legislative Auditor's recommendation	75,000
Reduction	None

ANALYSIS

This item consists of a single project which involves remodeling the machinery building so that it can be used for general exhibit purposes. This will mean roofing part of the open spaces and putting in a complete floor. The fair management believes that this additional space for general exhibits will all be sold, and it has increased its revenue anticipation for the 1952-53 Fiscal Year by \$20,000 for this reason.

No formal estimate was made by the Division of Architecture nor have we seen a complete breakdown of the work which will go into this project. However, it is our understanding that the fair management prepared the estimate originally and that the Division of Architecture, after examining the building, informally concurred in it. In view of the fact that the State Fair will probably have to continue at its present site for some years, we believe that this would be a justifiable alteration. Consequently, we would recommend that this item be approved.

ITEM 365 of the Budget Bill

Budget page 970
Budget line No. 62

For Minor Construction, Improvements, Repairs, and Equipment, State Agricultural Society, From the Fair and Exposition Fund

Amount budgeted	\$325,300
Legislative Auditor's recommendation	325,300
Reduction	None

ANALYSIS

This item consists of 34 projects of repairs, alterations, equipment replacement, and minor construction. Most of the projects are required to keep the existing fair plant in a reasonably good operating condition, to take care of deferred maintenance, and to freshen up some of the exhibit areas.

While we have not had an opportunity to examine these projects in any great detail, we know that the estimates for them were prepared by the fair management and subsequently informally concurred in by the Division of Architecture. From the descriptions of the projects and the cost estimates, we believe that they are all reasonably in line with current costs, and, consequently, we would recommend that they be approved.

ITEM 366 of the Budget Bill

Budget page 972
Budget line No. 19

For Real Property Acquisition, Sixth District Agricultural Association, From the Fair and Exposition Fund

Amount budgeted	\$90,000
Legislative Auditor's recommendation	90,000
Reduction	None

ANALYSIS

Chapter 1463, Statutes of 1947, originally appropriated \$2,000,000 from the General Fund for the purchase of property adjacent to the fair grounds to be converted into parking areas. The provisions of this

chapter required that the money be repaid to the General Fund from income received in operating the parking lots. The project now being requested is the purchase of one parcel of land remaining in one of the blocks previously acquired. The need for parking facilities in this area is still quite acute, and since the rounding out of an area previously acquired appears logical, we recommend that this acquisition be approved as requested.

ITEM 367 of the Budget Bill

Budget page 972
Budget line No. 46

For Major Construction, Improvements, Repairs, and Equipment, Sixth District Agricultural Association, From the Fair and Exposition Fund

Amount budgeted	\$80,000
Legislative Auditor's recommendation	80,000
Reduction	None

ANALYSIS

This item involves one major project of constructing and installing a water resources exhibit. Previous appropriations and allocations from Chapter 145, Statutes of 1946, provided for extensive alterations and construction by which a considerable amount of additional space was made available. The project now being requested is necessary to fill this additional space.

While we have not had an opportunity to examine the details of the cost of this exhibit, the amount would not appear to be excessive in view of the area to be filled. Consequently, we recommend the approval of this item as requested.

ITEM 368 of the Budget Bill

Budget page 972
Budget line No. 66

For Minor Construction, Improvements, Repairs, and Equipment, Sixth District Agricultural Association, From the Fair and Exposition Fund

Amount budgeted	\$9,800
Legislative Auditor's recommendation	9,800
Reduction	None

ANALYSIS

This item provides for four minor projects of improvements, additions, and replacements to existing exhibitions and dioramas. While we have not had an opportunity to examine the cost details of these projects, the amounts do not appear to be excessive for work of this type. Consequently, we recommend approval of this item as requested.

ITEM 369 of the Budget Bill

Budget page 974
Budget line No. 17

For Transfer to the Capital Outlay and Savings Fund to the Credit of Chapter 42, Statutes of 1950, From the Fair and Exposition Fund

Amount budgeted	\$15,174
Legislative Auditor's recommendation	15,174
Reduction	None

ANALYSIS

This item is to provide for a reimbursement to the augmentation portion of the Capital Outlay and Savings Fund, set up by Chapter 42 of the Statutes of 1950 from which money was borrowed to permit the augmentation of an agricultural district construction project upon which a bid had been received which was in excess of available funds, with no further money available from the appropriate portion of the Fair and Exposition Fund. The loan was made with the understanding that repayment to the Capital Outlay and Savings Fund would be made in the Budget Act of 1952. Consequently, we recommend approval of this item as requested.

HIGHWAY PATROL

ITEM 370 of the Budget Bill

Budget page 978
Budget line No. 77

For Major Construction, California Highway Patrol, From the Motor Vehicle Fund

Amount budgeted	\$207,205
Legislative Auditor's recommendation	35,000
Reduction	\$172,205

ANALYSIS

This item involves a schedule of three major projects, one of which is for modernization and the other two for major construction.

a. Modernization of radio facilities \$35,000

This project is a continuation of the program to convert the state-wide radio system from medium to very high frequency. Since the radio communication system is one of the most important working tools of this department, we believe that this work should go forward steadily. Consequently, we recommend approval of this item as requested.

b. Construction of duplex building and carport at Baker, San Bernardino County \$45,000

This project is intended to provide living quarters and office space for patrolmen who are assigned to this location for periods of 20 days per month and whose expenses are paid by the State on a per diem basis. The cost of providing such quarters would probably be amortized in 10 to 15 years by the elimination of payments for hotel accommodations.

However, it appears that the Division of Architecture made an estimate of \$58,050 for this project with a possible addition of \$4,200 for ground improvements. The California Highway Patrol apparently does not believe that it is necessary to expend as much money as estimated by the Division of Architecture to provide them with the required facilities, and consequently the figure was arbitrarily reduced to \$45,000. In any case, no actual preliminary plan of the building has been prepared. Therefore, we recommend that the project be deferred until a complete and economical preliminary plan is presented for consideration by the Legislature. We also suggest that the California Highway Patrol investigate the possibility of providing accommodations for the resident patrolmen by the use of trailers in much the same way that the Division

of Beaches and Parks provides housing facilities for seasonal employees. We believe that the latter method would be considerably cheaper from the standpoint of original cost and maintenance should not be high as there is very little bad weather in this area.

c. Construction of office and carport at Bakersfield.....\$127,205

This project proposes the construction of a one-story reinforced concrete office building, having 4,100 square feet of space at a cost of approximately \$23.50 per square foot. In addition, it is proposed to construct carports, totaling 2,550 square feet at a cost of approximately \$6 per square foot.

No preliminary plans for this building have been prepared, and the estimate has been based on notes and general area calculations. We question the use of reinforced concrete as a construction medium for a building of this size. Wood frame and stucco or wood frame with shingle or redwood siding should be entirely adequate for this purpose and would cost considerably less. In view of the foregoing, *we recommend that the project be deferred and that proper preliminary plans be prepared for consideration by a future legislature.*

DEPARTMENT OF MENTAL HYGIENE

The capital outlay expenditure program proposed in the Governor's Budget in the 1952-53 Fiscal Year for the Department of Mental Hygiene totals \$22,035,192 payable from the Capital Outlay and Savings Fund and requiring legislative appropriation in the 1952 Budget Act with the exception of \$354,780 available from prior appropriations which require no further legislative action. Major construction will total \$19,322,692 and minor construction \$2,712,500.

For the five-year period from the 1947-48 Fiscal Year through the 1951-52 Fiscal Year the Department of Mental Hygiene will have expended or committed approximately \$96,341,795 from all sources, for all types of capital outlay exclusive of real property acquisition. All years are on an actual expenditure basis with the exception of the current fiscal year which is estimated. The construction proposed for the 1952-53 Fiscal Year would be slightly above the amount estimated to be expended for construction only, in the current fiscal year. Population trends for the same periods indicate a total in all types of institutions of 35,153 in the 1947-48 Fiscal Year which rose to 38,785 in the 1950-51 Fiscal Year and is estimated to be 39,094 in the current fiscal year. This would be a total increase during the five-year period of 3,941, or approximately 10 percent over the 1947-48 Fiscal Year. Actual capacities of available buildings were not determined until some time during the 1948-49 Fiscal Year, when it was decided that there was permanent capacity of 25,848 and temporary capacity at DeWitt and Modesto State Hospitals of 5,380. The latter two institutions were obtained from the Federal Government which had constructed Modesto as a comparatively temporary military camp and DeWitt as a semi-permanent military hospital. At that time it was also determined that the percent of overcrowding was 21.2 percent. This was based on the amount of population domiciled in permanent institutions in excess of so-called rated capacity. By the 1950-51 Fiscal Year, the total capacity had risen to 33,890, including DeWitt and

Modesto, and the overcrowding had dropped to 14.4 percent. The capacity estimated for the 1951-52 Fiscal Year, including DeWitt and Modesto, is 35,852, and the overcrowding is estimated to drop to 9 percent. The trend continues with 37,000 total capacity estimated for the 1952-53 Fiscal Year and overcrowding at 6 percent.

In the latter year, the increase in capacity is based on the completion of projects already financed. It should be pointed out that the percentages of overcrowding are a department-wide average, but that the overcrowding in institutions for the mentally ill is lower than the average figures and the overcrowding in institutions for the mentally deficient is higher than the average.

Since the increase in capacity from 31,639 in June of 1949 to 35,852 in June of 1952 is 4,213, or approximately 13 percent, it would appear that the bulk of expenditures have been made or committed for the replacement of hazardous, physically inadequate or program inadequate buildings. The next largest portion has been expended or committed for additional capacity and the balance for repairs, alterations and deferred maintenance. It may be assumed on the whole, therefore, that the Department of Mental Hygiene has received generous assistance in meeting its program of modernization and expansion. In the light of these facts, we have reviewed the projects proposed for the 1952-53 Fiscal Year and have recommended for approval only those projects for which there was an urgent need either because of the peculiar nature of the projects or because they represented a necessary phase of construction already under way or already financed. Generally, our recommendations for deferment have been based on the fact that inadequate or no preliminary planning and study had been accomplished, that the use of definite standards of space utilization was not indicated and that current economic conditions were highly unfavorable to the major, permanent type of construction involved in the program of the Department of Mental Hygiene.

In the case of minor projects, we have examined them carefully and in detail in cooperation with the Department of Finance and the Department of Mental Hygiene prior to the formulation of the budget, and, consequently, only those projects appear in the budget which were definitely needed to elevate the physical condition of the institution plants to a maintainable standard or that were clearly indicated as making possible the more efficient utilization of existing facilities.

ITEM 371 of the Budget Bill

Budget page 985
Budget line No. 28

For Major Construction, Department of Mental Hygiene, From the Capital Outlay and Savings Fund

Amount budgeted	\$300,000
Legislative Auditor's recommendation	300,000
Reduction	None

ANALYSIS

This item will provide a fund for the preparation of preliminary plans, general specifications, and studies needed for presentation to the Legislature of a proper basis for the need for additional space and for the

estimates of costs of construction. In line with the recommendations that we have made for several years for this type of approach to the problem, we recommend approval of the item as requested.

ITEM 372 of the Budget Bill

Budget page 987
Budget line No. 24

For Minor Construction, Improvements, Repairs, and Equipment, Langley Porter Clinic, From the Capital Outlay and Savings Fund

Amount budgeted	\$22,100
Legislative Auditor's recommendation	22,100
Reduction	None

ANALYSIS

This item will provide for four minor projects, three of which are repairs needed to bring the institution up to a maintainable physical condition, and one of which is for a complement of equipment for the new recreation area. We have examined these projects in detail and have been satisfied as to need and propriety of estimated costs. Consequently, we recommend approval of this item as requested.

ITEM 373 of the Budget Bill

Budget page 990
Budget line No. 23

For Major Construction, Agnews State Hospital, From the Capital Outlay and Savings Fund

Amount budgeted	\$195,060
Legislative Auditor's recommendation	104,949
Reduction	\$90,111

ANALYSIS

This item consists of four major projects as follows:

a. *Land acquisition* \$1,500

The Hetch-Hetchy Aqueduct, which provides Tuolumne River water for the City and County of San Francisco, passes through part of the state property at the annex to the hospital. An agreement has been reached with the City and County of San Francisco which would permit the hospital to tap on to this pipeline for domestic water use only. Since the water table has been falling in this area, it would appear to be a judicious move to make connection with this available water supply. Two taps will be necessary, one to supply the annex and the other to supply the main institution. For the annex the tap line will run entirely on state property. However, for the main hospital, it would have to cross private property for a distance of approximately 1,300 feet. This item would provide the funds necessary to purchase a right of way 40 feet wide over this 1,300 feet of private property. We recommend approval of this project.

b. *Construct water service line* \$74,460

As outlined above, two pipe lines will be required to supply water to the main hospital and to the annex. One will be approximately 2,842 feet from the main line to the annex, and the other will be approximately

3,978 from the main line to the main hospital. These lines will probably be of eight-inch cast iron pipe designed for 150 pounds working pressure. The estimate of construction cost for these two lines contains \$6,311, which represents a 10 percent contingency allowance. In line with our general recommendation that contingency allowances be pooled in one fund, *we recommend that this project be reduced to \$68,149* and the project be permitted to proceed as soon as possible. The estimate of cost appears reasonable although there may be some difficulty in obtaining National Production Authority approval for the necessary materials.

c. Construct enclosed runway between treatment building and wards ----- \$38,570

There is now in existence an enclosed runway between these buildings at the first floor level only, and this project would add a second floor to the runway and thus permit transfer of patients between wards and treatment building without descending to the first floor, which now causes considerable confusion since many of the patients are transported on gurneys. We have examined the preliminary drawings for this project, and we believe it is both justifiable and reasonable in cost. However, in line with our recommendation concerning the pooling of contingency allowances, *we recommend that the project be reduced by \$3,270*, which represents the 10 percent contingency allowance contained in the estimate and that the project be permitted to proceed as soon as possible.

d. Construct automotive compound, shops and motor pool ----- \$80,530

This project would provide an automotive compound consisting of two long buildings facing each other, approximately 100 feet apart, with the ends of the buildings joined by chain link fencing with gates to provide a completely protected area for the storage of automotive equipment, repair parts, gas and oil, and for a repair shop and wash rack. The repair shop building is to be a prefabricated "Butler" type building on a concrete slab with the interior area totaling 4,000 square feet to be divided into storage areas, work area, office and toilet spaces. The wash rack is to be a wood frame, metal-sheathed unit on a concrete slab measuring 1,032 square feet. We believe that this particular area far exceeds the actual needs of the institution since it is most unlikely that more than one automotive unit will be washed at any one time. The carports will also be of wood frame with metal roof and side, having black top paving, totaling 11,520 square feet, and providing 40 stalls, each measuring 12 by 24 feet, or 288 square feet per vehicle. The total number of vehicles requiring housing consists of six passenger cars, 30 trucks, three carryalls, two busses, and six tractors. Forty stalls would appear to be an ample number of spaces for this purpose. However, we believe that it is not necessary to furnish each vehicle with a stall measuring 12 by 24 feet. The passenger cars do not require an area of more than 9 by 20 feet, and many of the trucks which are small, such as pickups, would not require any more than a passenger car area. For larger trucks, 10 by 22 feet would be ample. Furthermore, since the compound area itself will be merely graded and compaction rolled, we cannot see the need for providing black top paving in the carports. We believe that gravel or decomposed granite would serve adequately for this purpose. It should also be noted

that the estimate of cost for the whole compound does not include equipment such as a hoist for the repair shop, gas pump and tank, work benches, air compressor, et cetera. These would be requested, we assume, at a later time.

In view of our foregoing observations, and because of the fact that the need for this project is not one of extreme urgency, *we recommend that the project be deferred and the funds therefor held in the Capital Outlay and Savings Fund to be appropriated by a future Legislature upon submission of more realistic and economical design.* Any preliminary planning or research that might be required could be defrayed from the item for preliminary plans for the Department of Mental Hygiene which we have recommended for approval.

ITEM 374 of the Budget Bill

Budget page 990
Budget line No. 54

For Minor Construction, Improvements, Repairs, and Equipment, Agnews State Hospital, From the Capital Outlay and Savings Fund

Amount budgeted	\$458,962
Legislative Auditor's recommendation	458,962
Reduction	None

ANALYSIS

This item will provide for 16 projects of alterations, repairs, and modernization intended either to bring the physical condition of the plant to a maintainable standard or to provide for the more efficient utilization of existing facilities. The projects have been examined in great detail with the staff of the Department of Mental Hygiene, and we are satisfied both as to the need for these projects and the propriety of the cost estimates. Consequently, we recommend approval of this item as requested.

ITEM 375 of the Budget Bill

Budget page 994
Budget line No. 18

For Major Construction, Camarillo State Hospital, From the Capital Outlay and Savings Fund

Amount budgeted	\$3,510,082
Legislative Auditor's recommendation	328,304
Reduction	\$3,181,728

ANALYSIS

This item consists of a schedule of seven major projects, two of which are alterations and additions to existing buildings and five of which are complete new buildings.

a. *Construct and equip juvenile unit* \$1,152,700

This project contemplates the construction of a unit which will be, for all practical purposes, an institution within an institution. The unit which will consist of a number of buildings will be completely independent of the rest of the institution with the exception of being provided with food and general maintenance service from the main institution. The purpose of this arrangement is to provide for complete isolation of the

children from the adults. The ultimate cost of the unit was originally estimated at approximately \$1,902,700, of which approximately \$750,000 had already been funded. The cost estimate was based on a preliminary plan which we have had an opportunity to examine and which we could not recommend to the Legislature since it was one of the most excessive we have seen. It is obvious from the total estimated cost for a unit to house 150 children that the cost per child would be approximately \$13,000 per bed which would provide domiciliary, eating, administration, treatment and educational facilities. As previously mentioned, cooking, warehousing, commissary and maintenance would be provided by the main institution.

We had an opportunity to attend a conference at which the preliminary plan was discussed by the Division of Architecture, the Department of Mental Hygiene and the Department of Finance. As a result of this conference it was decided that many of the areas could be reduced in size and a number of buildings could be combined instead of using a "spread out" plot plan. There still remains the problem of the academic educational area to be discussed because we believe it is excessive in size in relation to the total juvenile capacity. As of this writing, a new preliminary submission has not yet been completed. There is another factor which further complicates this particular problem. The Camarillo area is one of which the Department of Mental Hygiene has repeatedly complained because of the difficulty of recruiting personnel. The acute competition from federal installations, such as Port Hueneme and the guided missiles base has unquestionably had a strong effect upon this problem, particularly when coupled with the apparently inadequate local housing facilities. Consequently, it would appear that serious consideration should be given to establishing the first juvenile unit at Napa, which is planned to be constructed eventually anyway, rather than at Camarillo. We believe that the personnel problem at Napa would be considerably less difficult than at Camarillo.

In view of the foregoing facts, *we believe that final appropriation for construction for this unit should be deferred until the Legislature has had an opportunity to examine complete and adequate preliminary plans as well as studies to determine which of the two institutions should receive the first unit.*

b. Mechanical services for kitchen and other buildings-----\$354,590

This project is for the installation of new utility services north of the receiving and treatment unit in an area in which eventually will be built an auditorium, chapel, the juvenile unit, a disturbed patients unit and kitchen facilities. The project also contemplates the replacement of those existing utilities which will be inadequate to supply the additional load of the new utilities.

It is our understanding that the construction of the kitchen facilities will not require the replacement of existing utilities. Consequently, since the auditorium, chapel and disturbed patients units are not yet proposed and since we are recommending the deferment of the juvenile unit, we believe that this project will not be necessary at this time. Therefore, *we recommend that this project be deferred until such time as the additional units are approved by the Legislature.*

c. Cold storage additions and alterations to butcher shop-----\$228,684

This project will provide additional cold storage area for the commissary unit as well as additional butcher shop space. In the main, the project consists of altering existing building space by the addition of considerable cold storage area. Some additional building space will also be constructed.

We have examined the drawings for this project and we believe that on the whole this rather complex area has been adequately planned. In view of the need for additional storage of this type to meet the increasing population at the institution, *we recommend that this project be approved with a reduction of \$19,380*, which represents 10 percent of the total construction costs as a contingency allowance, in line with our general recommendation concerning these allowances.

d. Nursing employees' resident units-----\$1,372,508

This project is currently contemplated as a five-wing unit containing a total of 160 rooms for unmarried employees and a 10-wing unit containing a total of 100 apartments for married employees. Construction is to be of frame and stucco on concrete slab. The total estimated project cost, exclusive of furnishings, is \$1,232,508, thus the cost per square foot of constructing these buildings would be approximately \$17.50. Since no actual preliminary plans have been prepared, we have attempted a rough breakdown which would indicate that approximately 188 square feet gross would be provided for a single employee at a cost of \$3,290, and approximately 400 square feet gross for married couples at approximately \$7,000 each. This would be exclusive of furnishings, for which an additional \$140,000 is being included.

We might also point out that this estimate contemplates no site development on roads and walks due to the fact that no site had actually been chosen at the time the estimate was made. The site development will unquestionably add between \$50,000 and \$100,000 to the over-all cost. We believe that a cost in excess of \$17.50 per square foot for construction of this type cannot be justified even by the fact that recruitment may be difficult at this institution because of lack of housing facilities. Consequently, *we recommend that this project be deferred* and that further study be undertaken to determine some method or type of construction that will provide housing facilities at a reasonable cost.

It should be noted that the Public Works Board recently allocated funds for emergency residence construction at this institution from reversions of other projects throughout the Department of Mental Hygiene.

e. Laundry addition and equipment-----\$205,550

This project contemplates the addition of 3,804 square feet of gross building area divided into two units, one at each end of the existing building. Estimated construction costs, including the labor for installing additional laundry equipment, is \$95,200. The cost of the additional laundry equipment is set at \$79,000.

We are in general agreement with the need to expand this laundry unit. However, we would like to point out that the rather meager preliminary plans which we have seen indicate that the addition at one end will have a flat roof with a parapet wall and the addition at the other

end contemplates the extension of the existing gable roof and, consequently, the installation of roof tile to match the existing roof. We question this approach, particularly since this type of roof construction is extremely expensive. Consequently, we recommend *that this project be deferred insofar as construction is concerned, but that an appropriation of \$79,000 be made to cover the purchase of the laundry equipment. We further recommend that the project be replanned and resubmitted at the next Legislature for appropriation of construction funds. The total reduction in this project would, therefore, be \$126,550.*

f. Construct 10 physicians' apartments-----\$156,000

This project, which was deferred by the 1951 Legislature, contemplates the construction of a building with 10 apartments, together with 10 garages. Construction would be of wood frame and stucco on a concrete slab with a gross building area of 6,500 square feet or approximately 650 square feet per apartment. Since the estimated total project cost, exclusive of furnishings, is \$141,035, this would mean a cost per apartment of approximately \$14,100, to which would be added furnishings to the extent of \$1,500 per apartment.

The plan of this building is based on a similar one which was constructed at Mendocino. However, while the Mendocino unit has a flat roof with composition roofing, Camarillo insists on having a gabled roof with cedar shingles. Furthermore, we wish to point out that the garages, which are estimated at a total of 2,000 square feet, or 200 square feet per garage, will cost in excess of \$5 per square foot or over \$1,000 per car space.

Taking all these factors into consideration, we believe that the cost of providing this residential space is excessive and despite the fact that the institution claims that recruitment is difficult without housing facilities, *we recommend that the project be deferred and that it be restudied in order to determine some other method or type of construction which will provide these facilities at a lower cost.*

g. Construction of hog plant-----\$40,000

This project is a replacement of a larger project for which \$120,000 had been allocated from Chapter 145 of the Statutes of 1946, but deferred by Section 3.4 of the Budget Act of 1951. It will provide 16 farrowing barns, at least five fattening pens, and grading, leveling and utility services. We have not had an opportunity to examine the estimates for this project, but it has the approval of the Joint Agriculture and Livestock Problems Committee. Consequently, we recommend that the project be approved as requested.

ITEM 376 of the Budget Bill

Budget page 994
Budget line No. 55

For Minor Construction, Improvements, Repairs, and Equipment, Camarillo State Hospital, From the Capital Outlay and Savings Fund

Amount budgeted	-----	\$189,450
Legislative Auditor's recommendation	-----	189,450
Reduction	-----	None

ANALYSIS

This item will provide for 20 projects of repairs and alterations, or minor construction, to bring the physical condition of the plant up to a maintainable standard and to permit more efficient utilization of existing facilities. The projects have been examined in detail, both as to need and the propriety of cost estimates involved, and have been found satisfactory. Consequently, we recommend approval of this item as requested.

ITEM 377 of the Budget Bill

Budget page 996
Budget line No. 12

For Minor Construction, Improvements, Repairs, and Equipment, DeWitt State Hospital, From the Capital Outlay and Savings Fund

Amount budgeted	\$280,137
Legislative Auditor's recommendation	280,137
Reduction	None

ANALYSIS

This item will provide for 15 projects of repairs, alterations, and minor construction needed to bring the physical plant of this institution to a maintainable standard and to permit more efficient utilization of existing facilities. Minor items will continue at a rather high level at this institution because of the fact that it was a rather poorly built and semi-temporary federal project which was turned over to the State. The individual projects have been examined in detail, and we have been satisfied both as to the need and the propriety of the cost estimates. Consequently, we recommend approval of this item as requested.

ITEM 378 of the Budget Bill

Budget page 998
Budget line No. 40

For Major Construction, Mendocino State Hospital, From the Capital Outlay and Savings Fund

Amount budgeted	\$568,475
Legislative Auditor's recommendation	None
Reduction	\$568,475

ANALYSIS

This item consists of a schedule of two major projects, both of which we recommend be deferred for the following reasons:

a. *Construct and equip superintendent's residence*.....\$37,425

This project is for the purpose of providing a four-bedroom wood frame and stucco residence measuring approximately 2,000 square feet, and a two-car garage measuring approximately 460 square feet. Since garages are usually estimated at one-half the area, this would make a total weighted area of 2,230 square feet. The total cost of construction, including Division of Architecture services and a 10 percent contingency allowance, but excluding furnishings, is estimated to be \$33,425. This figure equals approximately \$15 a square foot for construction. To this would be added \$4,000 for furnishings by the institution, which would indicate that apparently no credit is being taken for furniture now

available in the existing residence and that the intent is to equip the new residence with completely new furniture and other items. In any case, we believe the cost to be excessive, and in view of the current unfavorable economic situation with regard to building construction and of the fact that a residence is available, although admittedly quite old, *we recommend that this item be deferred and the funds therefor kept in the Capital Outlay and Savings Fund.*

b. *Construct and equip ward building*-----\$531,050

This project is to replace Ward 16, which has been condemned and which has a capacity of 80 patients, with a new ward building having a capacity of 100 patients. In our examination into the detail upon which the estimate of construction costs was based, we find that what is contemplated is a building somewhat similar to the farm colony ward building at Camarillo which was built three or four years ago. The latter building measured approximately 19,240 square feet and has a capacity of 126 bed patients. The building to be constructed at Mendocino State Hospital will have the same area but will have capacity for only 100 beds. Actually, the plans for the Camarillo unit cannot be used as is, and, in fact, a complete new preliminary plan, as well as working drawings, will be necessary for the Mendocino building. In view of the fact that this appears to be a rather sharp deviation in space utilization, and because no actual preliminary plan of the new building exists, *we recommend that this project be deferred and the money therefor held in the Capital Outlay and Savings Fund for appropriation by a future legislature upon submission of satisfactory preliminary plans and other data.*

ITEM 379 of the Budget Bill

Budget page 998
Budget line No. 66

For Minor Construction, Improvements, Repairs, and Equipment, Mendocino State Hospital, From the Capital Outlay and Savings Fund

Amount budgeted	\$242,407
Legislative Auditor's recommendation	242,407
Reduction	None

ANALYSIS

This item will provide for 21 projects of repairs, alterations, replacement of equipment, and minor construction needed to bring the physical plant of the institution to a maintainable standard and to make possible the more efficient utilization of existing facilities. We have examined the individual projects in detail and have been satisfied as to need and the propriety of the cost estimates. Consequently, we recommend approval of this item as requested.

ITEM 380 of the Budget Bill

Budget page 1000
Budget line No. 31

For Minor Construction, Improvements, Repairs, and Equipment, Modesto State Hospital, From the Capital Outlay and Savings Fund

Amount budgeted	\$107,327
Legislative Auditor's recommendation	107,327
Reduction	None

ANALYSIS

This item will provide for 19 projects of repairs, alteration, replacement of equipment, and minor construction needed to bring the physical condition of the institution plant to a maintainable standard, correct code infractions, and to make possible the more efficient utilization of the existing facilities. The projects have been examined in detail, and we have been satisfied as to the need and the propriety of the cost estimates. Consequently, we recommend approval of this item as requested.

ITEM 381 of the Budget Bill

Budget page 1002
Budget line No. 65

For Major Construction, Napa State Hospital, From the Capital Outlay and Savings Fund

Amount budgeted	\$4,221,610
Legislative Auditor's recommendation	None
Reduction	\$4,221,610

ANALYSIS

This item covers a schedule of two major projects, one of which is a completely new additional building and the other which is a new building replacing an existing building.

a. Construct and equip tubercular ward addition.....\$3,646,330

This project would provide a completely new two-story tubercular ward building with a capacity of 456 patients. It is called an addition only in the sense that there will be a covered corridor connecting it with the existing one-story tubercular ward building which was constructed during the early part of World War II. The older unit has a capacity of 250 patients.

The new unit is proposed to be patterned after the one recently completed at Patton State Hospital. In examining the drawings for the Patton unit and comparing them with the drawings for the older Napa unit, we find that there has been a very large deviation between the two units in the utilization of space. The deviation is such as to indicate that no hard and fast space standards are being employed. We appreciate that certain types of space in units of this character cannot always be directly related to a standard. However, we believe that the majority of the space in units of this type can be tied to a definite standard.

In view of the foregoing, plus the fact that the current economic situation is most unfavorable for construction of this type, we recommend that this project be deferred and that it be restudied with a view to the establishment and use of realistic standards.

b. Construct and equip ward building.....\$575,280

This project is for the construction of a reinforced concrete, two-story dormitory building with a capacity of 126, to replace the old cottages at the dairy and poultry ranch, which have a capacity of 54 beds. The design of the new unit is supposed to be based on the ranch ward building which was constructed at Camarillo several years ago. However, the Napa unit will have a gross floor area which will be approximately 10 percent greater than the area in the Camarillo unit. Such an increase in size

would, of course, necessitate a completely new set of preliminary plans and working drawings.

In view of the fact that no preliminary plans exist, and further, that the contemplated plan for this unit represents a deviation in space utilization from existing, recently constructed buildings, *we recommend that this project be deferred* and that it be restudied in the same manner as project "a" above.

ITEM 382 of the Budget Bill

Budget page 1003
Budget line No. 17

For Minor Construction, Improvements, Repairs, and Equipment, Napa State Hospital, From the Capital Outlay and Savings Fund

Amount budgeted	\$275,493
Legislative Auditor's recommendation	275,493
Reduction	None

ANALYSIS

This item will provide for 14 projects of repairs, alterations, replacement of equipment, and minor construction needed either to bring the physical condition of the institution to a maintainable standard or to permit the more efficient utilization of existing facilities. We have examined all projects in detail, and we have satisfied ourselves both as to the need for the projects and the propriety of the costs estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 383 of the Budget Bill

Budget page 1006
Budget line No. 41

For Major Construction, Norwalk State Hospital, From the Capital Outlay and Savings Fund

Amount budgeted	\$578,000
Legislative Auditor's recommendation	None
Reduction	\$578,000

ANALYSIS

This item consists of a schedule of two major projects as follows:

- a. *Modernize and enlarge food service unit*.....\$500,000

The need to make alterations in the kitchen and food service unit was first recognized by the Legislature in 1950 when it appropriated \$80,000 for this purpose as part of Item 411.1 of the Budget Act of 1950, which was for minor construction at Norwalk State Hospital. Preliminary investigation indicated that the continued growth of the institution would require more than simple alteration of the existing kitchen, and consequently, the project was kept in abeyance until now, when a complete expansion, alteration, and modernization is being requested. While we recognize the need for this project, *we recommend that it be deferred and the funds therefor held in the Capital Outlay and Savings Fund for future allocation* for the following reasons:

1. We find that there has been very little actual over-all preliminary work done on this project, which is a very complex one as are all kitchen and food preparation building projects. Consequently, we believe that

the project should not be carried forward until adequate and complete preliminary plans are available for study by the Legislature.

2. The over-all estimate of cost is \$500,000, which is the amount being requested. We question the fact that no credit is being taken for the \$80,000 that is still available which should make this request \$420,000. We suggest that the available money can be drawn upon for the preparation of the necessary preliminary plans and studies.

b. Domestic water development, construct storage tank-----\$78,000

There appears to be little doubt that this institution will ultimately need additional water supply. However, we believe that the studies to date are inconclusive and incomplete and that an appropriation for the construction of a concrete storage tank would merely complicate the problem. For instance, consideration should be given to the possibility of obtaining water from the Metropolitan Water District. Some preliminary investigation has been undertaken along these lines with favorable results thus far. Development in another direction contemplates the purchase of additional land on the San Gabriel River and the development of wells and pumps to provide water. Since the water table in this area has been falling steadily, and particularly since the water is fairly hard, we believe that both methods should be examined very carefully and thoroughly by the State Division of Water Resources before any move is made in either direction. Consequently, we recommend that this project be deferred and the funds therefor held in the Capital Outlay and Savings Fund for future appropriation.

ITEM 384 of the Budget Bill

Budget page 1006
Budget line No. 68

For Minor Construction, Improvements, Repairs, and Equipment, Norwalk State Hospital, From the Capital Outlay and Savings Fund

Amount budgeted -----	\$256,100
Legislative Auditor's recommendation -----	256,100
Reduction -----	None

ANALYSIS

This item will provide for 19 projects of repairs, alterations, equipment, replacement, and minor construction needed either to bring the physical condition of the institution plant to a maintainable standard or to enable the more efficient utilization of existing facilities. We have examined all projects in detail and have been satisfied both as to the need and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 385 of the Budget Bill

Budget page 1009
Budget line No. 38

For Major Construction, Patton State Hospital, From the Capital Outlay and Savings Fund

Amount budgeted -----	\$1,124,500
Legislative Auditor's recommendation -----	None
Reduction -----	\$1,124,500

ANALYSIS

This item consists of a schedule of two major projects, one of which is the replacement of an existing building and the other a major repair, alteration, and addition to an existing building.

a. Construct and equip ward building-----\$812,000

This project is intended to replace Ward 19, which has been condemned and has a capacity of 132 inmates, with a new ward building having a capacity of 150 inmates. We are in general agreement with the need to replace this ward building; however, we find that there has been very inadequate preliminary work done on the project. The estimate is based largely on notes and area calculations which assume a weighted building area of 27,258 square feet, which appears to be a considerable deviation from other recently completed ward buildings or newly estimated ones. Consequently, *we recommend that this project be deferred and the money therefor held in the Capital Outlay and Savings Fund until a complete and adequate preliminary plan and study can be presented to the Legislature.*

b. Repairs and improvements to kitchen building-----\$312,500

The need for this project was first recognized in 1950 when the Legislature appropriated \$100,000 for this purpose by Item 413 of the Budget Act. Preliminary consideration of the work disclosed the fact that the contemplated scope was entirely inadequate because additional space was needed as well as repairs and alterations. Consequently, the project was held in abeyance and funds are now being requested to do the entire job. The gross estimate for the total project cost is \$412,500 of which \$100,000 is already available as previously mentioned.

We find that complete preliminaries have not yet been prepared for this complex project and that the estimate is based merely on a sketch. Consequently, *we recommend that the project be deferred and the money therefor held in reserve in the Capital Outlay and Savings Fund until a complete preliminary plan and study is ready for presentation to the Legislature.* We point out that the \$100,000 which is already available can be drawn upon for the necessary preliminary work.

ITEM 386 of the Budget Bill

Budget page 1009
Budget line No. 69

For Minor Construction, Improvements, Repairs, and Equipment, Patton State Hospital, From the Capital Outlay and Savings Fund

Amount budgeted	-----	\$311,000
Legislative Auditor's recommendation	-----	311,000
Reduction	-----	None

ANALYSIS

This item will provide for 24 projects of alterations, repairs, replacement of equipment, and minor construction. The projects are needed either to bring the physical condition of the institution plan to a maintainable standard or to make possible the more efficient utilization of existing facilities. We have examined all the projects in detail and have been satisfied as to the need and the propriety of the cost estimates. Consequently, we recommend approval of this item as requested.

Capital Outlay

ITEM 387 of the Budget Bill

Budget page 1011
Budget line No. 48

**For Major Construction, Stockton State Hospital, From the Capital
Outlay and Savings Fund**

Amount budgeted	\$1,034,005
Legislative Auditor's recommendation	None
Reduction	\$1,034,005

ANALYSIS

This item consists of a schedule of two major projects, one of which would replace temporary buildings and the other of which would provide additions to existing facilities.

a. Construct and equip ward building \$395,505

This project is intended to replace some temporary wooden barracks buildings and cottage "C" which have a total capacity of 431 inmates. The new ward would have a capacity of only 100. While we are in general accord with the need to replace the old temporary buildings, we find that there has been almost no preliminary work done on the new project. For instance, we point out that the total project cost estimated for this building is \$395,505, which contains \$25,000 for furnishings by the institution. For a building of the same capacity at Mendocino State Hospital, the estimate indicates a gross building area which is 35 percent larger in area and about 35 percent greater in cost. Part of this can be ascribed to the fact that the Mendocino unit is intended to have a kitchen, whereas the Stockton unit will not. Nevertheless, the balance of the difference cannot be readily explained. Consequently, *we recommend that this project be deferred until complete and adequate preliminary plans are available for study by the Legislature.*

b. Construct and equip additions to Ward 12 \$638,500

Ward 12 is a very large building having a series of wings, and the additions requested would be built between three of the wings in order to provide additional dining and day room space. No actual preliminary plans have been made, and, therefore, no data are available for purposes of comparison with other existing buildings. However, a pencil sketch was prepared which indicated the general areas to be constructed, and this was used as a basis for computing the estimate.

In view of the foregoing, *we recommend that this project be deferred and the money therefor held in the Capital Outlay and Savings Fund until adequate and complete preliminary plans are available for study by the Legislature.*

ITEM 388 of the Budget Bill

Budget page 1012
Budget line No. 12

**For Minor Construction, Improvements, Repairs, and Equipment, Stockton State
Hospital, From the Capital Outlay and Savings Fund**

Amount budgeted	\$219,725
Legislative Auditor's recommendation	219,725
Reduction	None

ANALYSIS

This item will provide for 16 projects of repairs, alterations, equipment replacement, and minor construction which are designed either to bring the physical condition of the institution plant to a maintainable standard or to make possible the more efficient utilization of existing facilities. We have examined all projects in detail and have been satisfied both as to the need and the propriety of the cost estimates. Consequently, we recommend approval of this item as requested.

ITEM 389 of the Budget Bill

Budget page 1015
Budget line No. 56

For Major Construction, Pacific Colony, From the Capital Outlay and Savings Fund

Amount budgeted	\$3,701,360
Legislative Auditor's recommendation	753,949
Reduction	\$2,947,411

ANALYSIS

This item consists of five major projects scheduled as follows:

a. Install integral furnace water tube boiler.....\$75,520

This project will provide an additional 400-horsepower boiler together with meters, recording devices, and controls, as well as a thermostatically controlled fuel oil preheater which is considered important in the operation of all the boilers at the institution. The present boiler capacity consists of one 500-horsepower and two 250-horsepower units. With 12 new ward buildings about to be constructed and with the additional laundry capacity that will be required, there is little doubt that this additional boiler capacity will be needed. Installation will be under a vendor's contract at an estimated total construction cost of \$64,000. We recommend approval of the project with the reduction of \$6,400 which represents a 10 percent contingency allowance in accordance with our general recommendation concerning contingency allowances.

b. Site development at new ward building.....\$575,000

Nine ward buildings are to be constructed on the new Diamond Bar site, and three ward buildings are to be constructed on the old site. The total cost of providing complete utility services, roads, sidewalks, landscaping, et cetera for these 12 buildings is estimated to be \$797,560. There is available \$222,560 in a current work order from money that was appropriated by Item 422 of the Budget Act of 1950. This leaves a net requirement of the amount being requested.

The total project cost contains \$67,500 which represents 10 percent of the estimated construction cost as a contingency allowance. We recommend that the project be approved with the reduction of \$67,500 in line with our general recommendation concerning contingency allowances.

c. Alterations to existing hospital.....\$151,040

The present capacity of the hospital is 80 beds which are used for surgical, medical, and tuberculosis patients. No facilities are available for use as an admissions unit for preliminary medical observation.

In line with an ultimate planned capacity of 3,100 inmates, the Department of Mental Hygiene feels that additional facilities must be provided for surgical, medical, tubercular, severely handicapped, admissions, and research purposes. The program being presented by means of this project, as well as project "d" below would provide a total of 380 hospital beds, or approximately 12 percent of the domiciliary capacity of the institution.

While we recognize the need for the alterations to the existing hospital and additional space, *we recommend that this project and the one immediately following be deferred and the funds therefor retained in the Capital Outlay and Savings Fund* for the following reasons:

1. Neither of these two projects has had more than the sketchiest kind of preliminary work. No actual preliminary plans are as yet available. In fact, it is not quite clear whether the additional space will be provided by a single annex wing or two annex wings to the existing building. The design of hospital space is so complex that we believe adequate and thorough preliminary planning is absolutely necessary.

2. We question the total number of beds to be provided since it is our understanding that a capacity equivalent to 10 percent of the total institutional capacity was considered adequate for this purpose. Since the estimate is based on approximately 12 percent, we believe that some clarification of this matter should be made.

The sum of \$503,000 available from prior appropriations for construction of additional hospital space may be drawn upon for preliminary plans, and since the 12 additional ward buildings are not yet actually under construction and in all probability will not be completed before the end of the 1953-54 Fiscal Year, we believe that no hardship will be imposed on the institution by waiting for the proper preliminary work and eventual construction appropriation by the next Legislature.

d. *Construct hospital annex No. 2 (partial cost)*-----\$2,713,800

We recommend deferment of this item in accordance with the explanation attached to project "c" above.

e. *Realigning San Jose Creek*-----\$186,000

San Jose Creek now passes through the main institution grounds roughly parallel to the Union Pacific Railroad embankment. In the northeast portion of the grounds, the creek passes under the railroad to the north side of it. Due to the installation of several large industrial plants nearby, whose sites drain into San Jose Creek, there is considerable danger of flooding the low portions of the old institution site where San Jose Creek passes through it. The Water Resources Board has recommended that the creek be entirely rerouted so that it will pass to the north of and parallel to the Union Pacific Railroad embankment, thereby taking the creek entirely out of the institution grounds and making use of the railway embankment as a sort of dike or levee. From our knowledge of the site and of previous flood conditions we believe that this project is well justified.

There will be some abatement of the amount requested by virtue of the fact that there has been previously appropriated and allocated a total of approximately \$45,000 for the construction of an underpass under

the railroad embankment to permit inmates to pass from the institution grounds to the farming area. This project has been held in abeyance and now with the realignment of San Jose Creek it will be possible to use the creek underpass with some modifications and minor work as a pedestrian underpass. The work can be done for considerably less than \$45,000 and the balance would revert. Consequently, we recommend approval of this project with a reduction of \$8,671 which represents a 5 percent contingency allowance on the cost of construction, in line with our general recommendation concerning contingency allowances.

ITEM 390 of the Budget Bill

Budget page 1016
Budget line No. 20

For Minor Construction, Improvements, Repairs, and Equipment, Pacific Colony, From the Capital Outlay and Savings Fund

Amount budgeted	\$195,538
Legislative Auditor's recommendation	195,538
Reduction	None

ANALYSIS

This item will provide for 22 projects of alterations, repairs, equipment replacement, and minor construction needed either to bring the physical condition of the institution plant to a maintainable standard or to enable the more efficient utilization of existing facilities. We have examined all projects in detail and have been satisfied both as to the need for the projects and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 391 of the Budget Bill

Budget page 1019
Budget line No. 46

For Major Construction, Sonoma State Home, From the Capital Outlay and Savings Fund

Amount budgeted	\$1,272,410
Legislative Auditor's recommendation	1,023,420
Reduction	\$248,990

ANALYSIS

This item consists of a schedule of two projects, one of which is utilities developments and ground improvements for previously constructed buildings and the other for the replacement of condemned buildings.

- a. *Mechanical services and ground improvements for six ward buildings*

\$280,000

The construction of the ward buildings in question was previously financed by Item 433 of the Budget Act of 1950. The appropriation at that time did not include funds for the extension of basic utilities, construction of roads, sidewalks, landscaping, et cetera. This project would provide the necessary additional work.

We point out that there is an existing work order No. 1951 into which the Department of Mental Hygiene originally transferred \$440,000 made available by Chapter 145 of the Statutes of 1946, which was intended,

among other things, to provide utilities east of the highway, in which area the six ward buildings in question were constructed. We find that there is an existing balance of approximately \$67,520 which we believe should be applied to this project. In addition, we find that the project estimate includes \$23,644, or 10 percent of the total construction cost, as a contingency allowance.

In view of the need for this project, *we recommend that it be approved with the reduction of a total of \$91,164* which represents both the money available in the work order and the 10 percent contingency allowance. The deduction of the contingency allowance is based on our general recommendation concerning these allowances.

*b. Construct and equip two replacement ward buildings
(200 beds) ----- \$992,410*

These two new ward buildings would replace four buildings condemned by the fire marshal, the oldest of which is approximately 60 years and the newest approximately 24 years. The total capacity of these four units is 215 beds.

The project, as originally requested by the Department of Mental Hygiene, was for five ward buildings which would have produced an additional capacity of almost 300 beds as well as having replaced the condemned buildings. In view of the fact that there is an extremely great need for additional capacity in the institutions for mental defectives, we feel that these two wards should be constructed. However, we believe that the older buildings should be used as long as possible. The two new ward buildings will be exact duplicates of recently constructed units. Consequently, we recommend approval of the project with the following deductions:

1. The total project cost includes \$50,000 for furnishings for the two ward buildings. In line with our general recommendation concerning appropriations for furnishings, we recommend that this amount be first deducted.

2. The total project cost includes \$79,866, which represents 10 percent of the total construction cost, as a contingency allowance. In line with our general recommendation concerning these allowances, we recommend that this amount also be deducted.

3. The total project cost includes \$35,940, which represents 4½ percent for planning and design, and \$11,980, which represents 1½ percent for preliminary engineering and processing. In view of the fact that these two ward buildings will be exact duplicates of existing buildings for which there are already completed working drawings, we believe that 1 percent for planning and design, plus the 1½ percent for preliminary engineering and processing, should be ample to take care of such changes in the existing drawings as might be necessary to adapt them to the new site. Consequently, this recommendation would result in a further reduction of \$27,960. *The grand total of the reduction would be \$157,826.*

We would like to point out some interesting relationships between these new ward buildings to be constructed at the Sonoma State Home and the new ward buildings being constructed at the Porterville institution, which are to be used for essentially the same types of patient. At Sonoma, the ward building would house 100 inmates. At Porterville, the

ward building would house 70 inmates. At Sonoma, the total space available per patient, based on the weighted area of the building, is approximately 177 square feet. At Porterville, it is approximately 191 square feet. At Sonoma, the gross area per multiple bed space is approximately 52 square feet; at Porterville, it is approximately 60 square feet, and the individual bedrooms are approximately 87 square feet and 89 square feet, respectively. The design at Sonoma is apparently more economical from the standpoint of space utilization, since of the gross area, approximately 89 percent of the space is usable, whereas at Porterville, it is approximately only 81 percent. Despite the fact that the Sonoma plan appears more economical, both from the standpoint of space utilization and the area available per inmate, the cost of providing a bed space in the Sonoma ward buildings is approximately \$4,962, whereas at Porterville, it is approximately \$4,273. We point out these comparisons as an indication of the wide deviation that takes place in buildings that are intended for the same purpose.

ITEM 392 of the Budget Bill

Budget page 1019
Budget line No. 70

For Minor Construction, Improvements, Repairs, and Equipment, Sonoma State Home, From the Capital Outlay and Savings Fund

Amount budgeted	\$154,261
Legislative Auditor's recommendation	154,261
Reduction	None

ANALYSIS

This item will provide for 27 projects of repairs, alterations, equipment replacement, and minor construction needed either to bring the physical condition of the institution plant to a maintainable standard or to enable the more efficient utilization of existing facilities. We have examined all projects in detail and have been satisfied both as to the need and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 393 of the Budget Bill

Budget page 1020
Budget line No. 45

For Major Construction, Porterville State Home, From the Capital Outlay and Savings Fund

Amount budgeted	\$2,462,460
Legislative Auditor's recommendation	2,102,569
Reduction	\$359,891

ANALYSIS

This item, which is actually two projects, although listed as one, is for the construction of seven additional ward buildings plus the necessary site development work for these buildings. For the purposes of clarity, we will show it as two projects.

a. *Construct seven ward buildings* \$1,962,790

This project will provide an additional 490 beds at this new institution on the basis of 70 beds per building. Construction will be exactly the

same as those ward buildings now actually under construction on the new site. We recommend the following reductions in the project amount :

1. The total project cost includes the sum of \$70,850 which represents 4½ percent of the total construction cost and is intended to cover planning and design. Since these buildings are exact duplicates of buildings now under construction, which therefore have complete working drawings, we do not believe that it is necessary or proper to assess more than 1 percent, or \$15,744, for the seven additional buildings. There is also included 1½ percent, or \$23,615, for preliminary engineering and processing which, together with the above amount, should be ample to provide the foundation plans which would represent the only deviation from the other working drawings. Consequently, we recommend that the total amount be first reduced by \$55,106.

2. The total project cost includes the sum of \$157,440 which represents 10 percent of the total construction cost as a contingency allowance. In line with our general recommendation that contingency allowances be withheld from projects and pooled in a special contingency fund, we recommend a further reduction of this amount for this project.

3. The total project cost includes the sum of \$105,000 for furnishings to be supplied by the institution. In line with our general recommendation that all furnishings items be deducted from construction appropriations and pooled in a furnishings fund, we recommend a further reduction in this project of this amount.

b. Site development for seven ward buildings-----\$499,670

This portion of the project will provide for steam, sewer, water, and gas lines, storm drains, street lighting, electrical services, roads, curbs, walks, and yard paving, and grounds development including grading and sprinklers.

It is with some hesitation that we recommend that sprinklers be permitted to be installed at this institution, partly because of the cost and partly because it would appear that the National Production Authority might not give approval for this type of new installation. Nevertheless, we believe that a sprinkler system should be installed because of the fact that this institution will be for mental defectives.

The total project cost contains the sum of \$42,345 which represents 10 percent of the total construction cost as a contingency allowance. In line with our general recommendation concerning contingency allowances, we recommend that this project be reduced by that amount and the money placed in a contingency pool.

Office of the Adjutant General

ITEM 394 of the Budget Bill

Budget page 1024
Budget line No. 46

*For Major Construction, Adjutant General, California National Guard,
From the Capital Outlay and Savings Fund*

Amount budgeted	\$805,400
Legislative Auditor's recommendation	None
Reduction	\$805,400

ANALYSIS

This item represents the State's share or 25 percent of the total cost of constructing 13 armories in accordance with the following schedule. The balance, or 75 percent, is to be provided by federal funds. To date no specific allocations have been made by the Federal Government, and no congressional appropriations have been forthcoming as yet for this purpose.

In view of the fact that we believe armories to be the least important of the State's construction needs, that the economic situation is entirely unfavorable to construction generally, and that the Federal Government has not yet seen fit to provide its share of the funds, *we recommend that these projects be deferred for consideration by a future Legislature at a more favorable time. We recommend also that the money for these projects be held in the Capital Outlay and Savings Fund* for future appropriation.*

- a. *Construct and equip armories in or near (1) Glendale, (2) Monterey Park-Alhambra, (3) Los Angeles, (4) San Diego, (5) Quincy, (6) Red Bluff, (7) Delano, (8) Gardena, (9) Fairfax, (10) Monterey, (11) Santa Cruz, (12) Sacramento, (13) Walnut Creek*-----\$805,400

ITEM 395 of the Budget Bill

Budget page 1024
Budget line No. 46

**For Major Construction, Adjutant General, California National Guard,
From the Capital Outlay and Savings Fund**

Amount budgeted -----	\$101,390
Legislative Auditor's recommendation -----	50,000
Reduction -----	\$51,390

ANALYSIS

This item consists of two projects as follows:

- a. *Construct addition to Stockton Armory*-----\$51,390

The need for additional space at the Stockton Armory is open to question. However, we believe that the problem goes beyond the question of need in that the construction of such an addition would be discriminatory against those projects which we have recommended for deferment in the previous item. Consequently, *we recommend that this project be deferred for the same reasons that were outlined in the previous major item.*

- b. *Preparation of plans for and supervision of construction to be financed entirely from federal funds*-----\$50,000

From time to time the Federal Government advances funds on a 100 percent basis for the construction of facilities for the storage and maintenance of equipment. However, the State is required to pay for the preparation of plans and for the supervision of construction.

While generally we would be inclined to recommend against construction of this type for the same reasons as outlined in the previous item, we believe that in this instance proceeding with construction would be justifiable because of the fact that the buildings involved are all very

Capital Outlay

simple equipment storage types of structures. Therefore, we recommend that this project be approved as requested.

ITEM 396 of the Budget Bill

Budget page 1024
Budget line No. 78

For Minor Construction, Improvements, Repairs, and Equipment, Adjutant General, From the Capital Outlay and Savings Fund

Amount budgeted	\$118,347
Legislative Auditor's recommendation	118,347
Reduction	None

ANALYSIS

This item will provide for eight projects of which three are for repairs and improvements at three specific armories and the balance are for improvements at various armories unspecified in the Governor's budget. The improvements are of four general categories: the installation of water lines for grounds improvement purposes, the installation of rifle racks, the paving of motor pool areas and outdoor drill areas and for fencing. One project is for the purpose of providing funds for surveying armory sites and obtaining title insurance. We have examined these projects in detail and have been satisfied as to the need and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

DEPARTMENT OF MOTOR VEHICLES

ITEM 397 of the Budget Bill

Budget page 1025
Budget line No. 69

For Major Construction, Improvements, Repairs, and Equipment, Department of Motor Vehicles, From the Motor Vehicle Fund

Amount budgeted	\$124,385
Legislative Auditor's recommendation	None
Reduction	\$124,385

ANALYSIS

This item consists of two projects both of which are augmentations of projects for alterations and additions which were previously appropriated or allocated.

a. Alterations and improvements of office building, Los Angeles

..... \$103,185

The Governor's Budget for the 1950-51 Fiscal Year allocated \$550,000 from Chapter 145 of the Statutes of 1946 for alterations, repairs, and additions to the Los Angeles office building of the Department of Motor Vehicles. It has now developed that the scope of the project contemplated is such that the total cost will be \$653,185.

The work contemplated includes extensive rearrangements of partitions, additional partitions, the installation of an additional elevator, the installation of acoustical tile on all three ceilings, complete recovering of all floors with asphalt tile, complete revamping of the lighting system,

the installation of kitchen facilities in the lunch room, complete repainting of the building inside and out as necessary, replacement of all toilet and washing fixtures, reroofing and many other items to the main office building. In addition, there will be extensive paving in areas devoted to parking, the construction of a new warehouse, the construction of 14 carports, and the installation of an eight-foot chain-link fence around the warehouse area.

We have had an opportunity to look at the preliminary drawings for this project, and while we agree that, in general, the movement of partitions and the realignment of existing space appears to be justifiable, we question certain of the changes described in the program and plans. For instance, we find that the interior faces of the concrete exterior walls of the building on the first floor are to be completely steel furred, steel lathed, and plastered instead of merely painting the present surface. The same treatment is not scheduled for the second and third floors. We would like to point out that the floor plan of the first floor is such that almost all of the perimeter wall areas are covered by offices which have been formed by various types of partitions, and, consequently, these walls would be visible only to the employees, generally. Therefore, it appears that the expenditure of a minimum of \$3 per square yard of wall surface to provide for a plaster finish can hardly be justified. We point out, also, that the construction of 14 carports is also rather difficult to understand. In any case, it would appear to us that this item of expenditure is most questionable. In view of the foregoing, *we recommend that this augmentation be disapproved* and that the project be replanned to stay within the \$550,000 now available.

b. Alterations and improvements, San Bernardino office building

-----\$21,200

The Legislature appropriated \$106,000 for alterations and improvements to the San Bernardino office building by Item 448 of the Budget Act of 1950. The existing building is a two-story concrete structure with a wood framed, tile roof. The second story is leased to the courts of appeal, and the improvements, alterations, and additions are largely for the benefit of the second story. The first floor is used by the Department of Motor Vehicles which now has reasonably ample room since the Highway Patrol moved out. The addition to the building would provide additional floor space only on the second floor, while on the first floor it would provide merely a covered driveway for the checking of engine numbers, et cetera. The alterations would include the installation of a complete air conditioning system, new fluorescent lighting, and additional toilet facilities.

The estimated total cost of the project is now \$127,200, and, consequently, an additional \$21,200 is now being requested. We would like to point out that only 432 square feet of additional office floor space will be provided on the second floor with none on the first floor since it will be merely a drive-through area as previously mentioned. It should also be pointed out that the heating, ventilating, and air conditioning system to be installed is estimated to cost \$36,800. Another important point is the fact that the addition will be at the back of the building and could very easily have been designed to have a flat roof with a parapet wall, but

instead, it has been designed to carry out the gable roof line of the existing building with the attendant expensive tile roofing. A still further embellishment is a tiled canopy, or roof, measuring six feet by approximately 18 feet over the doorway at the corner of the building. In view of the rather limited facilities that will be provided by this very large expenditure, we cannot recommend the cost attendant with providing architectural continuity and balance in the form of a tiled roof and a tiled canopy. Consequently, we recommend that this augmentation be disapproved and that the project be designed to stay within the amount of money already available.

DEPARTMENT OF FISH AND GAME

ITEM 398 of the Budget Bill

Budget page 1029
Budget line No. 18

For Major Construction, Department of Fish and Game, From the Fish and Game Preservation Fund

Amount budgeted	\$40,000
Legislative Auditor's recommendation	40,000
Reduction	None

ANALYSIS

This item involves a single major project for which a like sum was appropriated by Item 354 of the Budget Act of 1951. The project is the construction of a stream improvement structure at the mouth of the Navarro River for the purpose of assuring constant access of fish to the river, which otherwise becomes blocked by a sand bar at certain periods of the year. Final determination of the method of providing this facility has not yet been reached and, consequently, it was decided to permit the money to revert and to request it again for the 1952-53 Fiscal Year. We still recognize the need for this project and, consequently, we recommend approval of the item as requested.

ITEM 399 of the Budget Bill

Budget page 1029.
Budget line No. 30

For Minor Construction, Improvements, Repairs, and Equipment, Department of Fish and Game, From the Fish and Game Preservation Fund

Amount budgeted	\$260,650
Legislative Auditor's recommendation	260,650
Reduction	None

ANALYSIS

This item will provide for more than 60 projects of repair, alteration, equipment replacement, and minor construction needed to replace worn-out or hazardous facilities or to expand to a minor degree existing facilities for increased efficiency. We have examined these projects in some detail, but not completely. Nevertheless, we believe that all of them represent a justifiable need and the cost estimates are in line with current economic conditions. Consequently, we recommend approval of this item as requested.

DEPARTMENT OF NATURAL RESOURCES

Division of Beaches and Parks

The total capital expenditure program of the Division of Beaches and Parks for the 1952-53 Fiscal Year is proposed as \$2,217,360, of which \$1,372,360 is payable from the Capital Outlay and Savings Fund on a loan basis and \$845,000 is payable from the State Park and State Beach Funds.

All of the program will require legislative appropriation in the 1952 Budget Act, with the exception of \$845,236 which is available from prior appropriations and requires no further action by the Legislature. Major construction will total \$498,450 from the Capital Outlay and Savings Fund; minor construction will total \$753,910, also from the Capital Outlay and Savings Fund; riders' and hikers' trails will total \$85,000 from the Capital Outlay and Savings Fund, and acquisition of real property will total \$880,000 which will be payable from the State Park and State Beach Funds, with the exception of \$35,000 from the Capital Outlay and Savings Fund.

For the five-year period from the 1947-48 Fiscal Year to 1951-52, the Division of Beaches and Parks has expended or committed \$8,589,123 for construction of all types, exclusive of acquisition of beach and park areas. These funds have been made available from a variety of sources, including the General Fund, the State Park and State Beach Funds, the Postwar Employment Reserve, and the Capital Outlay and Savings Fund. All funds, except those from the State Park and State Beach Funds, were on a loan basis and would be repayable if and when the oil royalty money is turned back to the State by the Federal Government. Approximately 40 percent of the construction program for the 1952-53 Fiscal Year involves initial establishment of new park or beach areas and the balance is for the expansion and modernization of existing and operating park and beach areas.

In view of the fact that we believe that construction expenditures at present high cost levels in park and beach areas are the least justifiable expenditures at this time, we have generally recommended deferment of projects for the establishment of new park areas and have recommended approval of high priority projects for the expansion and modernization of currently operating park areas.

ITEM 400 of the Budget Bill

Budget page 1036
Budget line No. 68

For Acquisition of Real Property, Division of Beaches and Parks, From the Capital Outlay and Savings Fund

Amount budgeted	\$35,000
Legislative Auditor's recommendation	35,000
Reduction	None

ANALYSIS

This item will provide for the purchase of approximately 10 acres adjacent to and between Donner Memorial State Park and Donner Lake and several lots at the Tahoe Camp Ground. The property on Donner Lake shore was at one time used by a sawmill but has been abandoned

for some years. There is some possibility that commercial interests will purchase the property and will thus shut the public out of a very valuable shore area. Tahoe Camp Ground is one of the smallest of all the state parks and additional area would be very useful there. Consequently, we recommend approval of this item as requested.

ITEM 401 of the Budget Bill

Budget page 1037
Budget line No. 22

For Major Construction, Division of Beaches and Parks; From the Capital Outlay and Savings Fund

Amount budgeted	\$498,450
Legislative Auditor's recommendation	93,000
Reduction	<u>\$405,450</u>

ANALYSIS

This item consists of a schedule of eight major projects, two of which are in beach parks and six in inland parks.

a. Natural Bridges State Park, new development \$53,550

This project is a complete new development of a site that was purchased by the State in 1933. Facilities to be provided would consist of a residence and garage, roads and parking, water system, comfort station, sewage system, picnic unit, office and contact station, landscaping, power supply, and fencing.

We believe that the current economic conditions are extremely unfavorable for construction, particularly when it must occur in comparatively isolated areas. In the case of state beaches and parks, we believe that construction should be limited to minimum expansion of existing and operating facilities, generally by the addition of camping and picnic units and comfort stations as required. The initial development required in establishing a completely new area is excessive in view of economic conditions. Consequently, *we recommend that this project be deferred and the money therefor held in the Capital Outlay and Savings Fund.*

b. Seacliff Beach, pier repairs \$33,000

The Budget Act of 1950 provided approximately \$16,000 for the repair of the pier at this state beach. When the work was started, it was discovered that the pier was far more extensively deteriorated than had been suspected, and the amount provided was sufficient to make only about one-third of the repairs needed. In view of the fact that Seacliff Beach is a heavily used park and the pier is one of its most popular features, we believe that repairs should be carried out as quickly as possible in order to safeguard the public. Consequently, we recommend approval of this project as requested.

c. Anza Desert State Park, additional development \$91,500

While this appears to be an expansion of an existing park, it is, in effect, a development of a totally new area since it is considerably removed from existing development and will require a complete setup including residence, utilities, et cetera, as though it were a totally new park. In view of our comments on project "a," *we recommend that this project also be deferred.*

d. *Columbia Historical State Park, restoration of Wells Fargo Building* -----\$61,700

Money is currently being expended in bracing and strengthening the existing building. Restoration will require the complete razing of the building and rebuilding from the ground up. It is our understanding that the actual total estimate of the reconstruction is \$109,200. The amount being requested for the project is apparently based on the fact that \$47,500, which was set aside for the reconstruction out of Item 354 of the Budget Act of 1949, was deferred by Section 3.5 of the Budget Act of 1951. The two sums make up the total estimated cost of the project as mentioned above. However, we see no indication that the deferred funds are to be expended in the Governor's Budget for the 1952-53 Fiscal Year. Apparently, there exists some misunderstanding concerning the availability of these funds.

In any case, it is our belief that this type of expenditure is least justifiable under present economic conditions, particularly since the location of the park is comparatively isolated, which will add to the cost of the project. Consequently, *we recommend that the project be deferred.*

e. *Humboldt Redwoods, Whitmore Grove, road widening* -----\$40,000

It is our understanding that the road is to be widened not for the purpose of providing better public access to the park but that it is the extension of a county road which passes through the park and which is used by local people living beyond the park. We do not believe that this is a proper charge against a state park, and, consequently, *we recommend that this project be disapproved.*

f. *Salton Sea State Park, initial development* -----\$123,700

This is an area which was recently acquired by lease from the Federal Bureau of Reclamation. The initial development would consist of the usual complement of residence, contact station, utility building, camp unit, comfort station, road, water development, et cetera. The ultimate development is estimated at approximately \$250,000. In view of our comments concerning project "a," and particularly because this site is in a very isolated area, *we recommend that this project be deferred.*

g. *Mt. Diablo State Park, road reconstruction* -----\$60,000

Mt. Diablo State Park is one of the most heavily used in Northern California. The view from the top of Mt. Diablo is quite popular, and the 17 miles of road leading to the top are badly in need of widening, realigning, and resurfacing at various points, totaling approximately five miles. From our observation, we believe that parts of this road are now distinctly dangerous, and, consequently, we recommend that this project be approved and that it be undertaken as soon as possible.

h. *Turlock Lake State Park, road improvement* -----\$35,000

The road improvement in this instance is stated to be for the purposes of connecting improved areas with existing roads. It is our understanding that the improved areas can be approached and reached without this project and without hazard to the public. Consequently, *we recommend that the project be deferred.*

Capital Outlay

— 598 —

ITEM 402 of the Budget Bill

Budget page 1037
Budget line No. 71

For Minor Construction, Improvements, Repairs, and Equipment, Division of Beaches and Parks, From the Capital Outlay and Savings Fund

Amount budgeted	\$753,674
Legislative Auditor's recommendation	753,674
Reduction	None

ANALYSIS

This item will provide for numerous projects of repairs, replacement, or minor construction needed either to replace worn-out and hazardous facilities or to permit a limited amount of expansion needed to accommodate increasing public attendance in 14 state beaches and 35 state parks and monuments which are already established and operating.

We have examined each project in detail, and we have satisfied ourselves both as to the need and the propriety of the cost estimates involved. Most of the work will be handled by the Division of Beaches and Parks directly, either on contract or by the use of park maintenance personnel. Consequently, we recommend approval of this item as requested.

ITEM 403 of the Budget Bill

Budget page 1038
Budget line No. 34

For Establishment and Development of Riding and Hiking Trails, Division of Beaches and Parks, Payable From the Capital Outlay and Savings Fund

Amount budgeted	\$85,000
Legislative Auditor's recommendation	None
Reduction	\$85,000

ANALYSIS

This project is part of a long range program for which approximately \$400,000 will have been spent to date. On the basis of service to the greatest number of citizens, this project has small justification compared with other requests of the Division of Beaches and Parks. Consequently, we recommend a continued deferment in line with the Legislature's action at the 1951 Session.

Division of Forestry

The total capital expenditure program of the Division of Forestry, as proposed in the 1952-53 Budget, is \$1,360,850 payable from the Capital Outlay and Savings Fund and requiring legislative appropriation in the Budget Act of 1952, with the exception of \$422,189 which is available from prior appropriations and requires no further legislative action. Major construction will total \$596,591, minor construction \$326,709, and real property acquisition \$437,550.

For the five-year period from the Fiscal Year of 1947-48 until 1951-52, the Division of Forestry has expended or committed approximately \$6,895,455 for all types of construction exclusive of real property acquisition. The total amount is not indicative of the true values involved, since much of this construction was accomplished with the use of labor contributed either by division personnel or inmates of the Department of

Corrections and Youth Authority forestry work camps. In the construction program for the 1952-53 Fiscal Year, very few of the projects can be demonstrated as being of urgent necessity, since they merely represent a long-range program of converting tent and other temporary facilities to simple but permanent facilities. The one project which is the exception, in that we believe it to be urgent, is the establishment of an additional forestry work camp for the Department of Corrections.

Consequently, in our review of the projects of the Division of Forestry, we have recommended deferment of projects intended to establish completely new stations to replace existing temporary stations, and we have recommended for approval those projects which represented minor additions to existing permanent stations, repairs or replacements of hazardous or inadequate buildings and those projects which could be clearly demonstrated as enabling the more efficient utilization of existing facilities and buildings. As previously mentioned, we have also recommended the approval of the establishment of the additional forestry work camp which we believe would be productive of considerable savings in the support, maintenance and housing of the inmates scheduled for the new site.

ITEM 404 of the Budget Bill

Budget page 1042
Budget line No. 23

For Acquisition of Real Property, Division of Forestry, From the Capital

Outlay and Savings Fund

Amount budgeted	\$15,361
Legislative Auditor's recommendation	15,361
Reduction	None

ANALYSIS

During the 1952-53 Fiscal Year, the Division of Forestry hopes to be able to acquire approximately 15 sites totaling about 53 acres upon which to build permanent fire suppression stations in replacement of sites which are presently being leased. The sites to be acquired average from two to five acres, and we believe that the State is well justified in owning sites of this type rather than in leasing. The total cost of purchase is estimated at \$37,550 of which \$22,189 is still available from Item 362 of the Budget Act of 1949. We recommend approval of this item as requested.

ITEM 405 of the Budget Bill

Budget page 1042
Budget line No. 38

For Major Construction, Division of Forestry, From the Capital

Outlay and Savings Fund

Amount budgeted	\$596,591
Legislative Auditor's recommendation	300,290
Reduction	\$296,301

ANALYSIS

This item consists of three major projects as follows:

a. Construction of fire control stations	\$212,036
1. Kelsey-Cobb	\$35,920
2. Glen Ellen	35,920
3. Alta	30,756
4. Fort Millerton	27,020
5. Witch Creek	18,250
6. Lassen Lodge	25,940
7. Gonzales	38,230

These projects are part of the long-range program of the Division of Forestry for the replacement of its temporary so-called "rag" camps with reasonably substantial permanent buildings. In the past much of this construction was performed by Division of Forestry personnel without labor charge with the exception of such artisan labor as was required. More recently pressure from labor unions has forced either the contracting of such projects or construction entirely by paid artisan labor.

In the item for minor construction immediately following, there has been provided for each of these projects amounts necessary to establish water supply systems and power supply systems for each of these fire control stations. Since, in most cases, there is always some doubt as to the availability of water, we believe that such problems should first be solved before appropriations for the construction of these stations is requested. In view of this fact, and because facilities are already available even though they are temporary, we recommend that these projects be deferred.

b. Construction of 60-man forestry work camp

\$337,055

The Division of Forestry recently completed the last of six work camps to be manned by inmates of the California Department of Corrections. The program offered at these camps appears to be highly beneficial to the inmates and is productive of work projects which are of considerable value to the Division of Forestry and the State. The capital investment per inmate is considerably less at one of these work camps than at a formal correctional institution.

When the recently completed six camps were first requested, it was understood that they would be constructed by the use of as much inmate labor as was possible with the only paid labor being such artisans as were required to supervise the inmate labor. The actual construction, however, became involved in considerable difficulties with labor unions and it was found in most cases that inmate labor could not be used and paid artisans had to be employed throughout. We believe that such action was distinctly contrary to the purpose for which these camps are intended and was contrary to the understanding of the Legislature. Consequently, we recommend that this project be approved with a reduction of \$84,265, or approximately 25 percent of the estimated construction cost which was based on the use of artisan labor throughout. The reduction contemplates the use of the maximum amount possible of inmate labor. It is our understanding that 25 percent would represent a fair saving if the camp is constructed in that manner.

c. *Engineering, planning and inspection*-----\$47,500

This amount is needed to employ eight technical personnel and two clerical on a temporary basis to supervise, expedite and inspect all capital outlay construction during the 1952-53 Fiscal Year in the Division of Forestry. Since the Division of Architecture turns all projects of this type over to the Division of Forestry for construction, the latter division is required to provide the same service that the Division of Architecture would otherwise provide and charge for. We believe the amount is justifiable and, consequently, we recommend approval as requested.

ITEM 406 of the Budget Bill

Budget page 1042
Budget line No. 66

For Minor Construction, Improvements, Repairs, and Equipment, Division of Forestry, From the Capital Outlay and Savings Fund

Amount budgeted -----	\$326,709
Legislative Auditor's recommendation-----	326,709
Reduction -----	None

ANALYSIS

This item will provide for numerous projects of repairs, alterations and minor construction at forestry field stations and forestry work camps, needed either to replace inadequate or hazardous buildings or to expand existing facilities in order to efficiently accommodate personnel and equipment. We have examined all projects in great detail and we are satisfied as to the need and the propriety of the cost estimates involved. Most of the projects will, we hope, be constructed by forestry personnel on a contributed labor basis, with some paid artisan labor for supervision and instruction. Consequently, we recommend approval of this item as requested.

ITEM 407 of the Budget Bill

Budget page 1043
Budget line No. 25

For Minor Construction, Improvements, Repairs, and Equipment, Division of Mines, From the Capital Outlay and Savings Fund

Amount budgeted -----	\$4,000
Legislative Auditor's recommendation-----	4,000
Reduction -----	None

ANALYSIS

This item will provide for two minor projects of improvements and repairs needed to prevent further deterioration or to enable the more efficient utilization of existing facilities. The projects have been examined in detail and we are satisfied both as to the need and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

RECLAMATION BOARD

ITEM 408 of the Budget Bill

Budget page 1082
Budget line No. 66

For Acquisition of Rights of Way for the San Joaquin River Flood Control Project, State Water Resources Board, From the Flood Control Fund of 1946

Amount budgeted	\$250,000
Legislative Auditor's recommendation	250,000
Reduction	None

ANALYSIS

This item will be allocated to the State Water Resources Board for reallocation to the Reclamation Board in order to provide for appraisals, surveys, and acquisition of flowage easements to accommodate releases from the Friant Dam. We believe that this is an important and necessary project and, consequently, we recommend approval of the item as requested.

DEPARTMENT OF VETERANS AFFAIRS

Veterans' Home of California

The capital expenditure program proposed for the Veterans' Home in the 1952-53 Budget totals \$1,607,525 payable from the Capital Outlay and Savings Fund and requiring legislative appropriation in the 1952 Budget Act. Major construction will total \$1,557,880 and minor construction \$49,645.

For the five-year period from the Fiscal Year 1947-48 to 1951-52, the Veterans' Home will have expended or committed approximately \$6,895,455 for both major and minor construction. For the same period, the average member population rose from 1,194 to an estimated 1,673 in the 1951-52 Fiscal Year. We do not have a record of the actual bed capacity for years prior to the 1948-49 Fiscal Year at which time it was 1,325. With the completion of buildings already under construction or already financed, the capacity is estimated to be 2,133 by the end of the 1952-53 Fiscal Year, which is in contrast to the estimated population of 1,844 for that same year.

In reviewing the projects proposed in the 1952-53 budget for the Veterans' Home, we have taken into account the fact that the ultimate capacity of the institution, which has been set at 3,200, is a more or less arbitrary figure based upon a master plan which apparently assumed certain limitations in the site. We also took into consideration the fact that this institution is, in effect, a duplication or substitution of facilities which should be a federal responsibility. The fact that current economic conditions are highly unfavorable to the major, permanent type of construction involved in the program of the Veterans' Home, was also taken into consideration. Consequently, we have recommended generally that all projects be deferred which were not clearly an urgent need for the continued operation of the home at its present level.

ITEM 409 of the Budget Bill

Budget page 1086
Budget line No. 12

*For Major Construction, Veterans' Home of California, From the
Capital Outlay and Savings Fund*

Amount budgeted	\$1,557,880
Legislative Auditor's recommendation	291,151
	<hr/>
Reduction	\$1,266,729

ANALYSIS

This item consists of a schedule of eight major projects as follows:

a. Preparation of preliminary plans.....\$30,000

This project is in line with our recommendation of the past several years for adequate preliminary planning and study of construction projects to be presented to the Legislature for consideration. Consequently, we recommend approval of this project as requested.

b. Construct and equip convalescent and chronic barracks.....\$1,054,650

This project was previously deferred by the Legislature in 1951 because of the fact that economic conditions were extremely unfavorable for construction. We believe that the same condition still exists. Furthermore, it should be pointed out that the construction of additional capacity of the Veterans' Home is entirely a matter of policy since there is almost no limit to the capacity that could be provided if all potential demands were to be met. We believe that this facility is duplicating and substituting for the responsibility of the Federal Government. Consequently, *we recommend that the project continue to be deferred.*

We would like to point out that the estimate of construction cost includes 4½ percent for planning and design despite the fact that this building would be an exact duplicate of an existing unit and that, consequently, 1 percent should be ample.

c. Install 500-horsepower boiler, including structural changes.....\$186,800

The increased load on the present boiler plant is due to the installation of additional capacity which includes the new women employees' building, the new women veterans' unit, the vocational training building, the new recreation center, which will go into construction in the next three or four months, and new domiciliary barracks. Unfortunately, an additional boiler cannot be installed in the building as it now stands. Consequently, it will be necessary to demolish the existing building while retaining the foundation, make necessary enlargements and rebuild the entire building. We recommend approval of this project, particularly since the acquisition of a new boiler will be somewhat of a long range project due to the scarcity of this type of equipment. *We also recommend that the amount be reduced by \$15,890, which represents 10 percent of the total construction cost as a contingency allowance in line with our general recommendation concerning these allowances.*

d. Construct portion of main road.....\$69,100

New buildings have been constructed at the north end of the reservation and it is necessary to provide roads to that area as well as to reroute some of the existing road since new buildings will eliminate portions of

the present access roads. We recommend approval of this project with a reduction of \$5,919, which represents 10 percent of the total construction cost as a contingency allowance in line with our general recommendation concerning these allowances.

e. *Alter and expand the clinical laboratory and eye, ear, nose and throat department*-----\$37,760

This project would involve a remodeling of the basement of the hospital to accommodate the necessary facilities which are now available only in a very inadequate and overcrowded way. We recommend approval of the project with the following reductions:

1. The total estimated project cost includes \$3,200, which represents 10 percent of the construction cost as a contingency allowance. We recommend that this amount be deducted in accordance with our general recommendation concerning these allowances.

2. We find that there was \$7,500 allocated in the 1950-51 Budget for work on the clinical laboratory which was not performed. We believe that this amount should be taken into consideration and the total request be further reduced to that extent.

f. *Construct central warehouse*-----\$94,950

This project is intended to replace limited temporary storage facilities. We find that there has been inadequate preliminary planning in connection with this unit and, consequently, we believe that the project should be deferred and complete preliminary plans and studies be prepared for consideration by the Legislature. While the present storage area is scattered and not entirely efficient, it would still continue to serve and the deferment of this project would not be a particular hardship on the institution.

g. *Improve remainder of existing cemetery*-----\$36,820

During the current fiscal year it is estimated that approximately one-half of the cemetery will have been completely improved with lawn planning and sprinkling system. This cemetery is no longer being used for new burials. Since there is a critical shortage of pipe and bronze for sprinkler heads, we can find no justification for proceeding with a project of this type at this time. Consequently, we recommend that the project be deferred for future consideration.

h. *Ground improvements*-----\$47,800

This project is intended to provide lawns and shrubs and the installation of a sprinkler system in the areas between the new mess hall, the old waitress' quarters east of the mess hall, and north to Company C barracks. The area involved is approximately 135,000 square feet.

While we agree that, ultimately, this work should be done, we would like to point out that the area in question has been used in its present condition for some years, and since economic conditions are distinctly unfavorable for this type of work, we believe that it should be deferred indefinitely or until such time as it can be undertaken under more favorable economic conditions.

ITEM 410 of the Budget Bill

Budget page 1086
Budget line No. 61

For Minor Construction and Improvements, Repairs, and Equipment, Veterans' Home of California, From the Capital Outlay and Savings Fund

Amount budgeted	\$49,645
Legislative Auditor's recommendation	49,645
Reduction	None

ANALYSIS

This item will provide for 12 projects of repairs, alterations, equipment replacement and minor construction needed either to bring the physical plant of the institution to a maintainable standard or to make possible the more efficient utilization of existing facilities. We have examined all the projects in detail and have been satisfied, both as to the need and the propriety of the cost estimates involved. Consequently, we recommend approval of this item as requested.

ITEM 411 of the Budget Bill

Budget page 1087
Budget line No. 39

For Major Construction, Price Increase, From the Capital Outlay and Savings Fund

Amount budgeted	\$12,000,000
Legislative Auditor's recommendation	12,000,000
Reduction	None

ANALYSIS

Chapter 42 of the Statutes of 1950 and Item 362.3 of the Budget Act of 1951, together appropriated funds totaling \$30,050,000 for the purposes of providing augmentations for projects funded prior to that time, but not yet under construction, and for projects in the 1951 Budget Act which had been based on a construction cost index of 600. The need for the augmentation was based on the fact that many of the earlier funded projects had been estimated on a cost index as low as 450 in some cases, whereas at the time of the passage of the augmentation legislation, the index was approaching 600 with every indication that it might go much higher. The use of these augmentation funds was intended to be limited to cost increase alone, and no increase in scope was to be financed thereby.

The projects being requested in the 1952-53 budget were estimated on the basis of a construction cost index of 650, whereas on January 1, 1952, the index had risen to 675. A further complication is the fact that some of the projects which had been funded several years before, but which have not yet gone to bid, are of such complex nature with extensive mechanical work that the effective index for these projects might possibly rise to 750 or beyond. Funded projects, which had not yet gone to bid as of January, 1952, amounted to approximately \$49,000,000 for both major and minor in all state agencies, exclusive of the University of California, and approximately \$16,000,000 in the University of California. Past experience has indicated that nonuniversity projects requiring augmentation had averaged about 19 percent increase over appropriated funds, whereas university projects had averaged 12 percent. On this basis, it would appear that the projects not yet gone to bid would require

approximately \$11,000,000 of augmentation. However, this does not take into account the fact that a number of these projects would require extremely high augmentations due to the fact that appropriations for them had been made quite a few years ago when the cost index was much lower. Consequently, a more realistic estimate would indicate that an amount closer to \$15,000,000 would be required for augmentation.

The capital outlay program, as presented in the Governor's Budget for 1952-53, contains approximately \$96,000,000 requiring new appropriations. Since these projects have been estimated on the basis of a 650 index, and there are indications that the current index of 675 may prevail for some time and might possibly go higher, it would appear that reasonable caution would dictate that an increase of at least 10 percent be anticipated. This would mean about \$9,600,000. This amount, added to the \$15,000,000 previously mentioned, would produce a total of \$24,600,000 of augmentation funds still needed. As of December 31, 1951, the previous augmentation funds had a balance of \$12,348,400 which would indicate that an additional appropriation of augmentation funds in an amount exceeding \$12,000,000 would be needed. However, in view of the fact that certain projects will probably not be permitted to proceed under the regulations of the National Production Authority and that certain projects may experience difficulties in obtaining materials otherwise, we believe that this figure may safely be rounded to \$12,000,000.

In our analysis of the capital outlay program for the 1952-53 Fiscal Year, we have recommended many deferments which, if concurred in by the Legislature, would result in a considerably reduced need for additional augmentation funds. Nevertheless, we recommend that this amount be appropriated since it would remain in the Capital Outlay and Savings Fund under the control of the Department of Finance and could not be used for any purpose other than that of defraying the increase in cost of capital improvement projects. Any unexpended balances would, of course, always remain available for future construction projects by legislative action.

ITEM 412 of the Budget Bill

Budget page 1087
Budget line No. 52

For Miscellaneous Repairs, Improvements, and Equipment, Including Flood Damages at State Agencies, From the Capital Outlay and Savings Fund

Amount budgeted	\$1,000,000
Legislative Auditor's recommendation.....	1,000,000
Reduction	None

ANALYSIS

The Budget Act of 1951, by Item 362.4, provided \$4,000,000 for miscellaneous repairs, improvements, and equipment to be allocated by the Director of Finance on approval of the Public Works Board. The intent of this item was to provide funds for a large amount of deferred maintenance at all state institution plants which could not, at that time, be anticipated in detail but was in the process of being surveyed by a special team from the Division of Architecture. Most of that item has now been allocated, but unfortunately, the surveys disclosed a more extensive

plant deterioration than was anticipated, and consequently, the \$4,000,000 has not been sufficient to cover the entire program.

The item being requested now would take up the balance of that program as well as provide some money for unexpected flood damage at various state agencies. The money cannot be expended except upon allocation by the Director of Finance and the Public Works Board. Consequently, we recommend that this item be approved as requested.

ITEM 413 of the Budget Bill

Budget page 1088
Budget line No. 27

For Transfer to the Capital Outlay and Savings Fund From the General Fund

Amount budgeted	\$86,573,895
Legislative Auditor's recommendation	86,573,895
Reduction	None

ANALYSIS

This item represents an augmentation to the Capital Outlay and Savings Fund needed to finance the projects contained in the Governor's Budget for the 1952-53 Fiscal Year. While generally we have recommended deferment of many of the items contained in the program because of lack of preliminary planning and excessive costs under current economic conditions, we recognize the fact that a program totaling approximately the same amount will eventually be needed. Consequently, in the interest of assuring that such a program can be financed, we recommend that these funds be transferred as requested.

LOCAL ASSISTANCE

**Department of Education
EQUALIZATION AID**

ITEM 414 of the Budget Bill

Budget page 1090
Budget line No. 29

For Additional Equalization Aid to School Districts From the General Fund

Amount requested	\$12,000,000
Estimated to be expended in the 1951-52 Fiscal Year	None
Increase	\$12,000,000

ANALYSIS

This is a new item which is in the Budget Bill for the first time. It is to provide additional equalization aid to school districts over and above that provided by existing law, to be distributed in accordance with a formula which is to be presented to the Legislature by the Governor.

Until the details of the proposal are made available, we have no recommendation on this item.