

License Plates—Continued

ANALYSIS

This is a partial payment to Correctional Industries for the 1956 license plates. New license plates are issued every five years. This advance payment permits time for purchase of steel and preliminary work.

We recommend approval.

**Department of Motor Vehicles
DEFICIENCY PAYMENTS**

ITEM 182 of the Budget Bill

For Payments of Deficiencies in Appropriations for the Department of Motor Vehicles From the Motor Vehicle Fund

Amount requested ----- \$100,000

RECOMMENDATIONS

Amount budgeted ----- \$100,000
Legislative Auditor's recommendation ----- 100,000

Reduction ----- None

ANALYSIS

The Department of Motor Vehicles is prohibited by law from creating deficiencies. The emergency fund is available only to General Fund agencies. The Department of Motor Vehicles is supported from special funds and is not eligible to use the emergency fund. We believe this large agency should have recourse to an additional appropriation in case of unforeseen emergencies.

We recommend approval.

DEPARTMENT OF FISH AND GAME

ITEM 183 of the Budget Bill

Budget page 665
Budget line No. 48

For Support of the Department of Fish and Game From the Fish and Game Preservation Fund

Amount requested ----- \$6,843,399
Estimated to be expended in 1953-54 Fiscal Year ----- 6,385,056

Increase (7.2 percent) ----- \$458,343

Summary of Increase

	Total increase	INCREASE DUE TO			Budget page	Line No.
		Work load or salary adjustments	New services			
Salaries and wages	\$212,557	\$172,705	\$39,852		688	52
Operating expense	233,540	223,540	10,000		688	53
Equipment	16,713	11,868	4,845		688	54
Additional reimbursements	—4,467	—4,467	---		688	69
Total increase	\$458,343	\$403,646	\$54,697		688	71

RECOMMENDATIONS

Amount budgeted ----- \$6,843,399
Legislative Auditor's recommendation ----- 6,802,643

Reduction ----- \$40,756

Department of Fish and Game—Continued

ANALYSIS

The Department of Fish and Game is proposing for the 1954-55 Fiscal Year a budget which represents some expansion, primarily because of increased work load, but also some expansion in service due to the operation of new or expanded facilities and the initiation of new research programs. The cost of this proposal is estimated at \$6,843,399, exclusive of state contributions for employees' retirement, constituting an increase of \$458,343 or approximately 7.2 percent over the amount estimated to be expended for the current fiscal year.

Approximately 75 percent of the increase occurs in the new regional organization and is about equally divided between salaries and wages, and operating expenses. The salaries and wages increase is largely the result of normal merit salary adjustments, and a lower anticipated turnover in personnel, and for eight additional positions needed for new or expanded facilities and for increased work load. Increased operating expenses are entirely attributable to the cost of maintaining and operating a steadily expanding plant resulting from the expenditures made by the Wildlife Restoration Board. For instance, the cost of light, heat, water, and power throughout the five regional organizations is estimated to be increased by approximately \$38,000 over the current fiscal year. Repairs and maintenance of structures is estimated to be increased by approximately \$60,000. Maintenance costs are now included in the operations budget instead of in minor capital outlay. Automobile operation is estimated to increase by \$28,000, due to additional personnel and expanding fish planting operations. In lieu taxes to counties is estimated to increase by approximately \$8,000, as a result of increased acreages in cooperative hunting areas, which bring in revenue to the Department of Fish and Game.

The balance of the over-all increase is, to a considerable extent, chargeable to increased costs in the staff operations function. This function carries the cost of fish food for the entire fish hatchery operation throughout the State and, since increased fish production is forecast, it necessarily follows that additional fish food will be required. This item alone shows an increase of almost \$50,000 over the current fiscal year, and over \$160,000 more than the 1952-53 Fiscal Year. The increased fish production records seem to justify the additional cost of food.

Expenditures for equipment for the 1954-55 Fiscal Year, in both the replacement and additional categories, is proposed at \$353,191 for all functions of the Department of Fish and Game. The original proposal of the Department of Fish and Game for equipment purchases was over \$530,000 which, after being intensively screened by the Department of Finance, the Department of Fish and Game and our office, resulted in a reduction to the figure mentioned above. Following under specific headings are our recommendations concerning possible savings in the budget of the department, studies needed to increase efficiency or make additional savings, and changes in policy.

Headquarters Library

The headquarters operation of the Department of Fish and Game includes a library which occupies in excess of 1,300 square feet of

Department of Fish and Game—Continued

space which is leased at a comparatively high rental. In addition, two permanent employees are assigned full time to its operation. We believe that the proximity of the headquarters to the extensive facilities of the state library should obviate the necessity for the operation of a full-scale library. It would appear that personnel assigned to the headquarters facilities could store routinely used reference works in the individual offices or near desks, and other library matter could be obtained from the state library as required. Accumulated data and excess copies of departmental communications could be stored on a regular stock room basis without the services of specialized library personnel. The elimination of this central library would release expensive space and eliminate two positions, at a salary savings of \$5,756, plus applicable operating expenses. We recommend, therefore, that consideration be given to the discontinuance of the library.

Hunters and Trappers

This office, in cooperation with the Department of Finance, the Department of Fish and Game, and a representative of organized sportsmen, has made several studies which indicate the desirability of eliminating hunting and trapping of predatory animals as a direct departmental function and substituting therefor a contractual arrangement with the United States Fish and Wildlife Service. The studies also indicate that the presently employed hunters and trappers of the Department of Fish and Game devote approximately 40 percent of their time to many types of work other than actual hunting and trapping. A need is also indicated for a class of low echelon worker having a very broad specification as to duties and qualifications. Consequently, we recommend the elimination of the 37 hunter and trapper positions included in the budget request for the 1954-55 Fiscal Year, at a total cost of \$135,145 for salaries and wages. In addition, we estimate that operating expenses for these positions would probably be approximately \$50,000, which should also be deleted. In place of these positions, we recommend an increase in operating expenses of \$100,000 to cover contractual hunting and trapping services to be supplied by the United States Wildlife Service, and the addition of 15 positions, at a cost of approximately \$50,000 for salaries and wages and minor operating expenses. The apparent savings would be approximately \$35,000. However, we wish to point out that a considerable number of vehicles will be eliminated by this change, which would represent a considerable capitalized value, and additional savings would be made by reason of reduced state contributions to the Employees' Retirement Fund.

Printing

The printing of periodicals and magazines in the Conservation Education Division of the Department of Fish and Game has been a major operating cost in this activity for a number of years. For the current fiscal year it is estimated that \$50,000 will be expended for this purpose, and for the 1954-55 Fiscal Year this amount will be increased to \$60,000. We believe, first of all, that reductions can be made in this expenditure by the elimination of certain types of publications and by the reduction in the number of copies printed of each publication. For instance, we would question the necessity to print 5,000 copies of the quarterly

Department of Fish and Game—Continued

titled *California Fish and Game*, which is distributed without charge, either for the cost of publication or for the cost of mailing. We would question, also, the need for the department to publish a weekly news release, which is widely distributed. We suggest that any newsworthy items developed by the department could receive adequate distribution through the news wire services. In fact, the willingness of these services to accept and distribute these news releases would be a good measure of their newsworthiness.

Secondly, we question the justification for the distribution, *without charge*, of many of the periodicals and other publications prepared by the Department of Fish and Game. For instance, in the State Division of Mines, which is wholly a General Fund supported agency, technical periodicals and other publications prepared by the division are sold at cost of publication and not generally distributed free. In the case of the Department of Fish and Game, which is supported by special license fees which we believe were primarily assessed for the purpose of providing, increasing and protecting fish and game for the benefit of sportsmen, we can see no reason why money from fees should be diverted to the dissemination of free literature, either to those paying the fees or to others. Consequently, we recommend that a study be made of all of the publications of the Department of Fish and Game with a view to determining which of them may properly be distributed for, at least, the cost of publication.

Conservation Education

The Conservation Education Section of the Department of Fish and Game is proposed to be operated during the 1954-55 Fiscal Year at a cost of \$183,820, which is approximately \$21,000 more than the amount estimated to be expended during the current fiscal year. The increased cost is primarily for additional printing expenditures for periodicals and magazines and for additional photography items which are principally motion picture films to be shown to sportsmen's organizations, chambers of commerce, et cetera. We believe that the entire concept of conservation education in this department should be seriously reviewed to determine whether such a cost for this function is positively justified. We suggest that appreciation for the need for conserving our fish and game resource should be taught primarily in the school system of the State of California. We seriously question the value of the talks, motion pictures and periodicals that are distributed to sportsmen's organizations. Since there is a steadily increasing gap between the expenditures of the Department of Fish and Game and its revenue, we believe that serious consideration should be given to reducing the cost of this function.

Telephone Charges

The cost of long distance telephone service has risen rather sharply since the advent of the regional organization. For instance, during the 1952-53 Fiscal Year, before the regional organization began functioning, the total of long distance charges was \$27,241; for the 1953-54 Fiscal Year it is estimated at \$37,626, and for the 1954-55 Fiscal Year, it is proposed at \$38,056. This is an increase of almost \$11,000, which is entirely attributable to the regional organization. We believe that the regions should resort to the use of the long distance telephone only in

Department of Fish and Game—Continued

connection with the most urgent business, and that otherwise the regional managers should make the necessary decisions or they should make more use of the mails if communication with departmental headquarters is necessary. We would also like to point out that within each region there is a considerable degree of intracommunication among the various establishments by personnel traveling on regional business. This, too, should help to reduce the use of long distance calls. We recommend that this particular item receive intensive study and that the Department of Fish and Game instruct all its personnel to review carefully all needs for long distance communications.

Auto Operation and Travel Expense

A preliminary review of the total automobile mileage traveled in the Department of Fish and Game and costs of travel, i.e., per diem allowances and railroad and airplane fares, seems to indicate that an excessive amount of mileage is being run up by the department and concurrently the cost of travel appears to be excessive. In the 1952-53 Fiscal Year, the department traveled a total of 10,390,000 miles by automobile at a cost of \$408,856 for automobile operation. This was accomplished by a total fleet of 582 cars and trucks, or an average of 17,853 miles per vehicle. At the same time, there were approximately 551 employees who could conceivably drive a car on department business. This number of personnel was arrived at by subtracting those positions that were unquestionably clerical in nature. This means that for every employee who could conceivably drive a car on state business, there was traveled 18,857 automobile miles. For the 1954-55 Fiscal Year, the total cost of automobile mileage has increased to \$495,107, and the total mileage traveled is estimated at 11,523,038, with 707 pieces of equipment. We calculate that in this instance there will be approximately 616 employees who could conceivably drive a piece of automotive equipment, and the average mileage for these would be approximately 18,700 miles annually. We would like to compare the latter figure with the Highway Patrol, wherein 1,517 uniformed employees are estimated to travel 27,180,000 miles for the current Fiscal Year, or an average of slightly less than 18,000 miles per employee. The Highway Patrol is on a year-long, day-in-day-out operational basis, and most of its work is actually accomplished by vehicles on the move. We would like also to point out that of the 616 Department of Fish and Game employees who could conceivably drive cars or other vehicles, many would seldom, if ever, have such an opportunity. This would raise the mileage per individual, per year, to a still higher figure. We suggest that such a great annual mileage per employee indicates too much time being spent in driving and probably not enough time in actual work. We recommend that an intensive study be undertaken during the ensuing Fiscal Year by both the Department of Finance and the Department of Fish and Game to determine to what extent mileage and costs can be reduced. The same situation holds true with regard to travel costs, which are comparatively high and should also be studied.

Research

The Department of Fish and Game has for many years undertaken research programs of various types in connection with fresh water fish,

Department of Fish and Game—Continued

marine fish, game animals, and game birds. The staff of technical people, involved in the research, consisting of fisheries biologists, aquatic biologists, marine biologists, game biologists and parasitologists has remained at substantially the same level for a number of years. In the 1951-52 Fiscal Year, there were 66 positions of the categories mentioned above. In the 1954-55 Fiscal Year, there would be 63.5 positions in these categories. However, it should be pointed out that in the past, certain of these technical positions actually carried on managerial functions, for which supervisor and manager positions have been created in the new organization, so that the apparent reduction in the number of these positions does not indicate that there has actually been a reduction in the number of scientific personnel over the past three years.

It is our understanding that many of the research programs were started years ago on the assumption that they were to last only a few years in order to develop certain information. In most cases, these programs have continued on year after year, and much of the information developed and the data compiled appears to indicate that there is a tendency to develop information and data which has failed to increase or sustain the yields of various fish and game species. Actually, the Department of Fish and Game is an operating agency in the propagation and harvesting of natural products, in much the same way as a large farming or ranching operation. As such, we do not believe that it should engage in research.

Furthermore, research in biological, chemical, oceanographic, and related fields, has now become so complex that the best work can only be done by teams of scientists representing many fields of science, and not just biology alone.

Consequently, we recommend that a comprehensive study be undertaken, possibly cooperatively among the Department of Fish and Game, the Department of Finance, and perhaps the University of California, to evaluate the research programs now underway in the Department of Fish and Game, with a view to the possible elimination of those programs not bearing on immediate needs and thereby, perhaps a reduction in the number of scientific personnel now employed by the department.

General Comment

The Department of Fish and Game was established by Chapter 715 of the Statutes of 1951, prior to which it was a division in the Department of Natural Resources. In the Fiscal Year 1950-51, the then Division of Fish and Game had 734 authorized positions. In the current Fiscal Year, the Department of Fish and Game has 827 authorized positions, an increase of 93 positions over a four-year period. Of this increase, approximately 30 positions represent the establishment within the Department of Fish and Game of an accounting service which, prior to the assumption of departmental status, was performed by the Department of Natural Resources on a reimbursement-of-cost basis. Of the remaining increase in positions, most are directly the result of increased fish production facilities, increased programs of stream clearance and improvement, increased game farm operations, and expanded refuges and shooting areas. This plant expansion is entirely attributable

Department of Fish and Game—Continued

to the expenditure of the \$12,000,000 in race track funds provided by the Legislature for the specific purpose of increasing and improving the physical facilities of the Department of Fish and Game. All of the impact of this \$12,000,000 is not yet felt, since many of the projects financed by this money are still in the process of construction and may be counted upon to create future needs for additional operating personnel.

In view of the fact that the steadily increasing gap between revenue and expenditure in the Department of Fish and Game will inevitably lead to the consideration of increased license fees, we believe that any increases that may be determined in the future should be thoroughly considered at the present time in order to point out the fundamental reasons for the need for an increase. This of necessity we believe should consider the relationship between benefits provided to fresh water fishermen as against salt water fishermen, and the relative cost of these benefits. The increases suggested are only for the purpose of indicating the need for economy now or additional revenue later.

The probable number of fishing licenses in the 1954-55 Fiscal Year will be approximately 1,300,000. Using this number as a basis we suggest that revenue can be increased by raising the fee from \$3 to \$4 for a combination fresh and salt water fishing license and providing a license for salt water fishing only at \$3. Since there are about 300,000 salt water fishermen, we could expect additional revenue of at least \$1,000,000 annually. We suggest also that hunting licenses could be increased from \$3 to \$4 which would produce about \$600,000 in additional revenue. These additional amounts would provide ample coverage for the deficits and future expansion.

Department of Fish and Game

**GAME MANAGEMENT IN COOPERATION WITH THE FEDERAL GOVERNMENT
AS PROVIDED BY THE PITTMAN-ROBERTSON ACT**

ITEM 184 of the Budget Bill

Budget page 665
Budget line No. 65

For Support of Game Management in Cooperation With the Federal Government as Provided by the Pittman-Robertson Act From the Fish and Game Preservation Fund

Amount requested	\$196,280
Estimated to be expended in 1953-54 Fiscal Year	238,330
Decrease (17.64 percent)	<u>\$42,050</u>

RECOMMENDATIONS

Amount budgeted	\$196,280
Legislative Auditor's recommendation	196,280
Reduction	None

ANALYSIS

The State Department of Fish and Game carries on a program of construction and improvements in the field of game management. The cost of this program is borne 75 percent by the Federal Government

Game Management—Continued

under the provisions of the Pittman-Robertson Act, and 25 percent by the State.

The scope of the program will be reduced slightly due to a reduced federal allocation for the 1954-55 Fiscal Year.

We feel this slight reduction will not materially distort the planned program. Consequently, we recommend approval of the item as requested.

**Department of Fish and Game
FISHERIES MANAGEMENT IN COOPERATION WITH THE FEDERAL GOVERNMENT
AS PROVIDED BY THE DINGELL-JOHNSON ACT**

ITEM 185 of the Budget Bill Budget page 666
Budget line No. 9

For Support of Fisheries Management in Cooperation With the Federal Government as Provided by the Dingell-Johnson Act From the Fish and Game Preservation Fund

Amount requested	\$59,683
Estimated to be expended in 1953-54 Fiscal Year.....	48,223
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Increase (23.7 percent)	\$11,460

RECOMMENDATIONS

Amount budgeted	\$59,683
Legislative Auditor's recommendation.....	59,683
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Reduction	None

ANALYSIS

This item is financed in the same manner as provided for game management in the previous item. The federal authority is contained in the Dingell-Johnson Act. The actual work performed under this program is carried on by the State Department of Fish and Game and will be increased slightly for the 1954-55 Fiscal Year, which is reflected by the increase of \$11,460 in the State's share.

We recommend approval of the item as requested.

**Department of Fish and Game
PACIFIC MARINE FISHERIES COMMISSION**

ITEM 186 of the Budget Bill Budget page 666
Budget line No. 17

For Support of Pacific Marine Fisheries Commission From the Fish and Game Preservation Fund

Amount requested	\$16,500
Estimated to be expended in 1953-54 Fiscal Year.....	16,500
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Increase	None

RECOMMENDATIONS

Amount budgeted	\$16,500
Legislative Auditor's recommendation.....	16,500
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Reduction	None

Pacific Marine Fisheries—Continued

ANALYSIS

This item provides for the payment of California's share of the operating budget of the Pacific Marine Fisheries Commission. The expenses of the commission are shared proportionately by the states of Washington, Oregon and California. The amount each state contributes is based on the value of the states' anticipated catch for the year.

The purpose of the commission is to promote conservation of the marine resources and to encourage uniformity among the three states in the methods and operations of the marine fisheries industries in each state.

We recommend approval of the item as requested.

**Department of Fish and Game
MARINE RESEARCH COMMITTEE**

ITEM 187 of the Budget Bill

Budget page 693
Budget line No. 7

For Support of Marine Research Committee From the Fish and Game Preservation Fund

Amount requested	\$100,000
Estimated to be expended in 1953-54 Fiscal Year	78,915
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Increase (26.7 percent)	\$21,085

RECOMMENDATIONS

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

ANALYSIS

The Marine Research Committee has the primary function of determining a program of research and allocating funds to contracting agencies performing this work.

The amount of research conducted has been determined by the availability of funds produced from the sardine privilege tax. The funds estimated for expenditure in the 1954-55 Fiscal Year are somewhat less than the anticipated revenue which will allow a slight surplus to accumulate.

Since the declining sardine catch is a matter of great concern to the marine fisheries industry of California, it would appear that the program is well justified. Consequently, we recommend approval of the item as requested.

DEPARTMENT OF NATURAL RESOURCES

ITEM 188 of the Budget Bill

Budget page 696
Budget line No. 39

For Support of Administration From the General Fund

Amount requested	\$272,020
Estimated to be expended in 1953-54 Fiscal Year	268,091
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Increase (1.5 percent)	\$3,929