

**Third Appellate District—Continued**

criminal appeals by indigents account for \$1,275 of the augmentation. The \$300 balance was for appeal record binders.

*We recommend approval of this item with the deletion of \$873 for temporary help.*

**District Courts of Appeal  
FOURTH APPELLATE DISTRICT**

ITEM 21 of the Budget Bill Budget page 13

**FOR SUPPORT OF THE DISTRICT COURT OF APPEAL, FOURTH APPELLATE DISTRICT, FROM THE GENERAL FUND**

Amount requested .....	\$255,326
Estimated to be expended in 1959-60 fiscal year.....	234,305
	<hr/>
Increase (9.0 percent) .....	\$21,021

**TOTAL RECOMMENDED REDUCTION.....** None

**ANALYSIS**

The Fourth District Court of Appeal sits during a part of the year at Fresno. During the 1960-61 fiscal year it will move into quarters in the new State building there. Major one-time expenses included in this budget are:

Moving .....	\$1,800
Library .....	5,036
Furnishings .....	8,073
	<hr/>
Total .....	\$14,909

*We recommend approval of the budget as submitted.*

**GOVERNOR**

ITEM 22 of the Budget Bill Budget page 15

**FOR SUPPORT OF GOVERNOR FROM THE GENERAL FUND**

Amount requested .....	\$602,057
Estimated to be expended in 1959-60 fiscal year.....	\$602,407
	<hr/>
Decrease (0.1 percent) .....	\$350

**TOTAL RECOMMENDED REDUCTION.....** None

**ANALYSIS**

The Governor's budget maintains the existing level of activity for his office. Increases in expenditures, which are due to salary adjustments and purchase of an automobile, are partly balanced by decreases in operating expenses. Budget requests for the Offices of Consumer Counsel and Co-ordinator of Atomic Energy Development and Radiation Protection, which were established in the Governor's office by the 1959 Legislature, will appear as separate budget items in the 1960-61 fiscal year. If the Co-ordinator of Atomic Energy Development and Radiation Protection and his staff were included in the Governor's 1960-61 budget as in his 1959-60 budget, the salaries and wages item in the Governor's office would actually show an increase of \$17,281 or 3.8 percent.

*We recommend approval of this request.*

**Governor  
GOVERNOR'S RESIDENCE**

ITEM 23 of the Budget Bill

Budget page 15

**FOR SUPPORT OF THE GOVERNOR'S RESIDENCE  
FROM THE GENERAL FUND**

Amount requested -----	\$17,400
Estimated to be expended in 1959-60 fiscal year -----	17,400
<hr style="width: 100%;"/>	
Increase -----	None
<b>TOTAL RECOMMENDED REDUCTION</b> -----	<b>None</b>

**ANALYSIS**

This amount requested for internal operations of the Governor's mansion has not been changed since 1955.

*We recommend approval as budgeted.*

**Governor's Office  
SPECIAL CONTINGENT EXPENSES**

ITEM 24 of the Budget Bill

Budget page 15

**FOR SPECIAL CONTINGENT EXPENSES OF THE GOVERNOR'S  
OFFICE FROM THE GENERAL FUND**

Amount requested -----	\$7,500
Estimated to be expended in 1959-60 fiscal year -----	7,500
<hr style="width: 100%;"/>	
Increase -----	None
<b>TOTAL RECOMMENDED REDUCTION</b> -----	<b>None</b>

**ANALYSIS**

Since the amount requested is not subject to audit and we do not have a breakdown of expenditures, we are not able to analyze this item. This continues the same policy and the same amount appropriated in prior years.

*We recommend approval as budgeted.*

**Governor's Office  
OFFICE OF CONSUMER COUNSEL**

ITEM 25 of the Budget Bill

Budget page 17

**FOR SUPPORT OF OFFICE OF CONSUMER COUNSEL  
FROM THE GENERAL FUND**

Amount requested -----	\$64,034
Estimated to be expended in 1959-60 fiscal year -----	46,439
<hr style="width: 100%;"/>	
Increase (37.9 percent) -----	\$17,595
<b>TOTAL RECOMMENDED REDUCTION</b> -----	<b>None</b>

**ANALYSIS**

The Office of Consumer Counsel was established by the 1959 Legislature with responsibility to recommend legislation and submit reports pertaining to the promotion and protection of the people's interests as consumers. Since the Consumer Counsel is in process of setting up

Office of Consumer Counsel—Continued

the program, we have no basis for analyzing its workload and activities. We believe that a more adequate presentation of program and anticipated accomplishments should be made to the Legislature at the time this item is considered.

*The amount budgeted would appear to be a reasonable reflection of the Legislature's intent in establishing this program last year and we therefore recommend approval subject to the more adequate presentation of needs and program referred to above.*

**Governor's Office**

**OFFICE OF ATOMIC ENERGY DEVELOPMENT AND RADIATION PROTECTION**

ITEM 26 of the Budget Bill

Budget page 16

**FOR SUPPORT OF OFFICE OF ATOMIC ENERGY DEVELOPMENT AND RADIATION PROTECTION FROM THE GENERAL FUND**

Amount requested \_\_\_\_\_ \$31,060

**TOTAL RECOMMENDED REDUCTION** \_\_\_\_\_ None

**ANALYSIS**

This office was created by the 1959 Legislature as part of its program for atomic energy development and radiation protection with responsibility to coordinate activities and advise the Governor in this area. The coordinator is currently establishing his organization and activities; therefore, it is too early to appraise his operations. The budget request is based on extending the nine months of operations in the 1959-60 fiscal year to a full year basis in the 1960-61 fiscal year. It includes \$21,060 for salaries and wages, \$9,500 for operating expenses and \$500 for equipment. Estimated expenditures for this activity during the current year are shown in the Governor's budget. Costs for the current year include \$11,250 for a coordinator with related clerical assistance, and operating expenses.

*We recommend approval of this item as budgeted.*

**Governor's Office**

**STATE DISASTER OFFICE**

ITEM 27 of the Budget Bill

Budget page 18

**FOR SUPPORT OF DISASTER OFFICE FROM THE GENERAL FUND**

Amount requested \_\_\_\_\_ \$894,876

Estimated to be expended in 1959-60 fiscal year \_\_\_\_\_ 766,905

Increase (16.7 percent) \_\_\_\_\_ \$127,971

**TOTAL RECOMMENDED INCREASE** \_\_\_\_\_ \$9,980

**Summary of Recommended Increases**

	<i>Amount</i>	<i>Budget</i>	
		<i>Page</i>	<i>Line</i>
Add one instrumentation technician _____	\$4,980	19	58
Add operating expense category "Travel and moving expense for field hospital training" _____	5,000	20	54

## State Disaster Office—Continued

## ANALYSIS

The operation of a state disaster service now stands at a crossroads. We believe it has reached a point where the Legislature must make a decision as to the direction such an organization should take in the future.

If it is desired that the organization provide merely a mechanism for handling naturally caused disasters, ignoring military possibilities and leaving them to be handled entirely by local jurisdictions, then only a small cadre organization is necessary, one which will provide co-ordination of existing state and local services of various kinds. Such an organization could be maintained for perhaps \$100,000 annually.

However, if the State proposes to assume responsibility for civilian defense from a potential military disaster and to organize and prepare for it on a realistic basis, then that recognition must include clear lines of authority and responsibility. When, at the close of the 1959 Legislative Session, the Legislature reduced the budget proposed by the State Disaster Office for the 1959-60 fiscal year from \$1,063,842 to \$737,074, to secure needed economies in some places, the result was an organization well in excess of what was needed for simple, naturally caused disasters but lacking in certain respects to provide for a realistic approach to militarily caused disasters. For example, the reduction forced a cut-back in maintenance of widely dispersed radiological equipment and instrumentation to the point where this mass of technical material could not be depended upon if the need arose.

We believe that it is necessary for the State to remain in the business of preparedness for resumption of government, for restoration of the economy and for the giving of aid and direction to those of the State's citizens remaining after a military disaster. While the possibility of such a disaster may now be very remote, its potential character and magnitude are such that our very survival will be at stake and, hence, we have no choice but to continue to be prepared to a reasonably realistic degree.

The budget now proposed for the State Disaster Office for the 1960-61 fiscal year has restored, to a considerable degree the essential capabilities lost by the reduction in the 1959-60 fiscal year. However, we do not believe it achieves fully a minimum essential capability in maintenance and testing of critical radiological instrumentation. As proposed, the staff available for this service would consist of only four positions—two senior instrumentation technicians, one instrumentation technician and one instrumentation aid. It should be pointed out that these positions would be required to maintain and test the instrumentation contained in 105 widely dispersed trailers, each valued at over \$3,600, 16 mobile laboratories, each valued at over \$14,500, 12 communication vehicles and over 10,815 radiological kits, valued at over \$600,000 and widely dispersed among schools, hospitals, sheriffs' offices, etc. The minimum maintenance of such equipment, to assure its accuracy and dependability, has been stated to be not less often than once every eight months on the average. The four proposed positions are not adequate in our opinion to assure this. *Consequently, we recommend at*

## State Disaster Office—Continued

least one more instrumentation technician at \$4,980 annual starting salary plus the operating expenses necessary for such a position. This should enable the reopening of the southern shop. Incidentally, the bulk of the equipment is located in the southern part of the State. We would also add the recommendation that the possibilities of contract servicing of his equipment be fully explored. It may be that by obtaining some additional equipment to constitute a revolving pool, a contract maintenance service might be established to handle the equipment on something approaching a production line basis which could result in a more economical system.

Another area in which we believe the proposed budget is deficient involves the 115 200-bed packaged field hospitals, each valued at \$26,000 and stored in key locations over the State. These units are packed in numerous boxes and crates, more or less hermetically sealed so as to protect the contents from weathering for an indefinite period. This fact makes it impossible to use this equipment to train the people who will be called upon to set it up and operate it under emergency conditions. To assure that operating crews are adequately familiar with the contents of the boxes and trained in setting up the equipment quickly and efficiently, it is necessary to provide a demonstration or practice unit and to move it about the State so that all crews will receive training and orientation. The State Disaster Office has obtained two large semitrailer vans in which a complete hospital is stored in hinged cases permitting easy access and repacking. However, the movement of these vans on a reasonably dependable schedule requires the availability of funds to hire truck tractors as required, to permit the hiring of pickup labor to repack the vans and to provide adequate travel expense and per diem for state personnel to operate the training schedule and system. The proposed budget contains \$42,500 for travel expense statewide for all purposes. Since the effectiveness of most of the Disaster Office personnel depends on their "getting around" for liaison purposes, for co-ordination of local services and organizations and for training purposes, this amount is deficient, we believe. *Consequently, we recommend establishing \$5,000 in a special earmarked category to be used exclusively in facilitating the hospital training program.*

There is still another area in the State's disaster effort which is inadequate on the basis of a reasonable minimum capability. Certainly, the ability to disseminate a warning of impending attack and to communicate with large masses of the people following a disaster is one of the crucial services due the people of the State by its governmental agencies. For this purpose, the so-called "Conelrad" system has been established. The military considers the silencing of conventional radio and television stations essential both from the standpoint of eliminating "homing" effects for conventional enemy aircraft and eliminating possible interference with electronically controlled missile systems of our own. The Conelrad system is low powered and multidirectional and has the sanction of the military as a medium of mass dissemination of information.

## State Disaster Office—Continued

However, to be effective this system must possess certain minimum capabilities. When the alert is sounded and all stations leave the air and Conelrad comes on, there must be assurance that suitable messages will immediately be broadcast. The present system does not assure this capability because in some cases the stations would be required to put "precanned" messages on the air, which they are reluctant to do because of possible legal liability in the event of a false alert. In other instances the message would come from a state source over telephone wires which could be sabotaged or could otherwise fail. It appears then that a positive backup, radio or otherwise, is necessary to assure that messages from a state source will be immediately available for broadcast. Since basically the dissemination of a general alert is a federal responsibility, we believe that the OCDM should undertake to provide the backup assurance at federal expense.

A further deficiency in the Conelrad system is inherent in the fact that the transfer from conventional broadcast to Conelrad involves certain physical steps which are dependent on numbers of personnel. During planned exercise alerts this changeover has been accomplished in one to two minutes, primarily because all concerned were poised and ready. However, in the event of a genuine alert with no one anticipating the changeover, the actual process might take as long as 15 or more minutes. These could be extremely crucial minutes that should not be wasted. This problem could be alleviated by means of automatic devices installed in all the Conelrad stations which would accomplish the changeover almost instantaneously by the mere flick of a single switch. We believe that this too is a responsibility of OCDM and we recommend that the State Disaster Office make every effort to obtain this equipment entirely at federal expense.

It should be pointed out that the budget as proposed anticipates reorganizing the State into six regions instead of three but using only the same number of personnel now authorized for the three regions. It is believed that this will result in closer liaison with local disaster organizations and will reduce the amount of overnight travel by regional co-ordinators and assistant co-ordinators now made necessary by the large geographical area of each of the three regions. We believe this is a justifiable step which should result in a more efficient operation at a lesser cost.

Otherwise the budget as proposed appears to be the minimum needed to permit the State to adequately discharge its responsibilities in connection with the safety and well-being of its citizens in the event of a military disaster. To point up this responsibility we might cite the financial commitments of many local jurisdictions as indications of their interest in the subject. The total for the 1959-60 fiscal year is in the vicinity of \$3 million with such noteworthy instances as Los Angeles County at over \$431,000, San Diego County at over \$286,000, City of Sacramento and County of Sacramento at over \$243,000, City and County of San Francisco at over \$130,000, Contra Costa County at over \$98,000, etc. These figures do not include many instances of expenditure for civil defense or disaster purposes which are more or less

State Disaster Office—Continued

hidden in the general budgets of police and fire departments, public works and engineering departments.

**LIEUTENANT GOVERNOR**

ITEM 28 of the Budget Bill

Budget page 22

**FOR SUPPORT OF LIEUTENANT GOVERNOR  
FROM THE GENERAL FUND**

Amount requested .....	\$85,514
Estimated to be expended in 1959-60 fiscal year .....	80,405
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Increase (6.4 percent) .....	5,109
<b>TOTAL RECOMMENDED REDUCTION</b> .....	None

**ANALYSIS**

The Lieutenant Governor, in addition to carrying out his regular constitutional duties and assuming gubernatorial duties in the Governor's absence, has been increasingly active in servicing requests of private citizens and local governmental agencies seeking liaison with state government at the highest level. The 6.4 percent increase in this budget request reflects the additional workload imposed by this public service. The new position of secretary stenographer is commensurate with the heavier schedule of the Lieutenant Governor and will eliminate the need for temporary help. The \$1,831 increase for in-state travel expenses reflects public contacts in the field by staff assistants who will be relieved from routine office functions assumed by the new secretary stenographer.

*We recommend approval of the amount requested.*

**STATE EMPLOYEES' RETIREMENT SYSTEM**

ITEM 29 of the Budget Bill

Budget page 23

**FOR SUPPORT OF THE STATE EMPLOYEES' RETIREMENT SYSTEM  
FROM THE STATE EMPLOYEES' RETIREMENT FUND**

Amount requested .....	\$1,117,506
Estimated to be expended in 1959-60 fiscal year .....	918,538
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Increase (21.7 percent) .....	\$198,963
<b>TOTAL RECOMMENDED REDUCTION</b> .....	None

**ANALYSIS**

The 1959 Legislature introduced a major change in financing the administration of the State Employees' Retirement System. Theretofore, it had been a General Fund agency. Beginning with the 1959-60 Budget, it became a special fund agency, drawing its support from interest earned on the billion dollars in the State Employees' Retirement Fund and credited to the Retirement Fund Reserve.

Local government agencies which had contracted with the State Employees' Retirement System for coverage were formerly assessed a per capita service charge of about \$5 per member to cover adminis-