

District Court of Appeal, Fifth Appellate District—Continued

rent year's expenditures are now estimated at \$213,327, which is an increase of \$20,868 or 10.8 percent attributable to the substantial salary increase for judges granted by 1964 legislation.

Revenues received by the court for fiscal year 1963-64 and estimated for the current and budget years are as follows:

Fiscal year	Fee Revenues	Amount
1963-64		\$2,131 (actual)
1964-65		3,000 (estimated)
1965-66		3,000 (estimated)

ANALYSIS AND RECOMMENDATIONS

Since the level of service now provided by this court is to be continued into the budget year *we recommend approval as budgeted.*

POLICY OPTIONS

The San Diego and Fresno courts present opposite problems. The first has too much business, the latter too little. The Los Angeles court is reaching toward a point of expansion to accommodate increasing Los Angeles County business and cannot be of assistance to the other two courts.

We recommend therefore that the Judicial Council expedite its studies from which equalization of the workload of the appellate courts hopefully may come.

GOVERNOR

ITEM 24 of the Budget Bill

Budget page 17

FOR SUPPORT OF THE GOVERNOR
FROM THE GENERAL FUND

Amount requested	\$989,007
Estimated to be expended in 1964-65 fiscal year	963,978
Increase (2.6 percent)	\$25,029

TOTAL RECOMMENDED REDUCTION None

PROGRAM PLANS AND BUDGET

The Governor is the Chief Executive of the State of California.

The budget proposes an expenditure of \$989,007 for the 1965-66 fiscal year for the support of 78.9 positions and the maintenance of offices in Sacramento, Los Angeles and San Francisco.

The Constitution of the state grants broad powers to the Governor to conduct the following programs:

1. Plan, organize, direct, and coordinate the activities of state agencies and to appoint various state officers and members of boards and commissions.

2. Prepare and present to the Legislature the state budget outlining anticipated programs and the means by which they will be financed.

3. Report to the Legislature on the condition of the state and make various legislative proposals.

4. Approve or disapprove legislation adopted by the Legislature.

Governor—Continued

5. The budget proposes an expenditure of \$989,007 for the 1965-66 fiscal year which is \$25,029, or 2.6 percent over the estimated expenditure for the 1964-65 fiscal year.

REVIEW OF AGENCY ACCOMPLISHMENTS

The authority of the Governor is so broad that an evaluation of accomplishments can, for the purposes of this report, best be expressed in terms of the extent to which the budgeted positions and expenditures have reflected the actual manpower and costs of the office.

During the current year three new secretarial positions were added administratively in the Governor's office at an annual cost of \$53,000. A sum of \$22,781 was allocated from the Emergency Fund to finance the positions during the current year.

It should be noted that the Governor's office has consistently added positions, administratively, to its staff. The following table shows the number of positions budgeted and the number of positions actually filled. In each case the office has ended up with more positions than were originally proposed by the Governor and approved by the Legislature and Governor.

	1960-61	1961-62	1962-63	1963-64	1964-65	1965-66
Number positions budgeted -----	57.9	65.9	66.6	73.9	75.6	78.9
Number positions filled -----	66.4	66.6	74.2	75.2	79.6	-

ANALYSIS AND RECOMMENDATIONS

We recommend approval of the amount requested as budgeted.

Governor
GOVERNOR'S RESIDENCE

ITEM 25 of the Budget Bill

Budget page 17

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

Amount requested -----	\$17,400
Estimated to be expended in 1964-65 fiscal year -----	17,400

Increase -----	None
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TOTAL RECOMMENDED REDUCTION -----	None
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ANALYSIS AND RECOMMENDATIONS

This item finances the general operations of the Governor's residence and expenditures are not subject to audit. The amount requested has not changed since 1955-56.

We recommend approval as budgeted.

Governor

SPECIAL CONTINGENT EXPENSES

ITEM 26 of the Budget Bill

Budget page 17

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

Amount requested	\$15,000
Estimated to be expended in 1964-65 fiscal year	15,000
Increase	None

TOTAL RECOMMENDED REDUCTION None

ANALYSIS AND RECOMMENDATIONS

This item, titled special secret service expenses prior to 1956-57, is exempt from audit and has been available for use by the Governor since 1850. The amount requested for 1965-66 has remained the same since 1961-62.

We recommend approval as budgeted.

Governor's Office

OFFICE OF CONSUMER COUNSEL

Item 27 of the Budget Bill

Budget page 18

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

Amount requested	\$129,241
Estimated to be expended in 1964-65 fiscal year	125,307
Increase (3.1 percent)	\$3,934

TOTAL RECOMMENDED REDUCTION None

PROGRAM PLANS AND BUDGET

The office of the Consumer Counsel was created within the office of the Governor by Chapter 467, Statutes of 1959. The act outlined the following programs to be carried out by the counsel.

1. Advise the Governor as to all matters affecting the interests of the people as consumers.
2. Recommend to the Governor and the Legislature the enactment of such legislation as he deems necessary to protect and promote the interests of the people as consumers.
3. Conduct such studies as he deems necessary and render such reports as necessary.
4. Appear before governmental commissions, departments, and agencies to represent and be heard on behalf of consumers' interests.
5. Direct the activities of the 15-member advisory committee.

To carry out the programs outlined above the staff of the office of the Consumer Counsel consists of the counsel, 3 professional and 4.9 clerical positions.

REVIEW OF ACCOMPLISHMENTS

During the 1963-64 fiscal year the office expended \$110,289 in carrying the programs outlined above. This amount was \$12,665 less than the amount appropriated for the office.

Office of Consumer Counsel—Continued

1. During the past year the Consumer Counsel's office advised the Governor by means of reports and memorandums in the following areas: interest rates, food marketing, fair trade laws, pesticides, milk, and various administrative regulations required by several laws enacted in the 1963 session.

2. The office is presently preparing recommendations to the Governor on legislation as a result of its studies during the past year. During the 1963 General Session the counsel's office had prepared and introduced 31 pieces of legislation, 12 of which were passed and signed into law, 15 referred to interim study, and 4 were defeated.

3. The office conducted 12 studies during the past year in preparation of appearances before legislative or administrative hearings.

4. The staff of the office appeared before 10 legislative interim committees and 8 administrative hearing bodies on repeated occasions presenting testimony either voluntarily or upon request.

5. The 15-member advisory committee met four times during the past year and heard experts submit information on specific problems of consumers. The committee submitted a report to the Governor outlining problem areas.

During the current year the Consumer Counsel's office has \$128,349 available through the 1964 Budget Act appropriation and salary increase funds. The office anticipates expending \$125,307 for a saving of \$3,042.

ANALYSIS AND RECOMMENDATION

For the 1965-66 fiscal year the budget proposes an expenditure of \$129,241, which is \$3,934, or 3.1 percent, more than the amount estimated to be expended during the current year. There is no increased level of service proposed and the proposed budget is in line with established functions as reflected in the law and prior legislative approvals.

Accordingly, we recommend approval as budgeted.

POLICY OPTIONS

1. The present office of the Consumer Counsel consists of 8.9 positions, including 4 professional level positions and 4.9 clerical positions. In order to carry out the present activities of the office as listed above to the extent to which they are presently carried out, this size staff appears appropriate.

Should the Legislature desire to reduce the scope of the activity of this office and place greater reliance in those established agencies which have direct statutory responsibilities governing so-called consumer interests, it would be possible to eliminate 3 professional and 3.9 clerical positions for an annual saving of approximately \$100,000. Should this be done the Consumer Counsel could be added to the Governor's staff as another secretary to advise the Governor on all matters affecting the consumer. This type of advice is presently being given in many areas, such as by the Governor's human rights adviser.

2. If complete reliance were to be placed in regulatory agencies or other agencies concerned with "consumer interests," as well as in the Legislature's function of developing and considering legislation in the

Office of Consumer Counsel—Continued interest of the consumer, this relatively new agency could be eliminated entirely.

**Governor's Office
OFFICE OF ECONOMIC OPPORTUNITY**

Item 28 of the Budget Bill

Budget page 19

**FOR SUPPORT OF THE OFFICE OF ECONOMIC
OPPORTUNITY FROM THE GENERAL FUND**

Amount requested	\$62,431
Estimated to be expended in 1964-65 fiscal year	None
 Increase	 \$62,431
 Increase to improve level of service	 \$62,431

TOTAL RECOMMENDED REDUCTION None

PROGRAM PLANS AND BUDGET

The Office of Economic Opportunity is proposed for establishment in the Governor's office to advise the Governor on his responsibilities in relation to new federal legislation, Public Law 88-452, the Economic Opportunity Act of 1964. The office is being established to provide leadership in achieving the most effective systems for combatting poverty throughout the state, utilizing the resources of the Economic Opportunity Act plus the many existing federal, state and local programs.

Specific activities of the office as described in the budget will include:

1. Assurance of effective participation and cooperation of all state agencies with interest in the act.
2. The design of a statewide action program in behalf of migratory farm workers, Indians, and other unorganized poor groups in California to assure their participation in the act.
3. The development of effective liaison with regional offices of federal agencies responsible for administering various titles of the act.
4. The provision of information and support, upon request, to meetings of professionals, government officials, and agencies concerned with the act.

REVIEW OF AGENCY ACCOMPLISHMENTS

The office was established administratively during the current year with 15.5 positions. During the 1964-65 and 1965-66 fiscal years 90 percent of the total cost of this office will be financed from federal funds. For the current year the total estimated expenditure is \$445,109. Of that total amount \$400,598 will be federal funds and \$44,511 will be funds reported as expenditures in other budgets.

Contractual services account for the major portion of the activities of the office. The contractual services will be in two areas, program assistance and review, and project support. In the program assistance and review area a team consisting of approximately 8.5 man-years of state agency personnel on a full- or part-time contractual basis will provide appropriate program advice to the headquarters and field staff plus necessary intradepartmental coordination.

Office of Economic Opportunity—Continued

Much of the project support activities to local communities will be carried out through a variety of contractual services. For the current year a total of \$163,750 is budgeted for this purpose.

ANALYSIS AND RECOMMENDATION

A total of \$624,314 is proposed for the 1965-66 fiscal year. Of that total amount \$561,314 will come from the federal government and \$62,431 is proposed for appropriation from the General Fund. The total expenditure is \$223,716, or 55.8 percent more than is estimated to be expended during the current year. The costs reported for the current year are for 7.5 months of operation only.

This is a new agency in state government. The primary functions appear to be that of coordination of efforts of existing state agencies that work with the problems of the poor and exercising responsibility for approving and granting contract funds to local communities for various types of community projects. Of the total proposed expenditure of \$624,314 for the 1965-66 fiscal year, \$375,248 is budgeted for contract services.

Since this program is already in operation in the State of California with projects planned and approved prior to the session of the Legislature, we believe that the state has little alternative than to establish a facility within the state government to provide whatever coordination can be provided in connection with the Economic Opportunity Act. This act is extremely broad involving various kinds of direct and indirect relationships between the federal government, cities, counties, state agencies and even private associations. In this respect the act is different from many of the federal grant-in-aid programs which have as a primary requirement that all funds approved for a state be based upon an enabling statute adopted by the state and administered through a central state agency. Although this program was not initiated by the state, the complex nature of the relationships involved in planning and approving eligible projects and program requires some state facilities to undertake whatever coordination is possible under the circumstances. We believe this is properly in the Governor's office, at least at the present stage of the program.

We recommend approval of the budget as submitted.

**Governor's Office
DISASTER OFFICE**

ITEM 29 of the Budget Bill

Budget page 21

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

Amount requested -----	\$1,290,685
Estimated to be expended in 1964-65 fiscal year -----	1,344,100
Decrease (4.0 percent) -----	\$53,415
TOTAL RECOMMENDED REDUCTION -----	None

Disaster Office—Continued

PROGRAM PLANS AND BUDGET

The Disaster Office as a segment of the Governor's Office is basically an advisory and planning function with few direct operational responsibilities. As such, its staff is small and there is a considerable amount of "doubling in brass" since individuals must necessarily cut across program and staff lines to cover several bases. This makes program budgeting somewhat difficult, particularly the allocation of costs.

Nevertheless, the Disaster Office has tentatively divided its activities into three major programs.

1. Disaster Preparedness

This program consists of five segments or subprograms each intended to contribute to general statewide and local preparedness to meet all types of disasters and emergencies.

(a) *Disaster Plans Development*

This function consists of the development of a statewide plan for marshaling all or part of state government agencies and forces to meet limited or major, widespread disasters of any type—natural or war caused. Also, the plan is regularly reviewed and updated to meet changing circumstances, technology, and capabilities.

In addition, the function advises, assists in preparation, reviews and approves plans prepared by local jurisdictions—cities, counties, and regions. The cost of this function for the 1965–66 fiscal year is estimated at \$236,840 equally divided between state and federal support. This is a very minor increase over the current fiscal year.

(b) *Training and Test Exercises*

This function is largely to advise and give technical assistance to local jurisdictions in training both volunteers and local government employees in the many skills and techniques needed to help survivors following a disaster and to minimize damage and losses during a disaster. These include communications, shelter operation, radiological monitoring, first aid, medical aid, feeding, etc. A direct activity involves the holding of field hospital exercises in which a prototype, stored, field hospital is moved by vans to local areas, and local people unload, unpack, and set up a 200-bed field hospital complete with surgeries, X-ray, feeding facilities, mobile power supply, mobile water supply, etc. This is done under the guidance of Disaster Office staff who conduct many such exercises during the year. The cost of this activity for the 1965–66 fiscal year is estimated at \$36,000 which also is equally divided between state and federal support. This represents a significant decrease of approximately 25 percent below current fiscal year estimates.

(c) *Public Information*

This is a relatively minor but important activity designed to provide information both to the Governor and the Legislature and to the general public concerning the goals of the program, additional requirements and achievements in line with plans. In the 1965–66 fiscal year, the cost of this activity is proposed to be sharply reduced by elimination of some positions and assigning the responsibility directly to the office of the director. The total cost estimate is \$20,240 which is divided

Disaster Office—Continued

between state and federal support. This is somewhat less than half the estimate for the current fiscal year.

(d) *Administration of Federal, "Personnel and Administrative Expense Program"*

The State Disaster Office is responsible, as a sort of clearinghouse, to the federal government for federal matching participation in local jurisdictional programs of personnel and administrative expenses in connection with civil defense activities. This includes assurances that employees are hired under approved merit systems, that expenditures are properly audited, and that basic overall requirements are being met. This results in a significant dollar volume of federal aid to local governments. The cost of the activity is proposed for the 1965-66 fiscal year at a substantial increase over the current fiscal year. The estimate is \$71,872 which is about a 50 percent increase, shared equally by federal and state support.

(e) *Administration*

This activity represents a pro rata share of overall administration as applied to the Disaster Preparedness program. As such, we do not believe that it is in itself a subprogram but should instead be distributed on a pro rata basis among the other four subprograms of disaster preparedness. Nevertheless, the Disaster Office has chosen to present it as a separate subprogram. The proposed cost for the 1965-66 fiscal year is \$114,000 which is only slightly more than estimated for the current fiscal year. The federal sharing in this case is slightly less than half, about 48 percent. The federal government apparently does not recognize some of the minor costs included in overhead charges. The proposed cost represents about a 31 percent surcharge on the other four subprograms.

2. *Emergency Systems Development*

This program which consists of seven functions or subprograms is aimed at providing a broad range of facilities and services for emergency use at local and statewide levels.

(a) *Maintenance and Replacement*

The Disaster Office, both through its own purchases and by federal allocations, is responsible and accountable for a large volume of emergency equipment and supplies. These are all strategically located throughout the state and are generally under the custody and utilization of local governmental agencies or other state agencies. The inventory includes 103 fire pumpers which are being replaced at the rate of ten a year commencing with the current fiscal year, 29 rescue trucks, 16 radiological vans, 105 radiological trailers, 176 emergency hospital equipment sets, 680 first aid station equipment sets, 49 sanitation units, 51,000 radiological monitoring and measuring instruments, a number of miscellaneous emergency vehicles such as communications vans and a large stock of drugs and medical supplies. The latter includes blood transfusion bottles which have become obsolete and unusable and are being replaced on a four-year program basis starting with the current fiscal year. Obsolete, outdated and potency reduced drugs are also being replaced on a four-year basis starting with the current fiscal year.

Disaster Office—Continued

All of the equipment and supplies mentioned above must be constantly inventoried and checked for proper storage, usage, and maintenance. This plus replacement of units constitutes the workload of this important program.

The fire pumpers and rescue trucks are in constant use by local jurisdictions when their own equipment is occupied, as part of a broad mutual aid program. Units are manned and serviced by local personnel at no cost to the state. The severe fires in several parts of the state in 1964 saw an extensive deployment and use of this firefighting equipment.

The cost of this program for the 1965-66 fiscal year is estimated at \$625,542 which is about 20 percent less than anticipated for the current fiscal year. A substantial part of this cost is for the fire pumpers in which the federal government does not participate. As a result, the total cost is supported by the federal government only to the extent of about 27 percent with the balance being from state funds.

(b) Maintenance and Development of Emergency Communication Networks

This program is aimed at the development of a statewide emergency communications network which will permit the headquarters of the State Disaster Office to communicate with its regional offices, local civil defense offices, local firefighting systems, local law enforcement systems, and state firefighting and law enforcement systems.

This network will also permit communication between various local emergency service organizations. When the network and systems are fully developed it will have capabilities to permit, for example, the sheriff of one county to communicate directly with the sheriff of a distant county in the course of emergency operations when the State Disaster Office headquarters may have been put out of business permanently or temporarily for one of many reasons. In the event of a very serious statewide disaster, the maintenance of communications would be of the highest importance and priority and the existence and operational capability of a statewide radio network would be available in the event normal commercial systems were knocked out of action. The system, overall, depends on the existence and availability of the radio communication facilities of other state agencies, notably the State Division of Forestry and the State Division of Highways in addition to the various local fire and law enforcement networks all of which are already integrated or are in the process of being integrated into a statewide system. Another important part of the communications system relies on the "radio amateur civil emergency services" consisting of licensed amateur radio volunteers who are trained to participate in a statewide and nationwide emergency network.

The cost of the maintenance and development of this system for the 1965-66 fiscal year is estimated at \$390,000 which is about 11 percent higher than the cost estimated for the current fiscal year. This represents the continuation of the installation of equipment to develop the fire networks and the law networks toward the ultimate goal of making it possible for all 58 counties to communicate on the system. Federal participation in this amount will be slightly less than 50 percent.

Disaster Office—Continued

(c) Emergency Operating Center Development

The federal government through its Office of Civil Defense has made funds available on a matching basis to assist local civil defense organizations in the development of emergency operating centers. The local governmental jurisdictions in order to qualify must have an approved civil defense plan and an approved program for such emergency operating centers. The federal government has placed the responsibility for approval for such plans and programs as well as construction plans on the California Disaster Office. The engineering staff of the Disaster Office reviews plans for compliance with federal criteria and provides guidance and technical assistance in their development. Progress reports of construction are also reviewed by this engineering staff before submission to the federal agency.

For the 1965-66 fiscal year it is estimated that this service will cost about \$27,200 which is about 20 percent less than the amount estimated for the current fiscal year. The cost is equally divided between federal and state support.

(d) Engineering and Technical Assistance

This program differs from the one immediately preceding, which dealt with the development of emergency operating centers, in that it provides engineering and technical assistance to local civil defense organizations in problems of communications and radiological monitoring and control. For the most part, this service is rendered to local jurisdictions by the regional offices of the State Disaster Office rather than by the headquarters group.

The cost of this service for the 1965-66 fiscal year is estimated at \$21,200 which is about 50 percent greater than the amount estimated for the current fiscal year. To a considerable extent this is the result of the expanding local communications networks which require technical assistance at state level in order to assure their proper compatibility and integration into the statewide system. The cost is equally divided between state and federal support.

(e) National Fallout Shelter Survey

This program involves the establishment and stocking of fallout shelters which meet federal criteria. The work is carried on largely by local jurisdictions which receive federal aid for this purpose. However, local jurisdictions require guidance and information to assure that shelters, when so designated, meet the minimum federal requirements. In addition, the state agency maintains an overall record of all such designated shelters, statewide, including such information as their capacity, protection factor and available survival supplies. The regional offices of the State Disaster Office are principally concerned with this assistance program.

For the 1965-66 fiscal year the cost of the program is estimated at \$14,200 which is about 33 percent less than the amount estimated for the current fiscal year. The cost is equally shared by state and federal support.

Disaster Office—Continued

(f) Administration of Federal Equipment and Supply Program

The federal government through its Office of Civil Defense, under the provisions of federal law PL 920 provides matching funds for civil defense equipment, supplies, training and services to properly qualified local civil defense organizations. The federal government requires that all requests for matching funds under this program be processed through the state's central organization which is the State Disaster Office. In addition to reviewing these requests, the Disaster Office, through a contract with the State Controller, audits the claims before they are paid.

In addition, federal regulations permit properly qualified civil defense organizations to participate in the surplus property program operated by the State Educational Agency. The State Disaster Office assists both state agencies and local jurisdictions in obtaining such surplus property as they are properly qualified for. The Disaster Office is also charged with keeping inventory records of such property and making periodic inspections to verify that the property is being used in accordance with the regulations under which it was obtained. This program results in substantial sums of money being distributed to local jurisdictions from federal sources.

The cost of this program for the 1965-66 fiscal year is estimated at \$198,400 which is about 21 percent greater than the amount estimated for the current fiscal year. This cost is shared equally by state and federal support.

(g) Administration

As previously pointed out, headquarters, overall administration has been prorated to the three major programs of this agency. In this instance it is estimated that for the 1965-66 fiscal year, for this particular program, administrative costs will be about \$399,265 which is slightly less than the amount estimated for the current fiscal year. The federal share of this cost will be somewhat less than 50 percent. The cost represents about a 31 percent surcharge on the other six subprograms.

3. Mutual Aid and Disaster Relief

This program which consists of three subunits or subprograms plus administration, deals with actual emergency situations and disasters usually during and after the fact, although the statewide warning portion of it is affected before a disaster actually strikes.

(a) Operation of State Warning Control Center

This function covers dissemination of warnings of impending disaster, principally of a national character but also state or regional emergencies involving natural disasters. The warning center is located in Sacramento where it receives information from the national warning system which is evaluated and then transmitted to California key warning points. These in turn disseminate the warning to local government agencies. The communications system is on a 24-hour operational basis and is tested three times daily to assure that all segments are properly functional. Obviously, warnings of national importance imply war-caused emergencies while warnings of regional or state importance include fire, tidal wave warnings, flood warnings, etc. The

Disaster Office—Continued

bulk of the cost stems from the communications warning system which is largely supplied by commercial facilities.

The cost for the 1965-66 fiscal year is estimated at \$107,250 which is about 8 percent higher than is anticipated for the current fiscal year. State and federal governments share the cost equally.

(b) Mutual Aid in Disaster Operations

The state has been divided into six mutual aid regions in accordance with the provisions of the California Disaster Act. Plans have been prepared and are constantly being updated, for mutual aid among all governmental agencies within each region, both state and local, as well as aid between regions, as required. This enables the rapid marshaling of all forces whether state or local to handle various emergencies as they arise. The mutual aid program has been particularly beneficial in handling large, widespread wildfires which in many cases have resulted in men and equipment converging from practically all parts of the state on the area in greatest danger. The program is largely a liaison operation to make certain that all mutual aid segments are kept aware of their responsibilities and agreements. The cost of this represents a relatively small part of the overall budget.

For the 1965-66 fiscal year, the cost is estimated at \$9,670 which is about 20 percent more than is estimated for the current fiscal year. This cost is also equally supported by state and federal funds.

(c) Administration of Federal Disaster Relief Programs

The federal government through Public Law 875 provides resources and financial assistance to areas that have been designated as disaster areas by the President. The California Disaster Office assists local public officials in such declared disaster areas in obtaining federal resources and making applications for allocations of funds under this law. The office also is responsible for processing and auditing of claims filed for payment of federal funds. This program is of considerable importance to any area of the state where such a disaster has occurred. Recent floods are a good case in point.

For the 1965-66 fiscal year, the cost of this function is estimated at almost \$47,000 which is about 17 percent more than that estimated for the current fiscal year. The cost is shared by the federal government to the extent of somewhat less than 50 percent.

(d) Administration

As previously pointed out, this represents the pro rata share of the overall administrative cost of both headquarters and regional offices as applicable to this particular mutual aid and disaster relief program. For the 1965-66 fiscal year, it is estimated at almost \$47,000 which is about 17 percent more than estimated for the current fiscal year. The cost, which represents about a 28 percent surcharge on the other three subprograms is shared by the federal government to the extent of slightly less than 50 percent.

At this point it might be well to delineate those services that are considered overhead administration. The designation covers the executive staff which is the director and his immediate assistants, the direct office administration at headquarters and in the regional offices, building maintenance and general management services, project and policy

Disaster Office—Continued

and procedure control, and in-service training. All of these are so closely interwoven with the various programs, previously mentioned, that it would be virtually impossible for these programs to function without the administrative setup. It is for this reason that we feel that the administrative designation should be prorated to each of the sub-programs rather than being expressed as a separate entity.

REVIEW OF AGENCY ACCOMPLISHMENTS

While the foregoing has shown the budget of the State Disaster Office on a program basis, it represents a "trial run" since the actual presentation of the budget in the Governor's Budget Document will still be on the old basis in which it is shown merely as a group of object costs such as salaries and wages, operating expenses and equipment. Consequently, previous accomplishments of the agency cannot be shown accurately on the basis of a program distribution. Nevertheless, for purposes of comparison we would indicate that the actual total cost on a program basis for the 1963-64 fiscal year was \$1,802,609 as compared with over \$2,258,000 proposed for the 1965-66 fiscal year. The 1963-64 cost of \$469,597 for disaster preparedness was only slightly less than that being proposed for the budget year; \$1,154,393 for emergency systems development was about \$500,000 less than that proposed for the budget year, and \$178,619 for mutual aid and disaster relief is slightly less than that proposed for the budget year. The major difference in the emergency systems development comes entirely from the program of replacing 10 of the fire pumpers annually and the replacement of blood sets and obsolete drugs on a four-year basis which was commenced in the current fiscal year. All other costs have remained relatively steady.

The budget for the 1963-64 fiscal year, submitted as an object budget, was covered by a budget act appropriation of \$881,908 which was predicated on a total cost of \$1,777,121 against which there would be federal reimbursements of \$895,213. The appropriation was expanded by \$11,944 from the salary increase fund and \$7,886 from the OASDI Fund making a total availability of \$901,738 of which \$4,834 remained unexpended and reverted making a total expenditure of \$896,904. The federal share was somewhat less than anticipated totaling \$849,117 resulting in a total expenditure by the agency of \$1,746,021. This latter total differs somewhat from the attempt to show accomplishments on a program basis for the same completed fiscal year because of the difficulties of allocating costs in retrospect and because the program budget contains some funds from other agencies. Nevertheless, the total effect is to show that the Disaster Office accomplished the goals which it set for itself for the 1963-64 fiscal year at least from a financial standpoint.

From a functional and operational standpoint, the most significant accomplishments of the Disaster Office during the year, listed by sequence of program relationship were:

(1a) Disaster plans development:

A one-day Governor's Conference in Disaster Preparedness was held in November of 1963 which was attended by 1,100 persons in Sacra-

Disaster Office—Continued

mento. These included state and local elected officials; federal, state and local agencies; school representatives; civic groups; private enterprise and professional groups.

An inventory was completed on all law enforcement personnel statewide as well as specialized equipment available. Assistance was also rendered in the publishing of a manual on, "Crowd Control and Riot Prevention."

During the year the office published Part II, "Planning Basis—Civil Defense Operations" and Part III, "Compendium of Legislation and References" of the four-part Civil Defense and Disaster Plan which was promulgated by the Governor. A draft of Part I, "Planning Basis—Natural Disasters and Accidents" was prepared in the course of the year and 8 of 21 listed supporting plans were published. Four state agency plans were developed and reviewed and disaster plans for 56 local governments were reviewed and approved for publication.

(1b) Training and test exercises:

The staff assisted 42 local jurisdictions in obtaining licenses to have and use radioactive materials for C.D. training purposes and provided each licensee with a radioactive source set, training instruments and reference materials.

During the year seven 22-man teams completed a 16-hour course on basic emergency intelligence. These teams were composed principally of Division of Highways personnel. Also, 5,847 persons completed the 16-hour course in radiological monitoring.

The medical and health section of the office participated in two disaster nursing instruction courses of 16 hours each and 7 civil defense emergency hospital exercises involving 13 counties, 8 cities, 2 fixed hospitals and 2 colleges.

(1c) Public information:

The office prepared and distributed 500,000 copies of a survival information pamphlet to the public as well as a large number of a publication called "A Civil Defense and Disaster Planning Guide" to public and private elementary, secondary schools, colleges and universities.

In addition, there were numerous other activities which were relatively minor in nature but which contributed to the overall workload.

(1d) Administration of federal, "Personnel and Administrative Expense Program":

The staff assisted in obtaining federal assistance in local civil defense programs to the extent of \$1,555,795.

(2a) Maintenance and replacement:

The processing personnel surveyed 1,347 obsolete Geiger counters which were replaced with modern units by the federal government.

Outdated blood plasma was replaced with serum albumen in each of the 681 civil defense first aid stations in the state.

In radiological defense, the facilities of the Disaster Office processed a total of 12,263 radiological instruments for servicing and calibration. In addition, 9 mobile labs and 83 radiological trailers were serviced and improved. As of the end of that fiscal year, a total of 4,538 stations have been equipped with radiological instruments throughout the state.

Disaster Office—Continued

During the year, 50 portable pumps were installed on 50 of the state-owned Disaster Office fire pumpers, greatly improving the capability and usability of the equipment.

(2b) Maintenance and development of emergency communication networks:

Two new communication trailers were built and equipped with radios for operation on fire frequencies.

One new mobile relay unit was equipped to operate on the local fire network and cross connected to California Division of Forestry fire net.

The office replaced the original backbone microwave system between Mt. Diablo in Contra Costa County and Santiago Peak in Orange County. This plus a remodeling of some of the original equipment which was then used as connecting links between the regional offices and the statewide system made it possible for the Disaster Office to communicate over a large part of the state through both its own facilities and the shared use of the California Highway Patrol's automatic switching equipment at Sacramento and Los Angeles.

(2c) Emergency operating center development:

The Disaster Office is required to approve state and local plans for emergency operating centers in order to receive federal aid. During the year 11 such centers were under construction with a total cost in excess of \$3 million.

(2d) Engineering and technical assistance:

The basic planning and engineering for the so-called "state-local government radio system" was completed and some mountaintop mobile relays and base station equipment was procured and installed. This together with subsequent additions will greatly enhance the emergency communications and warning capabilities of the entire disaster system in California, both state and local.

(2e) National fallout shelter survey:

During the year the Disaster Office was involved in the listing of 5,920 shelter facilities, statewide, of which 48 percent were licensed, 39 percent were marked and 27 percent were stocked with emergency supplies and equipment.

(2f) Administration of federal equipment and supply program:

During the fiscal year, the California Disaster Office as part of its responsibility processed federal aid funds for supplies, equipment and training to the extent of \$1,099,000 to state and local jurisdictions and for surplus property donations, based on a fair value of the material, \$2,514,000.

(3a) Operation of state warning control center:

In addition to the operation of the warning control center where most of the cost is in charges for leased public utilities facilities, a private line wire system was established in Sacramento to provide one-way voice communication from Disaster Office headquarters and California Highway Patrol headquarters to various news media in the Sacramento area. The system known as "Sta-Alert" is a pilot effort to provide a means to alert the public, through radio and television about impending danger situations.

Disaster Office—Continued

(3b) Mutual aid in disaster operations:

During the year there were 20 mutual aid fire responses on watersheds and 380 responses in nonwatershed areas. This was done mostly with locally-owned equipment, very little call having been made upon the state-owned equipment although this equipment was ready and available.

(3c) Administration of federal disaster relief programs:

During the year the staff processed federal disaster aid to local jurisdictions to the extent of \$1,451,336.

ANALYSIS AND RECOMMENDATIONS

The Disaster Office has accomplished a recent organization which has reduced the number of field offices from six to four and has realigned the headquarters staff on a more effective operational basis as well as having reduced a number of positions. More emphasis is being placed on the authority of the field positions which must deal directly on a day-to-day basis with local jurisdictions. In the 1963-64 fiscal year there were 156.5 authorized positions, the proposed budget reduces this to a total of 137.5. Some of these reductions were accomplished administratively and others are proposed in the budget. For the presently established and accepted mission of this agency it would appear that the manpower and costs are being held to a reasonable minimum. Ratios of administrative cost to value of federal property received seem proper. *Consequently, we recommend approval as proposed.*

POLICY OPTIONS

The work of the State Disaster Office, while it is charged with one basic mission—that of preparing for, coping with and containing and minimizing any disaster, can be divided into two important categories. Natural disasters such as wildfires, floods, earthquakes or severe windstorms generally tend to be localized with little or no effect on surrounding portions of the state. On the other hand, military disaster, as we have been repeatedly informed by the federal government, would be very widespread, probably not sparing any populated areas. The worst of the natural disasters can generally be coped with by the state itself with relatively little outside assistance. On the other hand, military disasters could very likely paralyze the state for all practical purposes and require dependence almost entirely on the federal government for relief and survival. Consequently, it appears that the entire province of military civil defense might well be regarded as totally a federal responsibility, staffed, operated and financed entirely by the federal government.

Although the federal government is wholly responsible for the national military program, the state in part has assumed a shared responsibility for civil defense. Although it may be argued that the federal government should bear all costs of civil defense associated with a national military disaster, as a practical matter the state has little choice but to match the federal grants in a shared program, if the populace is to receive the aid deemed by authorities to be needed for

Disaster Office—Continued

this purpose. Also, it can be argued that a shared program provides more effective grassroots support essential to an adequate civil defense program than would be the case of a wholly federally-financed program.

At the same time, if the state is to take its direction in respect to the national military disaster portion of the problem in the shape of federal matching funds, then the state logically should pay for only that part of the national military disaster program for which the federal government is willing to share the costs. For example, the budget as proposed includes about \$180,000 for replacement of 10 of the Civil Defense fire trucks which we consider basically a state responsibility since they have been and will be used more often in natural disaster counter measures. If this amount is deducted, the remainder is \$2,078,761 towards which the federal reimbursement has been budgeted at \$968,076 representing a federal sharing at about 46.5 percent rather than an across-the-board 50 percent.

Furthermore, we would point out that, to the best of our ability to calculate, the cost of providing disaster preparedness and relief aimed exclusively at natural phenomena would probably not exceed \$750,000 to \$800,000 at state level. Comparing this to the state's share of \$1,290,685, as presented in the budget, it might be argued that the state is subsidizing the federal responsibility to the extent of the difference or about \$490,000. Elimination of this differential is an option which the Legislature might well consider.

Governor's Office**COORDINATING COUNCIL ON URBAN POLICY**

ITEM 30 of the Budget Bill

Budget page 23

**FOR SUPPORT OF THE COORDINATING COUNCIL ON
URBAN POLICY FROM THE GENERAL FUND**

Amount requested	\$50,000
Estimated to be expended in 1964-65 fiscal year	50,000
Increase	None

TOTAL RECOMMENDED REDUCTION	\$37,500
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Summary of Recommended Reductions*Budget
Page Line*

From amount requested to maintain existing level of service:

Reduce amount requested	\$37,500	24	16
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PROGRAM PLANS AND BUDGET

The Coordinating Council on Urban Policy was established by Chapter 1809, Statutes of 1963, as an advisory body in the office of the Governor.

The council is composed of eighteen members appointed by the Governor including three city officers, three county officers, two school district officers, six state officers, and four public members.

The act establishing the council set forth three programs:

1. Identify and analyze the present and changing trends, conditions, needs, and problems affecting local government in the rapidly growing

Coordinating Council on Urban Policy—Continued

urban areas of the state and define the complementary roles of the state, cities, counties, and special districts with respect to such growth.

2. Develop long-range policies to assist the state and local agencies in meeting the problems presented by the growth and development of urban areas.

3. Inform and advise the Governor respecting the council's findings and make recommendations concerning policies and programs for meeting the problems described in the enabling legislation.

REVIEW OF AGENCY ACCOMPLISHMENTS

Since January 14, 1964, the council has held monthly meetings throughout the state hearing testimony from governmental personnel and the public in general concerning the many problems of urban growth and development. The council is currently in the process of preparing a report to the Governor and the Legislature outlining its findings and recommendations. As of the time this analysis was prepared the report had not been submitted.

ANALYSIS AND RECOMMENDATIONS

Section 2 of Chapter 1809, Statutes of 1963, which established the Coordinating Council states the following:

"This act shall remain in effect until the 91st day after the final adjournment of the 1965 Regular Session of the Legislature, and shall have no force or effect after that date.

"It is the intent of the Legislature that at the 1965 Regular Session the Legislature shall review the work of the council and determine at that time whether to enact legislation to continue the council in existence."

Since under current law the council will cease to be in existence by approximately the end of September 1965, we recommend that \$12,500 be appropriated, which would be enough funds to carry the council through the first quarter of the 1965-66 fiscal year.

It is impossible to assess the value of the Coordinating Council without reviewing its report of findings and recommendations. The fact that the budget has provided funds for the full fiscal year is indicative that the administration plans to introduce legislation to continue the council. Until such time as legislation is introduced and the council's report is reviewed, we cannot recommend that funds be appropriated for an activity that will cease to exist.

OFFICE OF THE LIEUTENANT GOVERNOR

ITEM 31 of the Budget Bill

Budget page 24

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

Amount requested	\$132,100
Estimated to be expended in 1964-65 fiscal year	124,462
Increase (6.1 percent)	\$7,638
TOTAL RECOMMENDED REDUCTION	None

**Lieutenant Governor—Continued
PROGRAM PLANS AND BUDGET**

The Lieutenant Governor is elected by the people of the state pursuant to Article V, Section 16, of the California Constitution.

The Lieutenant Governor carries out the following programs as prescribed by law:

1. He assumes the chief executive's responsibilities when the Governor is absent from the state.
2. He presides over the Senate when it is in session.
3. He serves as a member of several boards and commissions including: Board of Trustees of the State College System, University of California Board of Regents, State Lands Commission, Commission on Interstate Cooperation, State Toll Bridge Authority, California Disaster Council, Reapportionment Commission, the California Reciprocity Commission, the Committee of the Americas, and Coordinating Council on Urban Policy.

The budget proposes an expenditure of \$132,100 to finance the activities of the office of the Lieutenant Governor. Including the Lieutenant Governor, the budget proposes the continuance of nine positions and proposes a new position of intermediate stenographer.

ANALYSIS AND RECOMMENDATIONS

The budget for 1965-66 proposes an expenditure of \$132,100, which is \$7,638 or 6.1 percent more than is estimated to be expended during the current year.

The budget proposes the establishment of a new position of intermediate stenographer plus equipment for a total increased cost of \$5,730. The new stenographer position will be located in the Los Angeles office of the Lieutenant Governor where currently there are two technical and one clerical personnel. One of the two technical personnel is the executive secretary to the Lieutenant Governor.

We have reviewed the staffing of the Los Angeles office and the demands that are made upon the staff there and agree there is a need for an additional clerical position in that office.

We recommend approval of the budget as submitted.

STATE EMPLOYEES' RETIREMENT SYSTEM

ITEMS 32, 33, and 34 of the Budget Bill

Budget page 26

**FOR SUPPORT OF THE STATE EMPLOYEES' RETIREMENT
SYSTEM FROM THE STATE EMPLOYEES' RETIREMENT
FUND, THE STATE EMPLOYEES' CONTINGENCY RESERVE
FUND, AND THE GENERAL FUND**

Amount requested	\$2,289,958
Estimated to be expended in 1964-65 fiscal year.....	2,116,112
Increase (8.2 percent)	\$173,846
Increase to improve level of service.....	\$45,650
TOTAL RECOMMENDED REDUCTION.....	None