

Equipment

Equipment expenditures are scheduled at \$21,223 for 1949-50. This is an increase of \$1,116 or 5.55 percent over the amount of \$20,107 estimated to be expended in 1948-49.

The trend by function is as follows:

Function	Increase in equipment	
	Amount	Percent
Administration -----	\$2,049	52.86
Support and subsistence -----	3,321	32.33
Care and welfare -----	2,856	64.83
Maintenance and operation* of plant -----	2,730	236.36
Farming and processing -----	900	225.0
Total -----	\$1,116	

Out of the total of \$21,223 for equipment, the sum of \$16,371 is for items of replacement and the further sum of \$4,852 is for additional equipment.

A resume of the equipment schedule for this facility shows that the total amount required for *additional* items of equipment to equip all proposed new positions, plus some items due to normal expansion at the existing level of service totals \$903. Deducting this latter sum from the total of \$4,852 requested for additional items, leaves \$3,949 for equipment additions that represent improvements *above* the existing level of service.

Under the circumstances, it is therefore recommended that a reduction of 50 percent or \$1,974 be made in the amount of additional equipment, representing improvements above the existing level of service.

Farming and Processing

Total expenditures for this function amount to \$8,515. The value of local production is scheduled at \$8,450.

The need for additional improvement to bring the operation to at least a self-sustaining basis is self-evident.

We recommend a complete study of this institution with the object of reorganizing it on a more reasonable cost basis or disposing of it and building a more efficient plant.

DEPARTMENT OF EDUCATION—STATE BOARD OF EDUCATION

For Support of the Board of Education from the General Fund

Item 76, page 15 of the Budget Bill and page 161 of the Budget. The amount requested is \$3,200 from the General Fund for support of the Board of Education. This is an increase of \$300 or 10.3 percent over the amount of \$2,900 estimated to be expended in the 1948-49 Fiscal Year.

Recommendations

Item of increase	Amount	Budget page
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
None -----	-----	-----
Budgeted increase for new or expanded service:		
Traveling of members of board -----	\$300	161
Total -----	\$300	

Recommendations

Amount budgeted	\$3,200
Legislative Auditor's recommendation	2,900
Reduction	\$300

Analysis

The Board of Education is requesting that the number of days for each meeting of the board be extended from two days to three days. This will require an increase of \$300 for travel expense. The reason for the request is that the board will assume the work formerly performed by the Commission on School Districts. According to law, the Commission on School Districts ceases to exist October 1, 1949, and the functions of that commission are transferred to the Board of Education. The 1949-50 Budget for administration of the Department of Education includes five new positions to carry on the program initiated by the Commission on School Districts. The functions of the Board of Education will be to determine the policy to be followed by the Department of Education. We do not believe that policy matters brought about by the activity relating to this program will require an additional day of meeting by the board. *We therefore recommend that the additional amount of traveling be not allowed.*

DEPARTMENT OF EDUCATION—DEPARTMENTAL ADMINISTRATION

For Support of Departmental Administration from the General Fund

Item 77, page 15 of the Budget Bill and pages 162 to 179, inclusive, of the Budget. The amount requested is \$1,537,348, an increase of \$195,693, or 14.6 percent over estimated expenditures in 1948-49.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Division of Departmental Administration		
Administrative Unit	—\$4,479	163
Educational Research	1,335	164
Division of School Administration		
Administrative Unit	—668	165
School Planning and Organization		
School Planning	+481	166
Administrative Services		
Administrative Unit	+514	167
Field Records Unit	42,944	167
School Accounts and Records	—23,555	168
Child Welfare and Attendance	—395	168
Textbooks and Publications	—272	169
Readjustment Education	+2,289	169
Division of Instruction		
Administrative Unit	—729	170
Secondary Education		
Regular Activities	388	170
Aviation Education	—37,511	171
Audio-visual Education	+2,390	171
Adult Education	3,715	172
Special Education	8,170	172
Elementary Education	2,651	173
Physical and Health Education and Recreation	646	173
Vocational Education	12,895	174

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service—continued		
Division of State Colleges and Teacher Education		
Administrative Unit -----	—\$597	174
Credentials (Self-supporting) -----	31,467	175
Division of Special Schools and Services -----	3,179	176
Total -----	\$44,858	
Budgeted increase for new or expanded service:		
Division of Departmental Administration		
Administrative Unit -----	+\$18,231	163
Education Research -----	+15,339	164
California Historical Association -----	+14,588	165
Division of School Administration		
Administrative Unit -----	+167	165
School Planning and Organization		
School District Organization -----	+26,795	166
Administrative Services		
Field Records Unit -----	+2,887	167
Textbooks and Publications -----	+8,938	169
Division of Instruction		
Administrative Unit -----	+21,462	170
Secondary Education		
Regular Activities -----	+1,010	170
Audio-visual Education -----	+2,514	171
Special Education -----	1,377	172
Elementary Education -----	10,507	173
Physical and Health Education and Recreation -----	956	173
Vocational Education -----	600	174
Division of State Colleges and Teacher Education		
Administrative Unit -----	24,284	174
Credentials -----	1,180	175
Division of Special Schools and Services -----	-----	176
Total -----	\$150,835	

Recommendations

Amount budgeted -----	\$1,537,348
Legislative Auditor's recommendations -----	1,412,088
Reduction -----	\$125,260

Summary of Recommended Reductions

It is recommended that the following items be reduced:

Division of Departmental Administration	
Administrative Unit	
2 intermediate account clerks -----	\$4,320
Printing—publications -----	10,400
Automobile operation -----	10,504
Education Research	
1 field representative in education research -----	4,740
1 intermediate stenographic clerk -----	2,280
1 intermediate typist-clerk -----	2,160
California Historical Association -----	14,588

Division of School Administration	
Administrative Unit	
Printing -----	\$190
School district reorganization -----	14,795
Administrative Service—Field Records Unit	
Auditors (5 reclassifications) -----	11,231
Traveling -----	5,000
Textbooks and Publications	
Senior clerk -----	2,520
Division of Instruction	
Administrative Unit	
Printing -----	17,848
Adult Education	
Intermediate stenographer-clerk -----	2,280
Elementary Education	
Consultant in elementary education -----	5,232
Intermediate typist-clerk -----	2,160
Division of State Colleges and Teacher Education	
Administrative Unit	
Specialist in higher education -----	6,672
Specialist in state college curricula -----	6,060
Intermediate stenographer-clerk -----	2,280
Total -----	\$125,260

Analysis

The budget request for support of the Department of Education provides for a liberal expansion of the established programs in the department to meet an approximate 7 percent increase in school population, some price increases and normal salary adjustments. *In addition, the department is requesting the establishment of a number of new programs including expansion of education research, expansion of bulletin printing, creation of consultant positions in higher education and state college curricula, establishment of a Bureau of School District Organization and the reestablishment of the California Historical Association.*

Because of the elimination of flight indoctrination from the Aviation Education program administered by the State, the Department of Education has eliminated the budget for the Civil Air Patrol from the department support budget and is submitting the budget for this activity under a separate budget item.

DIVISION OF DEPARTMENTAL ADMINISTRATION

Principal items of increased expenditure proposed for departmental administration include added staff for the accounting office, an increase in bulletin printing, an increase in automobile operation expense, *and the creation of three new positions in education research.*

It should be pointed out in connection with departmental administration that *travel in this department appears to be excessive, including provision for 118 out-of-state trips in 1948-49 to date.* The loss of manpower from these trips is a very significant factor in the growing requests for top personnel and consultants throughout the various divisions.

The proposed increasing of the accounting staff results from a piling up of work in this office due to several factors: In part, it results from the

continuing expansion of the department; in part, it is a product of failure of the accounting office to allocate its position to the most effective use; and, to a considerable extent, *it is a result of laxity on the part of departmental officials* in attempting to minimize the demands placed upon the accounting officer.

The Division of Audits of the Department of Finance has pointed out in its reports that a better allocation of positions could be made in the accounting office, and the reclassifications included in the Budget are designed to effect an improvement in the allocation of responsibility. This in itself, however, will not solve the problem, and it is believed that the administration is fully aware of this problem and is endeavoring to remedy it.

A primary cause of the mounting work load in this office is caused by failure of departmental personnel to consolidate orders placed with the Bureau of Purchases for supplies. An analysis of the number of orders placed by the various divisions of the department indicates that it is a common practice to flood the office with purchase orders in amounts of one dollar or less. *Certain divisions send through orders almost daily; yet they place separate orders for amounts as small as \$0.19.* The unreasonable accounting burden which this places on the accounting office is a major factor in the growing work load. This practice not only increases the work load of the departmental accounting office, it creates more work for the Division of Purchases and more work for the office of the Controller. *It is a practice which is common to many other state agencies, but which is conspicuous in this department.*

It is recommended that steps be taken to cut down the work load of the accounting office by reducing, through consolidation, the number of separate orders placed. We do not hesitate to recommend the elimination of the two positions of intermediate account clerk costing \$4,320 requested for the accounting office, line 30, Budget page 164, because of accumulated backlog due to poor management. *If these positions are granted, it will permit the department to continue this inefficient practice.* We recommend that critical review be made by the Department of Finance at once to determine whether the department has discovered the bad practice of placing an excessive number of separate orders, and has taken steps to correct the situation.

The total amount of \$42,310 is requested for bulletin printing, an increase of \$31,050 or 276 percent over expenditures for this purpose in the 1948-49 Budget on line 40, page 164; line 53, page 165; line 6 page 166; and line 46, page 170 of the Budget. This major increase can be justified only on the basis that the instructional material contained in these bulletins is essential and that the use of bulletins will effect a more than corresponding savings in salaries of consultants who carry out the same general function. The granting of the bulletin request asked for in this Budget, in addition to the new consultants proposed, would constitute a substantial increase in the service rendered by the State Department of Education to the school districts.

A careful analysis of the instructional material contained in the bulletins scheduled for printing as well as the number of bulletins in

relation to the number of teachers who are directly affected by the type of instructional material contained in each such bulletin indicates that the number of bulletins is excessive. This analysis indicates that substantial savings could be effected in printing costs without in any way reducing the range or number of titles of bulletin material scheduled for publication. We recommend that the total amount requested for this purpose be reduced from \$42,310 to \$13,872 or a \$28,438 reduction. This provides for a 10 percent increase in the existing program plus allowance for estimated increases in the cost of printing.

We recommend that automobile operation, line 44, Budget page 164, be reduced to the same amount as 1948-49, or from \$30,879 to \$20,375, a reduction of \$10,504.

Education Research

The additional positions of field representative in education research, intermediate stenographer-clerk and intermediate typist-clerk requested in the Bureau of Education Research shown on lines 5, 6, and 7, page 165 of the Budget, are to provide for additional research largely in the junior college field. This is for analyzing the reports of curricula and activities regularly sent in by all junior colleges in the State. At the present time, the Division of Instruction, Secondary Education, is making a survey designed to secure greater uniformity in teaching practices in the junior colleges. *It is recommended that this study be carried on as part of the Division of Secondary Education's regular activities in place of establishing the position of Field Representative in the Bureau of Education Research.* By performing this work in the bureau directly responsible for supervision of junior colleges, findings should be more closely related to junior college supervision and greater results secured. Elimination of the position of field representative will save \$4,740 in salaries and wages. We also recommend that the two positions of intermediate stenographer-clerk and intermediate typist-clerk proposed for the Bureau of Education Research and shown on lines 6 and 7, page 165 of the Budget, be eliminated, saving \$4,440.

The department has budgeted \$14,588 for the support of the California Historical Association, line 32, page 165 of the Budget. *This function was eliminated in the 1948-49 Fiscal Year by action of the Legislature in deleting the appropriation for this function from the 1948 Budget Bill.* This action was in line with our previous recommendation which pointed out that this Association should be revised on a sound basis or should be eliminated, with the suggestion that the function be transferred to the University of California. In accordance, with this prior recommendation, *we recommend that the amount of \$14,588 be deleted from the budget request of the Department of Education; and that either legislation be introduced to properly re-establish this function, or that it not be continued.*

DIVISION OF SCHOOL ADMINISTRATION

The Division of School Administration is requesting the establishment of a Bureau of School District Organization, line 72, page 166 of

the Budget. This is for the purpose of carrying on the program of redistricting initiated by the Commission on School Districts which under the law expires October 1, 1949. The law which created the Commission on School Districts provided that upon termination of the commission this function should revert to the Board of Education. In view of the fact, however, that the Board of Education is a policy making body, the request of the department for an administrative staff to carry on this function cannot be considered to be one on which there has already been a legislative determination. *The approval of the amount requested would therefore depend on policy which the Legislature wishes to adopt with respect to a redistricting program.* The amount to be appropriated likewise will depend upon how active a program the Legislature wishes to authorize. We recommend that the amount of \$26,795 requested be reduced to \$12,000 to provide for one specialist in school district organization and operating expenses in order to provide service to those school districts which request advice. This will save \$14,795.

The proposed new increase in Administrative Services — Field Records Unit—costing \$45,831, shown on line 16, page 168, is for the most part a transfer of the function of supervising and auditing field records from School Accounts and Records and from the school lunch and child care centers program. In making this transfer, additional amounts have been added over the combined cost of the services provided for in the 1948-49 Budget, principally for a reclassification of auditors to supervisors. *There were two auditor positions vacant during 1948-49, and it has been found that these are not necessary.* The supervisors are actually consultants to school administrators in securing compliance with financial matters, reports, laws, etc. This function is duplicated by articles contained in the regular monthly issue of *California Schools*, and *we question if it is necessary to have a total of seven supervisors to continuously advise the various school administrators.* We recommend that the staff for this function be limited to auditing, preparing information for dissemination to school administrators and a minimum of personnel for personally contacting school administrators. For this reason we recommend elimination of the amount of \$2,887 requested for reclassification of three auditors to supervisors, line 64, page 167 of the Budget, as well as the two of the three auditors, grade 2, to be reclassified included in line 59, page 167, costing \$8,344 and operating and equipment expense budgeted for these positions. *This will also effect a substantial saving in travel and automobile operation of at least \$5,000.* We also repeat our previous recommendation that an audit of all school expenditures be made by the Department of Finance.

TEXTBOOKS AND PUBLICATIONS

Textbooks and Publications is requesting three new positions costing \$8,340 consisting of an editorial assistant, \$3,540; a senior clerk and an intermediate stenographer-clerk, lines 35, 36, and 37, page 169 of the Budget. The basis for this request is to handle an increased work load and to provide better service. If the full bulletin program requested by the

department is approved, the requested staff may be necessary. We recommend the reduction of this service. We question whether it is necessary to provide as much editing of technical material prepared by the *specialized consultants* of the department as is presently done. On the basis of the textbook program and bulletin program anticipated for the 1949-50 Fiscal Year some additional editorial assistance appears necessary. For that reason, we recommend approval of the request for the editorial assistant. We also recommend approval of one of the two clerical positions on the basis of increased volume of publications. We recommend elimination of the position of senior clerk, costing \$2,520, line 37, page 169, as one clerical position should be sufficient.

DIVISION OF INSTRUCTION

The \$21,462 proposed increase in the Division of Instruction, Administrative Unit, is almost entirely due to an expansion in publications. We have already recommended that this total program be reduced from \$42,310 in all divisions to \$13,872, a reduction of \$28,438, which will decrease the number of pamphlets for distribution.

Increases in Secondary Education, Regular-Activities, and Audio-Visual Education are for the most part in line with increases in work load. Some added service is provided for in increased traveling for the Division of Secondary Education, Regular Activities, and in an expanded program of Audio-Visual Education. The Division of Secondary Education is attempting to increase its supervision of Junior Colleges and that of Audio-Visual Education which is an expanding program and should produce increasingly good results. We recommend approval of the amounts requested for these functions.

One intermediate stenographer-clerk requested for Adult Education, line 42, page 172, is based on an increase in the number of persons taking adult education classes, although no work load data has been submitted. There has been no increase in the number of consultants budgeted. *We, therefore, recommend elimination of this position, costing \$2,280.*

The position of consultant in education of the deaf and visually handicapped, line 5, page 173 of the Budget, requested for special education is required by legislation providing for the testing of the sight and hearing of each pupil enrolled in state schools. The expansion of this program has led to an increased number of requests for consultant services. *We recommend approval of this position.*

The proposed new position of consultant in elementary education shown on line 46, page 173 of the Budget, and the position of intermediate typist-clerk, line 47, page 173 of the Budget, to provide clerical assistance for this consultant, *cannot be fully justified on the basis of the increase in enrollments in elementary schools.* In view of a doubling in the number of consultants in this office since 1947-48, *we recommend that these two positions be eliminated*, effecting a reduction of \$7,392 in salaries and wages. A reduction in salary savings will automatically produce an

improvement in manpower in this office equivalent to approximately one-half of a clerical position.

The increase budgeted for vocational education in part is caused by a transfer of some of the facilities of this office from San Luis Obispo in line with the department's decision to separate the direction of this program from the position of President, California Polytechnic College. Prior to this time, the President of California Polytechnic College acted in both that capacity and as Director of Vocational Education. Amounts provided for operating expenses and equipment are liberal. However, because of the fact that the costs of this program are federally supported except for administrative expenses provided by the State, there has never been strict budgetary control over expenditures in this office. We recommend that the Department of Finance set up such controls.

DIVISION OF STATE COLLEGES AND TEACHER EDUCATION

The administrative unit of the Division of State Colleges and Teacher Education is requesting two new positions, a specialist in higher education and a specialist in State college curricula as well as two positions of intermediate stenographer-clerk to provide clerical assistance for this position and temporary help of a technical and consultative nature costing \$4,000. These proposed new positions are shown on lines 16, 17, 18 and 19, page 175 of the Budget. Total cost of these new positions is \$21,292.

The specialist in higher education is requested in accordance with the Strayer Report on Higher Education to carry on specific studies in connection with proposed new state colleges and special schools. A corollary type of research is requested in the Budget of the University of California. We question whether a full-time position is needed for this purpose and recommend that the associate superintendents and assistant division chief of the divisions of state colleges and teacher education and special schools and services could perform this function with the aid of existing supervisors and consultants in the divisions. *The recommended elimination of the specialist in higher education and one intermediate stenographer-clerk would save \$8,952.* The \$4,000 requested for temporary help would be available for the purpose of making studies of proposed state colleges presently under consideration.

We are in accord with the idea that there should be simplification and improvement in the curricula in state colleges. This is in accordance with a recommendation made in our analysis of the 1948-49 Budget. We point out in our present analysis of the various state colleges that this lack of uniformity constitutes a conspicuous deficiency and one which is costly to the State.

Because the manpower is already available to do this work, and because the main reason that it has not been done before is simply lack of an administrative decision requiring the state colleges to deal with the problem, we recommend that the proposed position of Specialist in State College Curricula not be granted, saving \$6,060 plus incidental operating expense.

DEPARTMENT OF EDUCATION—SCHOOL LUNCH PROGRAM

For Administration of the School Lunch Program, Department of Education, from the General Fund

Item 78, page 15 and 16 of the Budget Bill and page 177 of the Budget. The amount requested is \$119,332 from the General Fund. This is an increase of \$428 over estimated expenditures in 1948-49.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Transfer of positions		
Salaries and wages	—\$16,503	177
Operating expenses	—8,080	177
Normal salary adjustments	2,203	177
Proposed new position	2,160	177
Estimated salary savings	5,600	177
Operating expenses	15,350	177
Equipment	—302	177
Total	\$428	
Budgeted increase for new or expanded service:		
None		

Recommendations

Amount budgeted	\$119,332
Legislative Auditor's recommendations	119,332
Reduction	None

Analysis

This program was started in 1946-47 with federal grants made through the U. S. Department of Agriculture. Federal payments are made to the State, deposited in a special account by the Controller, and disbursed by the Controller on the basis of certified claims as to the number of meals served, which are audited by school lunch program auditors. The four auditors authorized for the work, including two vacant positions, are transferred in the 1949-50 Budget to the Division of School Administration, Field Records Unit. In addition to the clerical staff, there are 10 nutritionists to serve the school administrators in supervising preparation of food and menus, and a half-time position of surplus property officer. Federal funds for this purpose have been:

1946-47 Fiscal Year (\$300,000 of which was for equipment)	\$3,059,321
1947-48 Fiscal Year	2,052,261
1948-49 Fiscal Year (as of January, 1949, records)	2,234,556

No federal appropriation has yet been made for this purpose for the 1949-50 Fiscal Year, although the Department of Education states that it expects the federal appropriation to increase. School districts also contribute funds, and payments are made by children and adults receiving lunches. A tabulation of the financial support for the school lunch program for the 1947-48 Fiscal Year is shown as follows by source of revenue:

State funds spent for administration	\$81,463.69
Estimated value of donated goods and services from school districts	1,157,054.56
Other income from P.T.A., service clubs, etc.	1,629,859.10
Payments for lunches by children and adults	9,336,010.62
Total	\$12,204,387.97

In 1946-47, there were between one thousand five hundred and one thousand six hundred schools participating in the program in California. In 1947-48, this increased to approximately one thousand eight hundred, and in 1948-49 to twenty-one hundred, constituting approximately one-half the schools in the State.

On the basis that federal and local participation continues at the same rate, we recommend approval of the budget request. The auditing staff appears to be the minimum to properly audit this program. The proposed new position of intermediate typist-clerk, costing \$2,160, is based on an estimated increase of 200 schools participating in the program. Experience with the program to date has shown a 200 to 300 school increase annually, and the estimate for 1949-50 is therefore reasonable.

DEPARTMENT OF EDUCATION—CIVIL AIR PATROL

For Assistance to the Civil Air Patrol

Item 79, page 16 of the Budget Bill and page 179 of the Budget. The amount requested is \$43,990 from the General Fund, an increase of \$2,865 or 6.9 percent over 1948-49.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Normal salary adjustment-----	\$1,425	179
Budgeted increase for new or expanded service:		
Estimated salary savings-----	\$600	179
Operating expenses -----	1,811	179
Equipment -----	—971	179
Total -----	\$1,440	

Recommendations

Amount budgeted -----	\$43,990
Legislative Auditor's recommendations -----	----
Reduction -----	\$43,990

Analysis

Assistance to the Civil Air Patrol has been predicated upon the contribution which this organization has proposed it would make to the flight indoctrination part of the aviation education program of the Department of Education. Pilots in the Civil Air Patrol have contributed their own time to this program with a nominal reimbursement of the cost of operating their own planes, and in some cases for no remuneration. In the 1948 Budget Session of the Legislature, however, flight indoctrination was eliminated from the State Budget, and the Bureau of Aviation Education was reduced to a consultant function in the Division of Secondary Education. Inasmuch as the department no longer participates in flight indoctrination, there appears to be no justification for the State to contribute to the Civil Air Patrol. This activity was not requested by the Department of Education, but was given to the department by an act of the Legislature. Since flight indoctrination has been eliminated from the aviation education program, we recommend that the amount requested for assistance to the Civil Air Patrol likewise be eliminated, a reduction of \$43,900.

DEPARTMENT OF EDUCATION—VOCATIONAL EDUCATION

For Support of Vocational Education from the General Fund

Item 80, page 16 of the Budget Bill and page 180 of the Budget. The amount requested is \$295,394, the same amount as was requested in 1948-49. The amount budgeted for appropriation comprises the State's share of matching funds required under the several laws providing for support of Vocational Education.

Recommendations

Amount requested	\$295,394
Legislative Auditor's recommendations	295,394
Reduction	None

Analysis

In addition to the amount included in the Budget Bill, Sections 705 and 9061 of the Education Code provide a fixed charge in the amount of \$357,191 to match federal grants under the Smith-Hughes Act. This is unchanged from 1948-49. The amount requested in the Budget Bill, \$295,394, is to match the State's share of expenditures under the George-Deen and George-Barden Acts. Total expenditures of this program from federal and state sources are \$622,213, an increase of \$55,473, or 9.8 percent.

Recommendation

We recommend approval of Item 93 in the amount of \$295,394 as budgeted. However, inasmuch as the amount requested is for matching purposes, if federal funds are not made available in the amount on which this Budget is formulated, we recommend that that appropriation should be reduced accordingly.

DEPARTMENT OF EDUCATION—RELATED INSTRUCTION, APPRENTICESHIP TRAINING PROGRAM

For Support of Related Instruction, Apprenticeship Training Program, from the General Fund

Item 81, page 16 of the Budget Bill and page 183 of the Budget. The amount requested is \$68,096, a reduction of \$46,196 under the amount of \$114,292 estimated for 1948-49.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Reduction in program	—\$46,196	183
Total	—\$46,196	
Budgeted increase for new or expanded service:		
None	-----	----

Recommendations

Amount budgeted	\$68,096
Legislative Auditor's recommendations	68,096
Reduction	None

Analysis

This program is to provide instructional materials for use in the Apprenticeship Training Program administered by the Department of Industrial Relations. This is largely a veterans' program and is scheduled to decline rapidly after 1949-50, and the amounts required for preparation of instructional materials will likewise decline. On the basis of the present schedule of charges made for the instructional materials, *it is estimated that revenues will exceed printing and other costs of preparation of the materials in the later stages of the program sufficient to fully offset the current deficit of revenues under costs.* Reimbursements budgeted for 1949-50 consist of \$41,250 from the Veterans Administration for the on-the-farm training program, and \$65,000 from sale of instructional materials. Revenues from both sources increased over 1948-49 a total of \$31,250 or almost 30 percent.

We recommend that the amount requested be approved on the basis that the program is estimated to be self-supporting in the long run.

DEPARTMENT OF EDUCATION—COMMISSION FOR VOCATIONAL EDUCATION, VOCATIONAL REHABILITATION

For Vocational Rehabilitation from the General Fund

Item 82, page 16 of the Budget Bill and pages 184 to 187, inclusive, of the Budget. The amount requested is \$645,000 from the General Fund, an increase of \$140,000 over 1948-49. In addition to the amount requested in the Budget Bill, there is a continuing appropriation of \$180,000 prescribed by Sections 5803 and 5804 of the Education Code, making a total of \$825,000 requested from the General Fund.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Increased costs for services.....	\$50,000	187
Total	\$50,000	
Budgeted increase for new or expanded service:		
Expansion of physical restoration.....	\$60,000	187
Other training costs.....	30,000	186
Total	\$90,000	

Recommendations

Amount budgeted	\$645,000
Legislative Auditor's recommendations.....	605,000
Reduction	40,000

Analysis

The cost of this program, which is designed to assist disabled persons to qualify for remunerative employment through physical restoration, psychiatric services, counseling and other related means, has risen rapidly during the postwar years, largely because of the increased cost of medical services, and also because of an expanded program. Increased costs have been shared almost uniformly by the Federal Government in that 69 percent of the amount budgeted for this program in 1949-50 consists of federal funds, while the Federal Government contributed 70 percent in 1947-48.

The backlog of cases has been great in past years, and there is an annual increment of over 8,000 cases. The proposed budget seeks to secure a total of 7,200 rehabilitations at an average cost of \$375 per case.

The proposed new positions for the district offices, shown on lines 17-40, page 186 of the Budget, are all from federal money.

The increase in state appropriation is caused principally by an expansion in case service costs of \$280,000, half of which is borne by the State. This is estimated to be expanded as follows:

(a) Increased costs for services.....	\$100,000
(b) Expansion of physical restoration program.....	120,000
(c) Increase in other training costs.....	60,000
	<hr/>
	\$280,000

In view of the fact that the need is especially great for the physical restoration program and California is behind other states in this respect, we recommend approval of the expansion in the physical restoration program.

The increase in other training costs can probably be justified on the basis of the over-all need for this service, but it would appear that there should be a general administrative reorganization of the Commission. *Duplicate facilities appear in many cities, and the number of classes of supervisory personnel appears to be excessive.* We recommend that a study be made of the entire program with the objective of simplifying the organization, and that this budget request be reduced by \$40,000, which should be reflected in a direct reduction in administrative costs.

DEPARTMENT OF EDUCATION—BUREAU OF VOCATIONAL REHABILITATION ADMINISTRATION OF VENDING STANDS FOR THE BLIND

For Additional Vocational Rehabilitation from the General Fund

Item 83, page 17 of the Budget Bill and page 188 of the Budget. The amount requested is \$25,000, an increase of \$485 over estimated expenditures in 1948-49. The amount requested for appropriation is the same as was requested in 1948-49. However, estimated savings accrued in the amount of \$485 during 1948-49.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Normal salary adjustments	\$700	188
Equipment	—650	188
Total	<hr/>	
	\$50	
Budgeted increase for new or expanded service:		
Operating expenses	\$435	188

Recommendations

Amount budgeted	\$25,000
Legislative Auditor's recommendations.....	25,000
	<hr/>
Reduction	None

Analysis

This program was created by Chapter 1457, Statutes of 1947, which appropriated \$25,000 for this purpose. The amount of \$25,000 was also

budgeted for the program in 1948-49. As of 1948, there had been established in office buildings throughout the State, approximately 56 stands operated by blind persons. It is estimated that there will be approximately 80 in operation during 1949-50. These blind persons are selected by three-man local committees consisting generally of one representative of the office building in which the stand is to be located, one businessman in the community and one representative of the Bureau of Vocational Rehabilitation. Equipment for this purpose is acquired by the State and loaned to the blind operator who pays a nominal charge based on a percentage of gross sales. The State manages the program and maintains the equipment through two vocational rehabilitation officers, one located in the northern part of the State and one in the southern part of the State.

In our previous analysis of this program, we pointed out that administrative expenses had increased rapidly and that the amount available for acquisition of business enterprise equipment had been reduced by an almost corresponding sum. Accordingly, it was recommended that administrative costs should not be permitted to assume too large a proportion of the total cost of the program inasmuch as the greatest value to the blind person is secured from the equipment made available to him. The budget request for 1949-50 proposes an increase of \$1,095 in operating expenses and a decrease in equipment for additional vending stands amounting to \$610. The proposed increase in operating expense is entirely due to increased travel and automobile mileage expense for vocational rehabilitation officers. In view of the continued expansion in the number of stands under operation, the increased operating expenses appear to be fully justified. We recommend approval of this item for the amount of \$25,000 as requested.

DEPARTMENT OF EDUCATION—STATE LIBRARY

For Support of the State Library from the General Fund

Item 84, page 17 of the Budget Bill and pages 189-191 of the Budget. The amount requested is \$354,364, a decrease of \$7,611 from actual and estimated expenditures of \$361,975 in 1948-49.

<i>Item of increase</i>	<i>Amount.</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and Wages:		
Regular adjustments -----	\$2,973	189
Additional work load -----	8,965	----
Operating expenses -----	2,420	----
Equipment:		
Replacement of typewriters and typewriters for new employees -----	4,675	190
Microphotography laboratory -----	1,100	190
Total -----	\$20,133	
Budgeted increase for new or expanded service:		
Reclassification of junior librarian to senior --	\$420	190
Equipment:		
Additional crafts -----	500	190
Total -----	\$920	

Recommendations

Amount budgeted	\$354,364
Legislative Auditor's recommendation	354,364
Reduction	None

Analysis

The additional amounts requested for the State Library consist of additional personnel and equipment required to take care of *increased acquisitions of books and periodicals, and to bring up to date the cataloging of maps in the map room.* In connection with the added personnel requested for the documents section to take care of increased work load, *we recommend that more attention also be given to the index files in order to facilitate reference.*

Although under an austerity program it unquestionably would be possible to reduce operating expenses and equipment by approximately \$1,000, the items and amounts requested would appear to be reasonable under normal operations. We recommend that Item 84 be approved in the amount of \$354,364 as requested.

DEPARTMENT OF EDUCATION—STATE COLLEGES

Summary of Budget Requests of State Colleges—Items 85 to 93, Inclusive

We are presenting a summary of the Budget requests of the state colleges, Items 85 to 93, inclusive, prior to the individual analysis of each institution for the reason that there are some general principles involved which apply to all eight colleges and will affect the Budget of each on the basis of the determination of these principles.

We are approaching the appropriations and the entire Budget from the viewpoint that no new services or the enrichment of present services should be allowed. We, therefore, consider that a reduction of the teaching load is an enrichment of services, and we recommend against such enrichment. The following summary presents the situation.

There are eight state colleges ranging from a full-time equivalent student enrollment of 5,700 students at San Jose State College to 782 at Humboldt State College. The present (1948-49) per student costs at the state colleges range from a low of \$359 at San Jose State College, the college with the largest enrollment, to a high of \$577 at Humboldt State College, the college with the smallest enrollment.

In analyzing the present per student cost, the student-faculty ratio, clerical ratios, and other bases of comparison between the state colleges, consideration must be given to the fact that other things being equal a college with a large enrollment is able to offer a full curriculum with a lower per student cost and a higher student-faculty ratio than a college with a smaller enrollment. This is not only indicated by the examples which we have noted above, but it has always served more or less as one of the principal factors in determining the approved student-faculty ratios at all of the state colleges. For example, the following table shows the eight state colleges ranged by the size of student enrollment with per student cost and student-faculty ratio for the 1949-50 Fiscal Year compared with 1948-49.

Regular Session Enrollment—General and Professional Departments

	Enrollment		Cost per student		Student-faculty ratio	
	1948-49	1949-50	1948-49	1949-50	1948-49	1949-50
San Jose -----	5,450	5,700	\$359	\$388	19-1	18-1
San Diego -----	4,100	4,000	372	440	22-1	18-1
San Francisco ---	3,100	3,200	448	489	20-1	18-1
Fresno -----*	2,850	2,900	426	460	18-1	18-1
Chico -----	1,200	1,300	501	531	18-1	18-1
Los Angeles -----	800	1,250	460	473	15-1	14-1
Sacramento -----	600	800	473	548	16-1	14-1
Humboldt -----	750	782	577	606	17-1	17-1

* Enrollment in agriculture excluded.

This table indicates that there has been some recognition of the differences in faculty requirements between large and small schools in that the larger state colleges have been allowed a student-faculty ratio of 18-1, whereas Humboldt, Los Angeles, and Sacramento State Colleges with their smaller enrollments have been allowed a lower student-faculty ratio. During the war years when enrollments fell off rapidly in the state colleges, the ratio of students per teacher dropped sharply, because it was found to be impossible to reduce faculty as fast as enrollment declined and at the same time meet the requirements of a minimum state college curriculum. On the other hand, during the postwar years, as veterans and other students poured into the state colleges, the student-faculty ratios rose to where in 1947-48 the ratio at San Jose State College was 21-1, San Francisco State College 23-1, and San Diego State College 20-1. As the enrollments continued to mount in 1948-49, it could have been expected that the student-faculty ratios likewise would continue to rise. The Budget for the 1947-48 Fiscal Year, however, requested a lowering of the ratio to approximately 18-1 for most of the state colleges with specially favored ratios for Humboldt State College, because of its small size, and for Los Angeles State College and Sacramento State College, due to the fact that they were new institutions.

All of the larger colleges, that is those with enrollments of 1,200 or more, are budgeted for 1949-50 on the basis of a faculty-student ratio of 18-1. Because of their smaller size, three of the state colleges have been granted preferential ratios: Humboldt State College at 17-1; Sacramento State College at 14-1; and Los Angeles State College at 14-1.

It should also be pointed out that the lowering of student-faculty ratios proposed for 1949-50 constitutes in the case of most of the colleges a more substantial increase in the level of instruction offered to students than is apparent solely from the amount of improvement shown in the student-faculty ratios. This is due to the fact that student enrollments are estimated to expand even further over 1948-49, which should thereby permit the state colleges to offer a greater variety of courses with the same number of teachers, in that the basic courses will automatically tend to be increased in size. While the student-faculty ratios budgeted for 1949-50 give certain recognition to the differences in size of enrollment at the various state colleges, it does not do so with due consideration to the fact that increases in enrollment should automatically tend to permit an increase in the ratio without lowering the standard of instruction given.

Another factor which will permit the state colleges to improve on their own behalf their effective teaching ratios, is the elimination of numerous miscellaneous courses of study, or individual classes, such as engineering, for example, which are not essential to the basic curricula for state colleges. This has been pointed in the Legislative Auditor's *Analysis of the Budget and Budget Bill* in previous years, and this year the Department of Education has recognized the necessity for such curricula revision by requesting a specialist in the department for this purpose. While we are of the belief that the personnel needs for making such studies are already provided for in the Department and the state colleges, we again emphasize that a positive program to define and make effective revisions in curricula in line with the basic functions of state colleges would permit an automatic enrichment of the faculty-student ratio.

For these reasons, and because salaries and wages are the principal factor in the cost of support of the state colleges, we recommend that the following schedule of student-faculty ratios be substituted for those contained in the Budget.

The budget recommendation shown in next to the last column gives the teaching load as recommended in the Budget. This, it will be noted, is a material improvement over 1948-49. Our recommendation in the last column, while still an improvement in some instances over 1948-49 through the leveling out of inequities, is somewhat higher than the budget recommendation. *It is, moreover, possible that the estimated enrollment will not be attained and the actual student-faculty ratio may be even less than estimated.* It may occur that the enrollment estimated will be exceeded in some instances. Then the student-faculty ratio will be increased. Such increase would be spread so thin that it would make no material difference in the effectiveness of teaching.

State colleges	Enrollment	Student-faculty ratio		
	1948-50	1948-49	Budgeted	Our recommendation
San Jose -----	5,700	19-1	18-1	19-1
San Diego -----	4,000	22-1	18-1	19-1
San Francisco -----	3,200	20-1	18-1	19-1
Fresno -----	2,900	18-1	18-1	18-1
Chico -----	1,300	18-1	18-1	18-1
Los Angeles -----	1,250	15-1	14-1	15-1
Sacramento -----	800	16-1	14-1	15-1
Humboldt -----	782	17-1	17-1	17-1

The lower ratios recommended for Humboldt State College, Sacramento State College, and Los Angeles State College are due to the fact that these schools are smaller and therefore require a higher ratio to secure comparable curricula offerings, and because Sacramento State College and Los Angeles State College are as yet upper division colleges only and therefore are required to offer a larger number of specialized courses. The proposed ratios at Sacramento State College and Los Angeles State College should permit these colleges to provide an adequate and improved level of instruction, and a wider range of courses for upper division work.

Allowing the material improvement in the student-faculty ratio for San Diego, 22-1 to 19-1, and San Francisco, 20-1 to 19-1, and Sacramento from 16-1 to 15-1, our recommendation would still make possible the

saving of \$309,351 on the adjustment of student-faculty ratios alone. Other reductions recommended will be found in the schedule of recommended reductions below.

Summary of Recommended Reductions

The total amount requested for support of the state colleges, exclusive of California State Polytechnic College, from state funds, is \$7,265,840 for the 1949-50 Fiscal Year. This is an increase of \$1,595,809 or 28.1 percent over the amount of \$5,670,031 estimated to be expended in the 1948-49 Fiscal Year. The total request of \$7,265,840 includes \$7,096,865 from the General Fund and \$168,975 from the State College Fund. The latter amount is for support of agricultural activities at Fresno State College.

We recommend that a total reduction of \$448,127 be made in the amounts requested which in effect holds the state colleges to a \$1,147,682 or 20.2 percent increase over the \$5,670,031 estimated to be expended from state funds in 1948-49.

The reduction is as follows:

Teachers (based on ratios) -----	\$309,351
Master teachers -----	32,725
Psychometrists -----	15,840
Clerical -----	38,580
Miscellaneous -----	21,732
Operating expense -----	29,899
Total -----	\$448,127

DEPARTMENT OF EDUCATION—CHICO STATE COLLEGE

For Support of Chico State College from the General Fund

Item 85, page 17 of the Budget Bill and pages 194 to 198 inclusive of the Budget. The amount requested is \$527,366 from the General Fund for support of Chico State College. This is an increase of \$107,661 or 25.5 percent over the amount of \$419,705 estimated to be expended in the 1948-49 Fiscal Year.

Item of increase	Amount	Budget page
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries -----	\$48,406	194
Operating expense -----	7,781	194
Equipment -----	9,068	194
Total -----	\$65,255	
Budgeted increase for new or expanded service:		
Salaries -----	\$20,518	194
Operating expense -----	4,247	194
Total -----	\$24,765	

Recommendations

Amount budgeted -----	\$527,366
Legislative Auditor's recommendations -----	508,227
Reduction -----	\$19,139

Summary of Recommended Reductions

We recommend that the following items be reduced:

Item	Amount
Master teachers -----	\$2,500
Psychometrist -----	2,640
Clerical -----	4,440
Miscellaneous -----	5,312
Operating expense -----	4,247
Total -----	\$19,139

Analysis

Enrollment at Chico State College is budgeted to increase from 1,200 students in 1948-49 to 1,300 in 1949-50, an increase of 8.3 percent in regular session enrollment. Per student costs are budgeted to increase from \$501 to \$531, an increase of \$30 or 6.0 percent.

One supervising clerk, grade 1, reclassification of one senior clerk, line 34, budget page 195, costing \$130, and \$1,500 for student assistants line 36, budget page 195, is requested for the registrar's office at Chico State College. At present, there is one position of registrar and four clerical positions budgeted for this office. The cost for this function is already high at this college. *We recommend that no additional amount be approved for student assistants, saving \$1,500.*

One psychometrist costing \$2,640 line 38, budget page 195, is requested for the personnel office, in line with a similar request by all of the state colleges. This position is for testing students for guidance purposes and is an expansion of the student guidance program. We recommend approval of this position, although we also recommend that a small charge be made for the service in order to make it self-supporting. The charge for this service at the University of California is \$25. The same charge at state colleges would appear to be reasonable.

One business manager costing \$5,496 line 43, budget page 195, is requested at Chico State College. Other state colleges have a position of business manager or controller to direct the business office, in line with the department's policy to relieve the presidents of the state colleges of business functions. *To be consistent with this policy, approval should be granted to the request for a business manager at Chico State College.*

Operating expenses for administration are budgeted to increase \$827 which is reasonable in line with the budgeted increase in enrollment from 1,200 to 1,300 students.

Instruction

Five new teachers are requested at a cost of \$21,150 to take care of increased enrollment in line with the approved student-faculty ratio of 18-1 at this state college. No expansion in service is contemplated in this request. We recommend approval.

An increase of one half-time intermediate stenographer-clerk to full-time is requested at a cost of \$1,235 to augment clerical assistance to instructors based on the increase in faculty and in enrollment. *We recommend approval.*

One junior stenographer-clerk, line 61, Budget page 196, is requested to expand the use of techniques to evaluate all teacher candidates. *In view of the approval of the position of psychometrist included in this Budget, we recommend that the position of junior stenographer-clerk not*

be allowed and that the work contemplated in this request be performed by the psychometrist. This will result in a saving of \$1,920.

The sum of \$2,500 is requested for master teachers to provide supervision of student teachers which at present is supplied without cost. Similar requests have been made in other state college budgets. *In line with our general recommended policy to economize on unnecessary increased services of this nature, we recommend elimination of the amount of \$2,500, line 63, Budget page 196.*

One junior librarian, line 66, Budget page 196, one senior clerk, line 67, Budget page 196, and \$1,172 in student assistance, line 68, Budget page 196, making a total request of \$6,332 is budgeted for the library. This increase cannot be justified on the basis of an increase in enrollment and the library at this college is well staffed in comparison with other state colleges. *We recommend that these positions not be granted eliminating \$6,332.*

Operating expenses for instruction are budgeted to increase \$6,231 or 26.1 percent. This compares with an 8.3 percent increase in enrollment and therefore constitutes an item of additional service over and above the existing level. In view of the fact that Chico State College is already at the maximum authorized student-faculty ratio and no increase is needed therefore to provide for an augmentation in this service, we recommend that operating expenses be kept in line with increases in enrollment. *We, therefore, recommend that operating expenses be reduced by \$4,247 providing an 8.3 percent increase.*

Maintenance and Operation

One additional position of watchman costing \$2,040, and one janitor costing \$2,040, are requested for operation of buildings, as well as \$1,150 for student assistants to act as watchman. *This is requested to provide a full-time night watchman seven nights a week, which we recommend.*

DEPARTMENT OF EDUCATION—FRESNO STATE COLLEGE

For Support of Fresno State College from the General Fund

Item 86, page 18 of the Budget Bill and pages 199 to 205, inclusive, of the Budget. The amount requested is \$1,049,766 from the General Fund for support of Fresno State College. This is an increase of \$200,739 or 23.6 percent over the amount of \$849,027 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries -----	\$88,151	---
Operating expense -----	20,084	200
Equipment -----	10,896	200
Accounting services to college foundation -----	—369	200
Total -----	\$118,762	
Budgeted increase for new or expanded service:		
Salaries -----	\$16,804	200

Recommendations

Amount budgeted -----	\$1,049,766
Legislative Auditor's recommendations -----	1,040,738
Reduction -----	\$9,028

Summary of Recommended Reductions

We recommend that the following items be reduced :

Item	Amount
Master teachers -----	\$6,388
Psychometrist -----	2,640
	<hr/> \$9,028

Analysis

Administration

Proposed new positions for administration include one secretary-stenographer, line 68, Budget page 200, a reclassification of one senior stenographer-clerk, costing \$156 for the executive office. This is in line with a similar request made for the executive offices of the larger state colleges. In view of the greatly increased enrollments and responsibilities during the past few years, we recommend approval.

The position of one intermediate typist-clerk, line 73, Budget page 200, costing \$2,160 is requested for the registrar's office. This office is understaffed relative to other state colleges and we recommend approval.

The position of one psychometrist, line 74, Budget page 200, is requested for the personnel office costing \$2,640. In line with our over-all policy for all of the state colleges, we recommend approval of this position, on a self-supporting basis only. This will permit elimination of the amount of \$2,640.

One senior stenographer-clerk, line 75, Budget page 200, reclassification of one intermediate stenographer-clerk, is requested for the personnel office costing \$160. We recommend that this position be granted.

One half-time physician, line 78, Budget page 200, is requested costing \$3,456. No provision is made for medical services for students and we recommend approval.

The position of one intermediate account-clerk, line 80, Budget page 200, costing \$2,160, is requested for the business office. This office is understaffed relative to other state colleges and we recommend approval.

One intermediate stock clerk, line 81, Budget page 200, costing \$2,160 is requested in line with a recommendation of the State Division of Audits and to provide a more adequate inventory of all equipment. We recommend approval.

Instruction

Three new teaching positions, line 32, Budget page 202, are requested at a cost of \$14,016 solely on the basis of additional enrollment. We recommend approval.

One intermediate clerk costing \$2,160, line 33, Budget page 202, is requested for the Visual Aids Department. This is a new function but is essential to the expanding need for audio-visual education teachers and we recommend approval.

A request is made for 1.8 positions of master teachers, line 40, Budget page 202, at a cost of \$6,388 in order to obtain supervisors. Similar requests have been made at the other state colleges. This is an added

service based on the assertion that adequate supervision cannot be secured under the existing system which provides no remuneration for supervisors. *In line with our recommended policy of economy in supervision, we recommend that these positions not be granted saving \$6,388.*

Pay of student assistants, line 43, Budget page 202, amounting to \$1,685 is budgeted for the library. The addition of this student assistance provides some additional service over and above added enrollment. No major addition has been made to library service during the past three years, however, and for this reason, we recommend approval.

Maintenance and Operation of Plant

One groundsman and flower gardener, line 11, Budget page 203, is requested at a cost of \$2,280 to care for additional property acquired by the college. We recommend approval of this position.

One painter, line 12, Budget page 203, is requested at a cost of \$3,060 to replace contract service. This college is in need of additional painting in order to provide proper maintenance and we recommend approval.

Two janitors, line 13, Budget page 203, are requested on the basis of a reduction in floor space cleaned by each janitor from 20,000 feet to 15,000 square feet. This is in line with ordinary requirements for janitorial services.

DEPARTMENT OF AGRICULTURE

For Support of the Department of Agriculture at Fresno State College from the State College Fund

Item 87, page 18 of the Budget Bill, and pages 203 to 205 inclusive of the Budget. The amount requested is \$168,975 from the State College Fund for additional support of Fresno State College. This is an increase of \$35,945 or 27.5 percent over the amount of \$133,030 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries	\$8,181	--
Salary savings	500	204
Operating expense	18,979	204
Equipment	980	204
Total	\$28,640	
Budgeted increase for new or expanded service:		
Salaries	\$12,228	204

Recommendations

Amount budgeted	\$168,975
Legislative Auditor's recommendations	161,547
Reduction	\$7,428

Summary of Recommended Reductions

We recommend that the following items be reduced :

<i>Item</i>	<i>Amount</i>
Teachers (based on ratio)	\$7,428

Analysis

Instruction

Two teaching positions are requested to augment the existing staff of the newly established Department of Agriculture. This will provide an additional service as no increase is budgeted for enrollment in the Department of Agriculture. This request is based on a ratio of 15 students per instructor in the Department of Agriculture. To some extent, a lower ratio in this department can probably be justified due to the additional laboratory type instruction associated with the terminal education courses given. Similar justification is given for a more favorable student-faculty ratio at California State Polytechnic College than at other state colleges. Nevertheless, the type of program at Fresno State College would not appear to justify as favorable a ratio as at California State Polytechnic College due to the absence of the highly developed student project program which exists at California State Polytechnic College. *We recommend elimination of the two additional teaching positions, a saving of \$7,428, shown on line 34, page 204 of the Budget.*

One senior stenographer-clerk, line 35, Budget page 204, is requested at a cost of \$2,640 to provide clerical service at the college farm. During the period of the split campus, we recommend this position.

One intermediate stock-clerk, line 36, Budget page 204, is requested upon recommendation of the Division of Audits to keep more adequate records of equipment checked out to students. We recommend approval.

A request for 0.7 of one position of student assistant, line 37, Budget page 204, costing \$1,600 is made bringing the total for this purpose to \$4,600, or the equivalent of two full-time positions. This is a reasonable ratio of student assistants and we recommend approval.

Maintenance and Operation of Farm

One janitor, line 78, Budget page 204, is requested at a cost of \$2,040 to provide service for an additional temporary building expected to be completed during 1949-50. No other janitorial service has been provided for these buildings and we recommend approval.

Operating expenses for instruction and maintenance and operation of the farm are based on an expanding program and appear to be reasonable. We recommend approval.

DEPARTMENT OF EDUCATION—HUMBOLDT STATE COLLEGE

For Support of Humboldt State College from the General Fund

Item 88, pages 18 and 19 of the Budget Bill, and pages 206 to 210 inclusive of the Budget. The amount requested is \$376,681 from the General Fund for support of Humboldt State College. This is an increase of

\$59,115 or 18.6 percent over the amount of \$317,566 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries -----	\$24,736	206
Operating expense -----	4,371	206
Equipment -----	4,532	206
Total -----	\$33,639	
Budgeted increase for new or expanded service:		
Salaries -----	\$7,890	206
Total -----	\$7,890	

Recommendations

Amount budgeted -----	\$376,681
Legislative Auditor's recommendations -----	368,791
Reduction -----	\$7,890

Summary of Recommended Reduction

We recommend that the following items be reduced:

<i>Item</i>	<i>Amount</i>
Master teachers -----	\$4,950
Psychometrist -----	2,640
Miscellaneous -----	300
Total -----	\$7,890

Analysis

Administration

Proposed new positions for administration at Humboldt State College are one supervising clerk, grade 1, (reclassification of one senior stenographer-clerk) costing \$144 for the registrar's office; one psychometrist for the personnel office costing \$2,640; 1 bookkeeper, grade 2, (reclassification of one senior account clerk) for the business office costing \$156; and temporary help costing \$300.

We recommend elimination of the reclassification of the senior stenographer-clerk to supervising clerk, grade 1, line 27, Budget page 207, in the Registrar's office on the basis that the Registrar's office at Humboldt State College is already far more costly per student than any other state college. This is true not only of the cost per student, but also on the basis of the number of students handled per employee in the office. The ratio of clerical personnel to students is lower at Humboldt State College than at any other state college.

The position of one psychometrist, line 31, Budget page 207, for the personnel office is requested for 1949-50 by all of the state colleges. This position is for the purpose of testing for student guidance. It is a new program and is a supplement to the expanded student guidance program at each of the state colleges. This is a question of policy. The college points out that this position would relieve the teaching staff of tasks now performed by teachers and would enable them to devote more time to actual classroom instruction. We recommend approval of this class of position

although we wish to point out that the critical evaluation given to students entering state colleges has been low. We also recommend, however, that a fee be charged for this service to make it self-supporting, this will permit a reduction of \$2,640.

The bookkeeper, grade 2, reclassification of one senior account clerk, line 33, Budget page 207, is requested for the business office on the basis of a general recommendation that there is fundamental need for reorganizing the business management functions now performed by controllers at the State Colleges, the need for relieving college presidents of all business functions, and to strengthen secondary positions in the business office. *We question the necessity for strengthening the business office at Humboldt State College due to the fact that this business office is already operated at approximately three times the cost per student at San Jose State College and twice the cost at Chico State College which is somewhat comparable in size.* It is interesting to note that this business office has received censure by the Division of Audits, Department of Finance, despite the high per student cost, whereas excellent conditions prevail at institutions with a low cost per student. We recommend that this reclassification be not approved, saving \$156.

Instruction

Humboldt State College is requesting two additional teachers, line 48, budget page 208, for a proposed increase enrollment of 32 students. No change is proposed in the 17-1 student-faculty ratio which existed in 1948-49. The ratio budgeted for Humboldt State College is lower than in the larger state colleges in order that the full range of academic courses can be maintained despite the small enrollment. Although this is sound in principle and we recommended the 17-1 ratio for 1948-49, *an examination of the curriculum at Humboldt State College gives evidence of an excessive number of courses unrelated to the basic program laid down for state colleges.* There has been a tendency at this college to duplicate the curriculum offered at the largest state colleges and *in many instances to exceed the state colleges in this respect.* A reduction in the number of miscellaneous courses taught would bring about an automatic raising of the standard of instruction provided in basic subjects. We recommend that the Department of Education take steps to establish more nearly uniform curricula for comparable state colleges in order to secure the most effective and economic instruction possible. We recommend approval of the two teachers requested at a cost of \$6,432 on a basis of a 17-1 student-faculty ratio.

A request is made for student assistants, line 49, budget page 208, costing \$3,130. We recommend this item but again point out that this will improve the student-faculty ratio by permitting teachers to devote additional time to classroom instruction.

The college is requesting \$4,950 for master teachers, line 51, budget page 208, to provide supervision of student teachers. The college maintains that this appropriation from the State which supplements the salaries of teachers paid by the local school district is necessary to retain qualified teachers for this purpose. In view of our recommended policy of economy of supervision we recommend that these positions not be granted saving \$4,950.

Maintenance and Operation of Plant

One watchman, line 15, budget page 209, is requested at a cost of \$2,040 to guard the college campus between 10 p.m. and 6 a.m. We recommend approval.

DEPARTMENT OF EDUCATION—LOS ANGELES STATE COLLEGE

For Support of Los Angeles State College from the General Fund

Item 89, page 19 of the Budget Bill and pages 211 to 214, inclusive, of the Budget. The amount requested is \$465,858 from the General Fund, an increase of \$109,170 or 30.5 percent over the amount of \$356,688 estimated to be expended from this appropriation in 1948-49. In addition to the amount requested to be appropriated in the Budget Bill, \$64,490 is estimated to be received in student fees and \$99,240 in federal funds for education of veterans making a total expenditure program at this college of \$629,588, an increase of \$241,972 over estimated expenditures in 1948-49.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries -----	\$138,428	
Operating expense -----	58,300	211
Salary savings -----	4,400	211
Total -----	\$201,128	
Budgeted increase for new or expanded service:		
Salaries -----	\$40,844	211

Recommendations

Amount budgeted -----	\$465,858
Legislative Auditor's recommendations -----	429,526
Reduction -----	\$36,332

Summary of Recommended Reduction

We recommend that the following items be reduced:

<i>Item</i>	<i>Amount</i>
Teachers (based on ratio) -----	\$26,400
Master teachers -----	5,012
Clerical -----	4,920
Total -----	\$36,332

Analysis

Regular session enrollment at Los Angeles State College is budgeted at 1,250 students in 1949-50 compared with 800 students in 1948-49, an increase of 450 students or 56.3 percent. *Costs per student are budgeted to increase, from \$460 in 1948-49 to \$473, an increase of \$13 or 2.8 percent.*

Administration

One position of intermediate stenographer-clerk, line 36, budget page 212, and one intermediate clerk, line 37, budget page 212 costing \$4,440 are requested for the registrar's office to take care of the increased enrollment. This request is in line with the positions budgeted in past years for other state colleges and we recommend approval.

One half-time position of physician, one senior stenographer-clerk and one intermediate stenographer-clerk costing a total of \$7,950 is requested for the personnel office. *We recommend that the two clerical positions, lines 40 and 41, budget page 212, be not approved at a saving of \$4,920. The personnel office at this college is adequately staffed at present and we see no reason for further augmentation of clerical assistance.* At Chico State College, for example, with a student enrollment of 1,300, there are two clerical positions budgeted, whereas Los Angeles State College with an estimated enrollment of 1,250, is requesting five such positions. *We recommend approval of the increase of one half-time position of college physician in line with the increased requirements.*

The business office is requesting one position of Controller and \$1,000 for student assistants. This position is in line with the staff supplied for this function in the state colleges of comparable size and we recommend approval. At present, the business office is managed by an accounting officer, grade 2.

Instruction

Request is made for 25 additional teachers, line 42, budget page 213, costing \$110,000 based on a student-faculty ratio of 14-1. This constitutes an improvement over the existing ratio at Los Angeles State College of 15-1. *In line with our recommended policy that the student-faculty ratio at this college be revised upward as enrollments increase, we recommend that the 15-1 ratio be continued in 1949-50.* This will permit an automatic increase in the level of instruction available and will still leave this college, along with Sacramento State College, in a more favorable position than the other state colleges. This is based on the fact that as yet all instruction at both Los Angeles and Sacramento State Colleges is upper division, and because the enrollment at these colleges is still small. The increase in enrollment at Los Angeles State College from 800 to 1,250, or a 56.3 percent increase, will permit the college to fill out many of its smaller upper division classes and on a 15-1 ratio will provide instructors for additional new courses constituting an enrichment in the program. *Our recommended increase in the student-faculty ratio from the budgeted figure of 14-1 to 15-1 will permit a reduction of approximately six teachers saving approximately \$26,400.*

One intermediate stenographer-clerk at a cost of \$2,280 is requested to provide clerical assistance to the proposed new teachers as well as \$4,000 for student assistants. We recommend approval of these amounts.

The amount of \$5,012 is requested for master teachers, line 46, budget page 213, to provide supervision of student teachers. Similar requests have been made in most of the state colleges. This is an added service based on the assertion that adequate supervision cannot be secured under the existing system which provides no remuneration for supervisors. This is a matter of policy which is impossible of accurate measurement. *In line with our recommended policy of economy in supervision, we recommend that these positions not be granted saving \$5,012.*

One senior librarian costing \$3,060, line 49, budget page 213, and \$3,000 for student assistants, line 50, budget page 213, is requested for the library. At present there are three librarians and one clerical position provided for this purpose. This compares with five librarians and one clerical position at Chico State College which is comparable in size but

which has a library which has been established for many years. *In view of the expansion of the library at Los Angeles State College and the increasing demands made upon the library by the increased enrollment, we recommend approval of both of these positions.*

Operating expenses are reasonable in line with the 56.3 percent increase in student enrollment.

DEPARTMENT OF EDUCATION—SACRAMENTO STATE COLLEGE

For Support of Sacramento State College from the General Fund

Item 90, pages 19 and 20 of the Budget Bill and pages 215 to 218, inclusive, of the Budget. The amount requested is \$347,822 from the General Fund. This is an increase of \$116,204 or 50.1 percent over estimated expenditures of \$231,618 in 1948-49. In addition to the amount appropriated in the Budget Act, the college will receive \$36,090 in student fees and \$74,050 in federal funds for education of veteran students, making a total expenditure program of \$457,962 compared with total expenditures in 1948-49 of \$294,256.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service :		
Salaries -----	\$84,902	215
Operating expense -----	37,420	215
Total -----	\$122,322	
Budgeted increase for new or expanded service :		
Salaries -----	\$41,384	215

Recommendations

Amount budgeted -----	\$347,822
Legislative Auditor's recommendations -----	328,718
Reduction -----	\$19,104

Summary of recommended reductions

We recommend that the following item be reduced :

<i>Item</i>	<i>Amount</i>
Teachers (based on ratio) -----	\$19,104

Analysis

Administration

Enrollment at Sacramento State College is budgeted to increase from 600 to 800 students for regular session classes or an increase of 33.3 percent in 1949-50. Cost per student for regular session students is budgeted to increase from \$473 to \$548, an increase of \$75 or 15.9 percent.

One position of placement secretary, line 24, Budget page 216, costing \$3,372, is requested for the personnel office. No provision has as yet been made at this college to provide personnel data incidental to employment of teachers and other graduating students. *In view of the fact that Sacramento State College has now reached an estimated enrollment of 800 students, we recommend that provision be made for such a position.*

A position of Comptroller, line 26, Budget page 216, costing \$4,512 is requested for the business office, likewise on the basis that the continued

expansion of the college requires the full basic complement of a business office. At present provision is made for an accounting officer and two full-time clerical positions. We recommend approval of the additional position of Comptroller.

Operating expenses provide for a modest expansion in line with increased enrollment.

Instruction

Request is made for 13 additional teachers, line 6, Budget page 217, based on a proposed student-faculty ratio of 14-1. This constitutes an improvement over the existing ratio of 16-1 as well as an automatic improvement by virtue of the estimated increase in enrollment from 600 to 800, or a 33.3 percent increase. Although Sacramento State College has been allowed a favorable student-faculty ratio based on its small size, we pointed out, in approving this college's request in our analysis of the Budget last year, that as the student enrollment at this college increased upward, revision in the student-faculty ratio would be in order. This is consistent with the over-all policy adopted by the Department of Education in relating student-faculty ratios to enrollments at the various state colleges. In view of the fact that the college is entirely upper division as yet and is still the smallest state college with the exception of Humboldt State College, we recommend that a favorable ratio be continued. *However, giving due consideration to the expansion in enrollment, we recommend an improvement from 16-1 to 15-1 providing thereby a substantial raising of the level of instruction available at this college. At the same time this will permit a saving of approximately \$19,104, or four teaching positions.* As the enrollment at Sacramento State College continues to increase and the full four-year program is established, additional upward adjustments should be made in the student-faculty ratio.

One intermediate stenographer-clerk, line 7, Budget page 217, at a cost of \$2,280 is requested for clerical assistance to teachers. This is a reasonable request in line with the proposed number of additional teachers. We recommend approval.

The amount of \$3,480 for student assistants, line 8, Budget page 217, is requested in instruction. This is also reasonable, particularly inasmuch as all classes taught at this college are upper division.

One junior librarian, line 10, Budget page 217, costing \$2,640 is requested on the basis of increased work load and instructional staff. In view of the minimum library staff provided at present, we recommend approval.

Operating expenses are requested in line with increased staff and student enrollment and we recommend approval.

DEPARTMENT OF EDUCATION—SAN DIEGO STATE COLLEGE

For Support of San Diego State College from the General Fund

Item 91, page 20 of the Budget Bill, and pages 219 to 223, inclusive, of the Budget. The amount requested is \$1,372,661, an increase of \$319,661 or 30.2 percent over the amount of \$1,053,000 estimated to be expended in 1948-49. Student fees of \$140,691 and federal funds for education of veteran students amounting to \$364,346 bring the total

expenditure program for San Diego State College for 1949-50 to \$1,877,-698. *Enrollment at this college is estimated to decline by 100 students or from 4,100 to 4,000.* Present student costs are budgeted to increase from \$372 to \$440.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries -----	\$153,609	219
Salary savings -----	5,500	219
Operating expense -----	23,149	219
Equipment -----	10,779	219
Total -----	\$193,037	
Budgeted increase for new or expanded service:		
Salaries -----	\$67,270	219

Recommendations

Amount budgeted -----	\$1,372,661
Legislative Auditor's recommendations -----	1,315,771
Reduction -----	\$56,890

Summary of Recommended Reductions

<i>Item</i>	<i>Amount</i>
Teachers (based on ratio) -----	\$37,510
Psychometrist -----	2,640
Clerical -----	11,340
Miscellaneous -----	5,400
Total -----	\$56,890

Analysis

Administration

One psychometrist, line 41, Budget page 220, costing \$2,640, is requested for the personnel office. We recommend approval providing that a small fee is levied that will pay for this additional service. On this basis, the budget item would be reduced by \$2,640.

Two intermediate stenographer-clerks, line 42, Budget page 220, costing \$4,560, are requested for the personnel office. These positions constitute increased services to the personnel function providing additional testing and occupational information service and clerical service for the placement office. *We recommend the elimination of one of the two positions. This will permit an additional strengthening of the placement office which may be necessary in view of increasing difficulties in securing placement.* We do not, however, recommend expansion of testing services beyond that provided for by the addition of the psychometrist. This reduction will save \$2,280.

One intermediate stenographer-clerk, line 50, Budget page 220, is requested for the business office, costing \$2,280. The business office at San Diego State College has a modest staff compared with other state colleges. However, it is experiencing a small reduction in enrollments. For this reason any expansion of the business office should be considered an additional service. In view of the fact that veteran enrollment at state colleges is declining rapidly and because the clerical staff in the business office has been strengthened to take care of increased paper work arising

from veterans administration papers required for veteran students, a corresponding reduction in paper work should be expected with declining veteran enrollments. *Therefore, we recommend that the position of intermediate stenographer-clerk costing \$2,280 be eliminated.*

Instruction

San Diego State College is requesting 31 additional teachers, line 70, Budget page 221, to bring the student ratio from an effective 22-1 to 18-1. This reduction in ratio is budgeted to cost \$105,710. *We recommend that the ratio be reduced to 19-1 in accordance with a policy of relating the student-faculty ratio to the size of the enrollment in the institution.* San Diego State College, with an enrollment of 4,000 is the second largest of the state colleges and is able to offer a broad curriculum on the basis of a 19-1 ratio. We are also recommending that the largest state college, San Jose State College, remain at the 19-1 ratio. It should be pointed out that the ratio of 19-1 was approved by the Legislature for the San Diego State College for 1948-49. Inability to secure teachers, however, kept the ratio at approximately 22-1. A reduction to the ratio of 19-1 approved for last year will permit a substantial improvement in the actual level of instruction at this college. *Our recommendation will result in a saving of 11 positions amounting to \$37,510.*

One senior stenographer-clerk, line 71, Budget page 221, costing \$2,640, is requested for the office of the Director of Audio-visual Education. Heretofore, this has been staffed with central office personnel. We recommend approval of this position on the basis that this is an expanding phase of state college training and if this office is to be continued, clerical assistance on a regular basis will be necessary.

One senior stenographer-clerk, line 71, Budget page 221, for the staff of the Dean of Professional Education is requested at a cost of \$2,640. This is recommended on the basis of additional graduate work at the college.

One junior stenographer-clerk, line 72, Budget page 221, is requested for the Department of Education. This is an additional service to relieve the Director of Elementary Education of routine work. We recommend elimination of this position and that the Director of Elementary Education continue to share secretarial services with the Director of Secondary Education. This will save \$1,920.

One junior stenographer-clerk, line 72, Budget page 221, is requested for the Art Department. No secretarial assistance has previously been provided for the chairman of the Division of Fine Arts. However, we recommend that this requirement could be met by additional student clerical assistance. We, therefore, recommend elimination of this position and recommend an addition of \$900 to the amount budgeted for student assistants.

One junior stenographer-clerk, line 72, Budget page 221, is requested for the biology department costing \$1,920. *In view of the reduction in enrollments, we recommend that no additional clerical assistance be granted to the biology department.*

One junior stenographer-clerk costing \$1,920, line 72, Budget page 221, is requested for the health department and physical education department. We recommend elimination of this position.

One junior stenographer-clerk, line 72, Budget page 221, is requested for the Music Department at a cost of \$1,920. At present there is no secretarial assistance for this office and we recommend that the position be granted.

One laboratory assistant costing \$2,280 is requested for the Physics Department. This is requested to relieve instructors of the duties of supervising laboratory procedure and to assist in the laboratory stock-rooms. The Department of Education's request to reduce the student-faculty ratio from a high of approximately 23-1 down to the present level of 18-1 or 19-1 has been based in part on the assertion that laboratory duties are a large part of the work load of instructors. *If positions of this nature are approved, it will automatically tend to increase the effective student-faculty ratio for instructional purposes. In view of the systematic reduction of the student-faculty ratio over the past few years and the expansion of funds for student assistants who can be used for work of this nature, we recommend elimination of the position of laboratory assistant,* line 73, Budget page 221, saving \$2,280.

One intermediate stenographer-clerk, line 75, Budget page 221, is requested for the library costing \$2,280 and one junior librarian, line 76, Budget page 221, costing \$2,640. *The library staff at San Diego State College appears to be understaffed relative to the other state colleges and universities and we therefore recommend approval of these positions.*

Operating Expenses

Teaching service, the principle item of expenditure under operating expense for instruction, has increased from \$36,627 in 1947-48 to \$60,000 in 1949-50, an increase of 63.5 percent. Teaching service consists of materials used for instructional purposes such as test tubes, rules, microscopes, etc. Although enrollments are high, at the same time the increase in cost for teaching service largely constitutes an increased service. *In view of the fact that the amount budgeted for teaching service at San Diego State College has been low relative to other state colleges, we recommend approval of this amount.* With this improvement, however, additional amounts for this purpose should be related closely to further increases in enrollment.

Equipment requests are reasonable. We recommend, however, that the Department of Education take steps to establish more definite standards for equipment, particularly with reference to teaching service. At the present time, there is inadequate knowledge of the prevailing standards for equipment followed by the various state colleges in making their budgets with the result that definite inequities have occurred in the past.

Maintenance and Operation of Plant

Six additional janitors, line 45, Budget page 222, are requested at a cost of \$12,480. These positions are requested to provide janitorial service for the new arts and crafts building and the library addition scheduled for construction early in 1949-50. *Janitors have been requested on the basis of 12,000 square feet per man. This is less than that budgeted for other state colleges and we recommend elimination of 1.5 positions of janitor on the basis of 15,000 square feet per man, which is more nearly*

in line with standard janitorial assignments in the state colleges. This will effect a saving of \$3,120.

Two groundsmen and flower gardeners, line 46, Budget page 222, at a cost of \$4,560, are requested to bring into cultivation additional area at the campus. If the policy is adopted of making this expansion of area, we believe that the request is justified and for this reason recommend approval of the amount requested.

Operating Expenses

Substantial increases have been made in recent years in the amounts provided for maintenance of grounds and repairs to buildings. This is well justified as a means of protecting the State's investment in valuable property.

DEPARTMENT OF EDUCATION—SAN FRANCISCO STATE COLLEGE

For Support of San Francisco State College from the General Fund

Item 92, pages 20 and 21 of the Budget Bill and pages 224 to 229, inclusive, of the Budget. The amount requested is \$1,243,762 from the General Fund for support of San Francisco State College. This is an increase of \$265,162 or 27.1 percent over the amount of \$978,600 estimated to be expended in 1948-49. In addition to the amount appropriated in the Budget Act, San Francisco State College will receive \$208,936 in student fees and \$213,884 from the Federal Government for education of veteran students, making a total proposed expenditure of \$1,666,582 for the 1949-50 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries -----	\$104,011	224
Operating expenses -----	19,757	----
Equipment -----	(—) 6,760	----
Total -----	\$117,008	
Budgeted increase for new or expanded service:		
Salaries -----	\$70,659	224
Operating expenses -----	5,000	----
Total -----	\$75,659	

Recommendations

Amount budgeted -----	\$1,243,762
Legislative Auditor's recommendations -----	1,195,692
Reduction -----	\$48,070

Summary of Recommended Reductions

<i>Item</i>	<i>Amount</i>
Teacher -----	\$21,215
Master teachers -----	12,375
Psychometrist -----	2,640
Clerical -----	6,840
Operating expenses -----	5,000
Total -----	\$48,070

Analysis

Administration

One intermediate stenographer-clerk, line 47, Budget page 225, is requested at a cost of \$2,280 for the personnel office as an expansion of the guidance and counseling program. This college has a high ratio of personnel per student in this office compared with other state colleges and we recommend no further expansion until justified on the basis of increased enrollment. Elimination of this position will save \$2,280.

One psychometrist, line 48, Budget page 225, is proposed at a cost of \$2,640 to provide for additional testing and interviewing for the guidance and counseling program. In line with a general policy to approve this class of position for all state colleges, we recommend reduction of \$2,640 on the basis that a fee will be charged to make this function self-supporting.

One bookkeeper, grade 2, reclassification of one senior account clerk on line 52, Budget page 225, is requested at an added cost of \$144. We recommend approval.

Request is made for two intermediate account clerks, line 54, Budget page 225, for the business office to handle additional work caused by increased enrollment and purchasing and payment of claims, maintenance of files, and preparation of reports. Analysis shows that this college follows the practice of preparing an unnecessarily large number of purchase orders, preparing such orders at the rate of approximately one per day in amounts which are frequently less than \$1 per order. This procedure is costly not only to the business office of the college, but results in higher costs to the accounting office of the Department of Education, the Bureau of Purchases and the State Controller. We recommend that all state colleges make an effort to reduce the number of purchase orders placed with the Bureau of Purchases. On the basis that economy could be practiced in this respect and that the ratio of personnel in this office to students is relatively high, we recommend elimination of one of the two positions of intermediate account clerk. Due to increased enrollment and the expansion of the college's physical plant, we recommend approval of one position of intermediate account clerk. Elimination of one of these positions will save \$2,280.

A position of senior stenographer-clerk, line 57, Budget page 225, costing \$2,640 is requested for the registrar's office. On the basis of work load and a modest per student clerical ratio in the registrar's office we recommend approval of this position.

On the basis of a reduction in the effective student-faculty ratio from 20-1 to 18-1 plus an estimated increase in enrollment of 100 students, San Francisco State College is requesting 16 additional teachers, line 20, Budget page 227, at a cost of \$67,885. *Accordingly we recommend approval of 11 of these positions.* This will permit a saving of \$21,215.

Our proposed reduction in ratio of students to teachers from 20-1 to 19-1 will permit the college to increase courses and to reduce the class sizes, as well as to add new upper division courses. It should be emphasized that further improvement can be made at this college by reducing the number of nonessential courses and that an improvement in the level of instruction can be secured automatically thereby. This is in line with our over-all recommendation that colleges of the size of San Francisco

State College with 3,200 students be given a ratio slightly higher than colleges of the size of Fresno and Chico Colleges with populations of 2,900 and 1,300, respectively.

One intermediate stock clerk, line 21, Budget page 227, costing \$2,160 is requested to handle equipment in physical education classes which are held on the school's two campuses with a distance of five miles between. At the present time, there is no provision for this purpose at the new campus. We recommend approval of this position on a temporary basis until physical education activities have been transferred to the new location.

A request is made for \$12,375 for master teachers, line 26, Budget page 227, to provide supervision of student teachers in the teacher training program in the field. This request is similar to that made in the other state colleges and constitutes an upgrading of the caliber of teachers who can be obtained for this purpose. At the present time, no remuneration is provided. This is a matter of policy. There is certain justification for these positions in view of the expanded teacher training program. We recommend that this request not be granted on the basis of economy, and because it is fact that teachers can be secured at the present time for this purpose.

One intermediate stenographer-clerk, line 29, Budget page 227, is requested for the library based on an approximate doubling of use of the library during the past two years, and to relieve the professional staff of clerical duties such as ordering, cataloging, recording and reporting. We should like to point out, however, that it is customary for student librarians to perform much of this clerical work in connection with their library training, with a certain amount of supervision from the professional staff. We recommend that this position be not granted with a resultant saving of \$2,280.

Maintenance and Operation of Plant

Request is made for one groundsman and flower gardener, line 71, Budget page 227, costing \$2,280. In previous years we have recommended that fullest possible use be made of student assistants in this respect. We believe that the department has made greater use of student assistants, with three student positions requested for San Francisco State College in 1949-50. Due to plantings at the new campus, this position is probably necessary and we recommend approval.

One chauffeur, line 72, Budget page 227, costing \$2,380 is requested to drive a bus between the old and new campus. On a temporary basis, we recommend approval.

Two janitors-janitresses, line 73, Budget page 227, costing \$4,080 and two watchmen, line 74, budget page 227, costing \$4,080 are requested for the new campus. Approval is recommended.

Operating expenses are budgeted to increase \$24,757 or 18.8 percent. A portion of this is attributable to increased enrollment of 3.2 percent. The remainder is additional service. We recommend a reduction of \$5,000 to eliminate the approximate amount of new service.

DEPARTMENT OF EDUCATION—SAN JOSE STATE COLLEGE

For Support of San Jose State College from the General Fund

Item 93, page 21 of the Budget Bill and pages 230 to 234, inclusive, of the Budget. The amount requested is \$1,712,949 for support from the General Fund. This is an increase of \$329,415 or 23.7 percent over estimated expenditures from state sources of \$1,383,534 in the 1948-49 Fiscal Year. In addition to the amount provided in the Budget Bill, \$167,675 in student fees and \$460,030 in receipts from the Federal Government for education of veteran students makes a total expenditure program budgeted for 1949-50 of \$2,340,654, an increase of \$309,447 over 1948-49.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries -----	\$202,036	230
Salary savings -----	(—)800	----
Operating expense -----	24,974	----
Equipment -----	(—)3,063	----
Total -----	\$223,147	
Budgeted increase for new or expanded service:		
Salaries -----	\$80,924	230
Operating expense -----	5,376	----
Total -----	\$86,300	

Recommendations

Amount budgeted -----	\$1,712,949
Legislative Auditor's recommendations -----	1,630,369
Reduction -----	\$82,580

Summary of Reductions Recommended

<i>Item</i>	<i>Amount</i>
Teachers (based on ratio) -----	\$67,264
Psychometrist -----	2,640
Clerical -----	4,200
Miscellaneous -----	3,100
Operating expense -----	5,376
Total -----	\$82,580

Analysis

Enrollment at San Jose State College is budgeted to increase from 5,450 to 5,700, an increase of 250 students or 4.6 percent. *Per student costs are budgeted to increase from \$359 to \$388, an increase of \$29 or 8.1 percent.*

Administration

The amount of \$580, line 47, Budget page 231, is requested for intermittent services of a college physician and sugeon *to supplement three full time physicians already provided for.* This request is in excess of the amount of medical service budgeted in other state colleges based on a per student basis. *In fact, presently authorized positions for this service at San Jose State College appear to be in excess of most other state colleges. We recommend elimination of the amount of \$580.*

One junior typist-clerk, line 48, Budget page 231, and one psychometrist, line 49, Budget page 231, are requested for the personnel office at a total cost of \$4,560. In line with our over-all policy, we recommend the position of psychometrist. On the basis of work load and clerical assistance per student in the personnel office, it is debatable whether additional clerical assistance should be required. *On the basis of economy, we recommend that this position of junior typist-clerk be eliminated, saving \$1,920.*

One accounting officer, grade 2, line 53, Budget page 231, is requested for the business office at a cost of \$3,720. This is in line with the Department of Education's policy to strengthen the business offices in the state colleges. We recommend this position.

Operating expenses for administration are nominal, amounting to \$3,676, providing largely for an increase in printing costs.

Instruction

A request is made for 33.4 new teaching positions, line 80, Budget page 232, to provide for a reduction in the student-faculty ratio at San Jose State College from 19-1 in 1948-49 to a proposed 18-1 in 1949-50 as well as to provide for additional enrollment. *In line with our recommendation that the largest state colleges remain at a student-faculty ratio of 19-1, we recommend elimination of all new teaching positions except those required to provide for increased enrollment. On the basis of an estimated 250 additional students, this would require 13 new positions costing approximately \$42,900.* We therefore recommend a reduction in the amount budgeted for additional teachers amounting to \$67,264.

Two intermediate stenographer-clerks, line 81, Budget page 232, are requested at a cost of \$4,560. To provide clerical assistance for added teachers in line with our recommendation to reduce the number of teachers, *we recommend elimination of one of these positions saving \$2,280.*

We recommend approval of the amount of \$1,000 budgeted for student assistants, line 82, Budget page 232. One junior librarian, line 12, Budget page 233, costing \$2,640 and one junior stenographer-clerk, line 13, Budget page 233, costing \$1,920, are requested to assist in acquiring and cataloging books and periodicals. *Relative to other large state colleges, this library is understaffed and we recommend approval of these positions.*

Operating expenses requested appear to be high largely due to an approximate 20 percent increase in teaching service which compares with a 3.2 percent in student enrollment. *We recommend that operating expenses be limited to a 10 percent increase over 1948-49 to take care of price increases and increased student enrollment. This will permit a reduction of \$5,376, line 27, page 233 of the Budget*

One janitor, line 63, Budget page 233, is requested to provide janitorial service at a cost of \$2,040 for an additional 32,300 square feet of temporary buildings. This is a reasonable request based on ordinary standards. We recommend approval.

One stationary fireman, line 65, Budget page 233, is requested at a cost of \$2,520 for the boiler room and to provide for additional coverage. He will also relieve the chief engineer and building maintenance man. This consists of an added service not heretofore provided and on the basis of economy, we recommend elimination.

DEPARTMENT OF EDUCATION—CALIFORNIA STATE POLYTECHNIC COLLEGE

For Support of California State Polytechnic College from the Fair and Exposition Fund

Item 94, page 21 of the Budget Bill and pages 235 to 242, inclusive, of the Budget. The amount requested is \$1,418,614 from the Fair and Exposition Fund. This is an increase of \$345,903 or 32.3 percent over the amount of \$1,072,711 estimated to be expended in the 1948-49 Fiscal Year. In addition to the amount requested for support from the Fair and Exposition Fund, there is \$386,687 which is budgeted to be appropriated from revenues received by the college in the form of student fees and federal payments for education of veterans. This makes a total expenditure of \$1,805,301, an increase of \$336,188 over total expenditures of \$1,469,113 in 1948-49. The proposed increase is largely due to an estimated increase in student enrollment of 200 and a proposed lowering of the student-faculty ratio from 16-1 to 15-1. Proposed expenditures for 1949-50 are increased 22.9 percent compared with a 9.7 percent increase in student enrollment.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries -----	\$164,785	235
Salary savings -----	(—)2,000	----
Operating expense -----	19,151	----
Equipment -----	4,540	----
Total -----	\$186,476	
Budgeted increase for new or expanded service:		
Salaries -----	\$150,386	235
Operating expense -----	9,000	----
Total -----	\$159,386	

Recommendations

Amount budgeted -----	\$1,418,614
Legislative Auditor's recommendations -----	1,265,504
Reduction -----	\$153,110

Summary of Recommended Reductions

We recommend that the following items be reduced:

<i>Item</i>	<i>Amount</i>
Teachers (ratio) -----	\$130,430
Master teachers -----	1,500
Clerical -----	6,840
Miscellaneous -----	7,620
Operating expenses -----	15,276
Total reduction -----	\$161,666

Analysis

Enrollment at California State Polytechnic College is estimated at 3,400 compared with 3,100 students in 1948-49, an increase of 300 students. This includes both the campus at San Luis Obispo and the Voorhis Unit at San Dimas. Cost per student is budgeted at \$531 in 1949-50 compared with \$474 in 1948-49, an increase of \$57 or 12.0 percent.

Administration

The proposed new positions for administration include three intermediate stenographer-clerks, line 33, Budget page 237, costing \$6,840. This is based upon supplying the proposed new instructors with clerical assistance at a ratio of one stenographer to 15 faculty members. *Inasmuch as it is recommended that additional faculty be limited to providing for added enrollment at a student-faculty ratio of 16-1, one clerical position will be sufficient to service the 12 additional teaching positions which we recommend. This will permit a reduction of two intermediate stenographer-clerks at a saving of \$4,560.*

SAN LUIS OBISPO UNIT

Instruction

A request is made for 42 new teaching positions for agricultural and industrial education and for sciences and humanities, lines 50, 51, and 52, Budget page 238, at a total cost of \$154,620. This is based on a reduction in the student-faculty ratio from 16-1 to 15-1. In our prior analysis of the Budget Bill for the 1948-49 Fiscal Year, we pointed out that the college desires a ratio more favorable than other state colleges based on the greater amount of so-called laboratory instruction at the college making necessary a higher degree of personal supervision, and smaller classes. While it is recognized that there is some validity in the statement that laboratory instruction of this type should require a lower student-faculty ratio, it was pointed out that unless the reporting of attendance is made in strictly laboratory classes and other classes at California State Polytechnic College, no proper evaluation of the needs for supervision can be made. It was also pointed out that the increase in enrollment at this college made it possible to increase the class size in those courses which were classroom in nature, and thereby permitted an enriching of the project or laboratory type of instruction. *We recommend, therefore, that the present ratio of 16-1 be continued and that 30 of the 42 proposed instructors be eliminated, thereby saving \$110,430.*

A request is made for \$1,500 for master teachers, line 53, Budget page 238, to provide supervision of student teachers. A similar request has been made in other state colleges. In line with the above stated over-all policy, we recommend that these positions not be granted inasmuch as the services are now rendered free of cost and to approve these requests will be to establish an added future expense. This will eliminate \$1,500.

The amount of \$5,250, line 55, Budget page 238, is requested for student assistants to provide for an increase in student assistant rates from \$0.65 to \$0.75 per hour. Inasmuch as the prevailing practice in the state colleges is to provide for a sliding scale of student assistant rates up to a maximum of \$1.10 per hour, this proposal is in effect a general increase

in rates of approximately 15 percent. The work done by student assistants at this college is noticeably good and we recommend that the scale of pay be kept in line with ordinary salary and wage increases. We recommend approval of the amount of \$5,252 as requested.

Operating expenses and equipment are budgeted in reasonable amounts predicated upon the additional positions in instruction included in the Budget. In view of our recommendation that 30 positions be eliminated, however, we recommend that operating expenses and equipment be reduced approximately \$7,000, to be adjusted to the amounts actually budgeted for operating expenses and equipment for these positions.

Maintenance and Operation of Plant

One janitor, line 41, Budget page 239, and student assistants, line 52, Budget page 239, at a total cost of \$7,421 are requested to reduce floor space assignments from 20,000 to 16,000. The amount for student janitorial assistants is \$5,261, contained in a total request for student labor of \$6,261. This constitutes an increased service. *However, it is in line with adjustments made in the floor space assigned per janitor in other state colleges.* On that basis, we recommend approval.

Two groundsmen and flower gardeners costing \$4,560, line 42, page 239 of the Budget, are requested for area around new buildings and to improve the existing service. *We recommend elimination of these positions as landscaping at this school is adequate, particularly in view of the work done by the classes in landscape architecture.* This will save \$4,560.

One plumber is requested, line 45, page 239 of the Budget, at a cost of \$3,060. This request is based on a saving which can be made in amounts now required to be contracted for. *We recommend the position with the stipulation that an equivalent amount be eliminated from contractual services. A similar request is made for one electrician costing \$3,216, and we recommend approval on the same basis.*

One security man, line 47, Budget page 239, at a cost of \$3,060 is requested to act as a traffic control officer and relief man. This is an added service since provision has already been made for relief on the basis of a 40-hour week. On the basis of economy, therefore, we recommend that this position not be allowed.

VOORHIS UNIT

An assistant dean at the Voorhis Unit is requested at a cost of \$5,572 in order to relieve the present dean and to provide additional service to students. This school has now attained an enrollment of 500 students which justifies the position of assistant dean. Enrollment in 1948-49 was 400 students. At present the only supervisory position is that of dean. We recommend approval of this position, pointing out that total administrative cost per student is lower at this unit than at any state college.

A request is made for 11 instructors, lines 75 and 76, Budget page 240, on the basis of a reduction in student-faculty ratio from 16-1 to 15-1. We recommend that the present authorized ratio of 16-1 be continued, eliminating 5.5 positions at a saving of \$20,000. This will make provision

for added enrollment at the existing student-faculty ratio and an expansion in enrollment will automatically provide an increase in the level of instruction offered.

Three intermediate stenographer-clerks, line 77, Budget page 240, are requested to provide for increased enrollment and faculty and to provide library service in lieu of a professional librarian. We recommend two of these positions. In view, however, of our proposed reduction in teachers, we recommend elimination of one position saving \$2,280.

Operating expenses and equipment are budgeted to provide for an increase of 11 instructors. In view of our recommendation that 5.5 of these positions be eliminated, we recommend that adjustment of approximately \$2,000 be made accordingly in the amount budgeted for operation of these positions.

In view of the adverse finding in the study on higher education concerning the Voorhis Unit, we recommend that a study be made by the Joint Agricultural and Livestock Problems Committee of the need for and the adequacy of the agricultural instruction given at the Voorhis Unit. If there is not full justification for the unit on the basis of agricultural instruction, and it does not appear to us that there is, we recommend elimination of the school. In view of expanded facilities as well as the establishment of new colleges in the State, including the Los Angeles State College, a proposed college in Orange County, the expansion of the University of California at Riverside, and expansion of agricultural instruction at Riverside, Davis and at Fresno State College, there is little justification for agricultural instruction at this unit and no demonstrated need for nonagricultural instruction. The courses in ornamental horticulture which constitutes a basic reason advanced for continuing this specialized and small unit, could well be taught in the area in junior colleges and at the other colleges or university branches in this area.

DEPARTMENT OF EDUCATION—CALIFORNIA MARITIME ACADEMY

For Support of the California Maritime Academy from the General Fund

Item 95, page 22 of the Budget Bill and pages 244 to 247, inclusive, of the Budget. The amount requested is \$280,380 from the General Fund for support of the California Maritime Academy. This is an increase of \$18,667 or 7.1 percent over the amount of \$261,713 estimated to be expended in the 1948-49 Fiscal Year. In addition to the amount requested from the General Fund, there is \$25,000 contributed for support from the Federal Government, and \$61,710 from student fees, making the total for support from all sources \$367,090. *The cost per student from state funds is \$2,298 for the 1949-50 Fiscal Year, or a 6.4 percent increase over the \$2,163 expended in the 1948-49 Fiscal Year.* Total increase from all sources budgeted for 1949-50 over 1948-49 is \$19,682, shown below:

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salary increase -----	\$8,082	244
Salary savings -----	—1,600	244
Operating expense -----	—250	244
Equipment -----	—1,340	244
Total -----	\$4,892	

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase for new or expanded service:		
Salaries and wages-----	\$2,280	244
Operating expense		
Fuel oil-----	\$9,320	247
Maintenance of grounds-----	1,000	246
Instruction-----	200	245
Equipment-----	1,990	244
Total-----	\$14,790	

Recommendation

	<i>Amount budgeted</i>	<i>Legislative Auditor's recommen- dations</i>	<i>Reduction</i>
Recommendation I-----	\$280,380	\$240,425	\$39,955
Recommendation II-----	\$280,380	-----	\$280,380

Summary of Recommended Reductions

<i>Recommendation I</i>		
Administration		
Office—additional-----		\$150
Instruction		
Operating expense		
Navigation-----		50
Engineering-----		50
Physical education-----		200
Equipment		
Navigation—additional-----		700
Engineering—additional-----		925
Physical education—replacement-----		195
Physical education—additional-----		685
Maintenance and operation of base		
Salaries and wages		
2 Groundsmen and flower gardener-----		5,800
Operating expense		
Operation of buildings-----		500
Maintenance of grounds-----		1,000
Equipment		
Maintenance of grounds—additional-----		300
Maintenance and operation of ship		
Operating expenses		
Deck department-----		3,000
Engineering department-----		3,000
Fuel oil-----		23,750
Equipment		
Deck department—replacement-----		450
Engineering department—replacement-----		100
Engineering department—additional-----		100
		\$39,955
<i>Recommendation II</i>		
Elimination of all budgeted expenditures-----		\$280,380

Analysis

We recommend that the budget of the Maritime Academy be reviewed not only from the viewpoint of increased or expanded services, but from the standpoint of the high cost of this training program relative to the ultimate value secured for the State. Inasmuch as money has been

appropriated for a large building program at the Maritime Academy, an appraisal of the cost at this time is especially appropriate.

The net cost to the State, less student fees and federal grants, is \$2,298 per student per year at the Maritime Academy which can be contrasted with the average cost of \$351 per student in the state colleges calculated on the same basis. In other words, the cost to the State per student at the Maritime Academy is approximately 6.5 times as great as the cost per student at the state colleges.

However, we should also point out that the per capita cost for the Preston School of Industry with 525 enrolled is \$1,949 per year, and for the Ventura School for Girls with 185 capacity \$2,528 per year. These two schools like the Maritime Academy are 24 hour a day institutions and provide schooling and maintenance for their charges.

As this program is designed to prepare men for maritime service, it would be even more significant to look at the *cost per graduate who enters the maritime service*. It should be pointed out that at present maximum operations, 38 to 40 students can be expected to graduate each year, if none drop out during the three-year course at the academy. Of these 38 to 40 who would graduate annually, a number customarily go into the United States Navy as ensigns, some go into other lines of work, and the rest enter the maritime service. During the war, the Navy had first call upon the graduates of the Maritime Academy. In this case, the State of California was performing and paying for what was primarily a federal function. During the war years, the United States Merchant Marine Cadet Corps operated a cadet school at San Mateo, but due to termination of hostilities and a reduction in federal appropriations this cadet school was closed on June 30, 1947. Normally, it can be expected that the majority of graduates will enter the Maritime Service.

Assuming that there is a maximum of 122 qualified midshipmen at the Maritime Academy, and that all the students eventually graduate, (40 each year), *the total cost per graduate, using 1948-49 figures, would be \$11,215*. Of this amount, the State contributes \$6,199 and all other sources contribute \$5,016. The above figures do not include student fees of \$305 per year, capital outlay money from the State, nor the original cost of the ship, "Golden Bear," which was contributed by the Federal Government. Furthermore these figures assume *all students graduate and enter the Maritime Service*.

Using the same assumptions for 1949-50 as for 1948-49, the total cost per graduate budgeted for the 1949-50 Fiscal Year will be \$11,707. The share from other sources will remain at \$5,016 per graduate while the State's share is increased to \$6,691.

It should be pointed out there are alternative and less costly ways to train men for the maritime service. The University of Colorado is a good example of an inland state university that operates an excellent naval training program without the maintenance and operation of an expensive ship and quarters. Another example that can be used would be the wartime training of naval officers at such schools as Northwestern, Notre Dame, and Columbia. These schools turned out thousands of navy officers without resorting to extraordinary expenditure for training ships or a physical plant. In California it would be possible, if necessary, to

make arrangements with the Navy or with the Merchant Marine to provide an adequate annual cruise for students.

A simple but effective illustration of the reasons for the high cost of the California Maritime Academy is made by comparing it with the New York Maritime Academy, which also has a high per student cost. In the 1947-48 Fiscal Year, the California Maritime Academy allotted 16.4 percent of its total expenditure to instruction, while the New York Maritime Academy allotted 30.6 percent of its total expenditure to instruction. The main reason for California's high ratio of costs is that the California Maritime Academy *allocated 29.9 percent of its total expenditure to maintenance of a large ship*, while during the same fiscal year, the New York Maritime Academy spent only 11.2 percent of its total expenditure for maintenance of its ship.

The School of Education of Stanford University made a survey of the California Maritime Academy in 1947. This survey pointed out the expensive nature of the education program at the Maritime Academy, but it stated that it did not believe that it was within the scope of the study to direct the State Legislature or the Department of Education to consider a particular view on the matter of providing this type of education in terms of the high cost.

The State of Pennsylvania, which was one of the few states that has maintained a maritime academy, saw fit to abolish its academy in 1947. The chairman of the Nautical Schoolship Committee of the Academy stated that, "We felt it was a needless expense to the State to maintain the Academy. We felt that the Federal Maritime Academy at Kingspoint, New York was ample to take care of the requirements for officers for the merchant marine service and the continuation of the Pennsylvania academy was simply a duplication of the work of the Federal Academy and, therefore, unnecessary and the discontinuance of the academy effected a very substantial saving in the State's expenditure."

Recommendations

We recommend that the Legislature consider abandoning the California Maritime Academy as it is now constituted and provide for the training of young men for the maritime service by an alternative method.

I. If the Legislature determines that it will continue to operate the California Maritime Academy as presently constituted, we recommend the following specific reductions:

On the basis that we recommend no increase in instructional cost at this already excessively high cost school, we recommend that an increase in additional office equipment from \$100 to \$250, line 33, Budget page 245, should not be granted.

We recommend that the budgeted increase in operating expense for Navigation Engineering and Physical Education, lines 59, 60, and 61 respectively of the Budget be not granted which will result in a saving of \$300.

We recommend that no increase be granted in equipment for Navigation, Engineering and Physical Education, lines 66 through 69, inclusive, saving \$2,505. The amounts budgeted in 1948-49 were liberal.

We recommend that the request for a groundsman and flower gardener, line 63, page 246 of the Budget, be not granted. This small institution already has a supervising groundsman and flower gardener, and two groundsmen and flower gardeners. We recommend, further, that one of these latter positions be deleted, line 57, Budget page 246, resulting in a total saving of two positions at a saving of \$5,800.

We recommend that the operating expenses for buildings and maintenance of grounds, lines 69 and 70, on Budget page 246, be not increased. Operation of buildings is budgeted to increase from \$2,000 to \$2,500 or a 25 percent increase, and maintenance of grounds is budgeted to increase 66.6 percent or from \$1,500 to \$2,500. This will result in a saving of \$1,500.

We recommend that the request for \$500 for additional equipment for maintenance of grounds, line 79, Budget page 246, be reduced to the \$200 which was received in 1948-49. This will result in a saving of \$300.

We recommend that the \$43,750 budgeted for fuel oil, line 19, Budget page 247, be reduced by \$23,750. We believe that the proposed tour along South America is not justified. Shorter cruises in California waters would be more than adequate for educating the 122 midshipmen. Extended cruises have necessitated the purchasing of fuel oil in foreign ports at a much higher cost than purchase made in the United States.

Along with our recommendation for a large reduction in the expenditures for fuel oil we recommend that the operating expenses of the deck and engineering departments, lines 17 and 18 respectively on Budget page 247, be each reduced by \$3,000 making a total saving of \$6,000.

We also recommend that the \$850 granted for replacement of deck department equipment, line 27, Budget page 247, be reduced by \$450, and that the requests for the engineering department for replacement and additional equipment, lines 29 and 30, Budget page 247, be reduced by 50 percent, saving \$200.

We also recommend:

(a) That the Federal Government be requested to increase its support from \$25,000 up to a figure that will bear a greater portion of the total expenditures for support.

(b) That the Maritime Academy increase student fees. At the present time a fee of \$305 is charged for qualified midshipmen.

(c) That if a ship is needed, steps be taken immediately to get a smaller, less expensive ship that is modern. The present ship, the "Golden Bear," is unreasonably large and expensive.

II. If the Legislature determines that the California Maritime Academy should be abandoned, we recommend the following alternative method for providing suitable training for maritime service. This could be done by establishment of appropriate courses and facilities at the University of California or at one of the state colleges suitably located for this purpose, such as either San Diego or San Francisco State College. It has been pointed out above that the maintenance and operation of a large ship and extensive special facilities are not necessary to a training program of this nature. Arrangements for suitable equipment and a cruise could be made at any of the state schools mentioned above.

In view of the small number of students enrolled in the school, the transfer of this function should be made with little difficulty.

In the event that the Legislature follows our recommendation, we recommend that construction of the proposed additions to the Maritime Academy be deferred pending completion of a survey to determine the facilities necessary for maritime training in the University of California or one of the state colleges.

DEPARTMENT OF EDUCATION—SCHOOL FOR THE BLIND, BERKELEY

For Support of the School for the Blind, Berkeley, from the General Fund

Item 96, page 23 of the Budget Bill, and pages 248 through 251, inclusive, of the Budget. The amount requested is \$273,109 from the General Fund for support of the School for the Blind. This is an increase of \$9,689, or 3.7 percent over the amount of \$263,420 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted income based on work load, price increase, or salary adjustment at existing level of service:		
Salaries -----	\$6,069	248
Operating expenses -----	—355	248
Equipment -----	855	---
Reimbursements -----	—750	---
Total -----	\$5,819	
Budgeted increase for new or expanded service:		
Salaries -----	\$2,916	248
Equipment -----	954	248
Total -----	\$3,870	

Recommendations

Amount budgeted -----	\$273,109
Legislative Auditor's recommendations -----	271,622
Reduction -----	\$1,487

Summary of Recommended Reductions

We recommend that the following items be reduced:	
Support and subsistence—supervising cook -----	\$1,237
Maintenance and operation of plant—power lawn mower -----	250
	\$1,487

A request is made for a supervising cook costing \$2,916, line 57, page 249 of the Budget. The proposed duties of this position are similar to and could be performed by an institution food administrator. *A food administrator is already set up at the adjoining School for the Deaf, and we have recommended that this person perform the necessary duties for both schools, the combined population of which is 495.*

We recommend, therefore, that the position of supervising cook be eliminated and that the position of institution food administrator be set up on a half-time basis at a cost of \$1,679 to each school, effecting a net saving of \$1,237 in this budget.

It is requested that a 30-inch power lawn mower, line 6, page 251 of the Budget, be granted at a cost of \$400. *We recommend that this item be reduced to \$150 as a 21-inch power lawn mower, which is more than adequate, can be purchased at this price.* It is also recommended that this 21-inch mower be used for both the School for the Blind and the

School for the Deaf, inasmuch as they are located on adjacent properties. We have recommended accordingly that the request of the School for the Deaf for a 30-inch power lawn mower at a cost of \$650 be not granted.

For Readers for Blind College Students from the General Fund

Item 97, page 23 of the Budget Bill, and page 248 of the Budget. The amount requested is \$15,000 for readers for blind college students, School for the Blind, from the General Fund. This is the same amount as budgeted in 1948-49. This is to provide for employment of readers for blind college students who are not in attendance in the School for the Blind. This constitutes an added service by the school for the benefit of the students.

Recommendation

We recommend approval of Item 97 for \$15,000 as requested.

DEPARTMENT OF EDUCATION—SCHOOL FOR THE DEAF, BERKELEY

For Support of the School for the Deaf, Berkeley

Item 98, page 23 of the Budget Bill and pages 252 thru 255 of the Budget. The amount requested is \$575,105 from the General Fund, an increase of \$29,630 or 5.4 percent over estimated expenditures of \$545,475 in 1948-49.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Administration	\$554	252
Support and subsistence.....	5,287	253
Instruction and care.....	13,911	254
Maintenance and operation.....	2,693	254
Total	\$22,445	
Budgeted increase for new or expanded service:		
Administration	\$225	252
Support and subsistence.....	—3,600	253
Instruction and care.....	10,560	254
Total	\$7,185	

Recommendations

Amount budgeted	\$575,105
Legislative Auditor's recommendation.....	563,894
Reduction	\$11,211

Summary of Recommended Reductions

We recommend that the following reductions be made:

	<i>Amount</i>	<i>Budget page</i>
Support and subsistence		
Institution food administrator.....	\$1,679	253
Seamer-seamstress (10 months).....	1,900	253
Janitor-janitress	1,700	253
Maintenance and operation of plant		
2 Groundsman and flower gardener.....	5,282	254
Power lawn mower.....	650	254
Total	\$11,211	

Analysis

Support and Subsistence

One institution food administrator, grade 1, was provided for this school in 1948-49, line 29, page 253 of the Budget. We recommend that this be reduced to a half-time position in 1949-50 and that the budget for the School for the Blind, which lies adjacent to the School for the Deaf, be amended to include a similar half-time position. This will provide supervision for both schools and permit elimination of a proposed position of supervising cook at the School for the Blind. Combined enrollment at these two schools is 495 students which is a light load for an institution food administrator. At mental hospitals one such position services a resident population of up to 5,300. We recommend that the amount budgeted for an institution food administrator, grade 1, be reduced from \$3,359 to \$1,680, a saving in this budget of \$1,679.

One position of seamer-seamstress (10 months), \$1,900, and one janitor-janitress (10 months), costing \$1,700, are requested because 105 children are to be moved from present quarters to two new buildings. The Department of Education wishes to place new positions in each of the buildings as a matter of convenience and increased service.

There has been no increase in work load for seamer-seamstresses and we recommend that this position be eliminated, line 49, page 253, saving \$1,900.

We also believe that the existing janitorial force of seven janitor-janitresses, and one head janitor, is sufficient to provide for the added space in the new buildings. We recommend, therefore, that the proposed janitor-janitress be eliminated, line 50, page 253, saving \$1,700.

Four positions of councilor, line 29, page 254, are requested at a cost of \$10,560, to provide for a change to the 40-hour week, with a 48-hour counseling program. These four additional councilors will be needed if such a program is followed.

Two existing positions of groundsman and flower gardeners are provided at a cost of \$5,282, line 74, Budget page 254. We recommend that these positions be eliminated. One flower gardener is already authorized for this school, together with one flower gardener and groundsman presently authorized for the adjoining School for the Blind.

Combined acreage in lawn and plantings at these schools is nine acres, of which approximately eight acres are lawn. On a conservative basis a 21-inch power mower will trim eight acres of lawn in 25 hours, or 3.125 man-days. On the basis of one mowing per week, which is liberal year-round, all mowing could be done, and six man-days per week devoted to the care of plantings on a combined basis at both schools, with the services of existing personnel exclusive of the two positions which we recommend be eliminated.

In this same connection, the School for the Deaf has requested \$650 for a 30-inch power lawnmower, included in replacement equipment, line 14, Budget page 255. We recommend that this item be eliminated inasmuch as the School for the Blind is also requesting \$400 for a similar 30-inch mower. These schools occupy what amounts to a joint campus, and one mower should suffice for both schools. This will save \$650.

DEPARTMENT OF EDUCATION—CALIFORNIA SCHOOL FOR
THE DEAF, BERKELEY

*For Expenses of Deaf Graduates Attending Gallaudet College, California School
for the Deaf, Berkeley*

Item 99, page 23 of the Budget Bill and page 252 of the Budget. The amount requested is \$12,000 from the General Fund, a decrease of \$500 under estimated expenditures of \$12,500 in 1948-49.

Recommendations

Amount budgeted	\$12,000
Legislative Auditor's recommendations	12,000
Reduction	None

This is for travel and other incidental expenses of blind students sent to the Gallaudet College in Washington, D. C. Student fees and incidental school expenses of this program are provided by the Federal Government.

The amount budgeted is \$500 per student, unchanged from last year and based on our recommendation for an increased amount.

DEPARTMENT OF EDUCATION—SCHOOL FOR CEREBRAL PALSID
CHILDREN—NORTHERN CALIFORNIA

*For Support of the School for Cerebral Palsied Children, Northern California,
from the General Fund*

Item 100, page 23 and 24 of the Budget Bill and pages 256 to 259, inclusive, of the Budget. The amount requested is \$287,299 from the General Fund, an increase of \$27,692 over the amount of \$259,607 estimated for expenditures in 1949-50.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Normal salary adjustments	\$6,725	256
Salary savings	500	256
Reclassification	621	256
Charges to University of California	6,600	258
Equipment	1,172	256
Total	\$15,618	
Budgeted increase for new or expanded service:		
Business office	\$2,160	256
Medical and dental services	2,900	258
Therapy	7,014	258
Total	\$12,074	

Recommendations

Amount budgeted	\$287,299
Legislative Auditor's recommendations	285,139
Reduction	\$2,160

Analysis

The capacity at the School for Cerebral Palsied Children, Northern California, is budgeted to remain at 43 charges, the same as in 1948-49.

A proposed decrease of \$25,796 in the contract for services performed by the diagnostic and treatment center at the University of California is due to a transfer of the therapy treatment performed by the center to the school at Redwood City.

Administration

One intermediate account clerk is budgeted for the business office due to additional service rendered in instruction and care resulting from the transfer of therapists from the diagnostic and treatment center, and an expansion in the therapy service rendered. If the proposed increases in instruction and care are approved, some strengthening of the business office would appear to be desirable. Experience has indicated that the business office is barely able to keep up with the volume of work which presently exists. However, this position does not appear to be needed if some reclassification is made as requested below.

An institution business manager, grade 1, is requested as reclassification of an existing position of senior account clerk due to the increased business of the school. This is shown on line 75, page 256 of the Budget. Comparison of the size and complexity of the business operations of this school with other special schools in the Department of Education indicates that there is inadequate justification for both the intermediate account clerk requested for the business office as well as this reclassification, *and we recommend therefore that the position of intermediate account clerk be eliminated, saving \$2,160.*

It should also be pointed out that present plans for the Northern California school call for a reduction in the number of enrollees at some future date to approximately thirty, and an expansion of the Southern California school. The over-all expansion of the business office at the Northern California school to meet the present peak load would present future problems when reductions would be in order.

Instruction and Care

Request is made for physical therapists and three occupational therapists as a result of transferring therapy treatments from the diagnostic and treatment center at the University of California, and to provide additional service over and above that currently rendered by the center. A total of \$30,348 in salaries is requested for the nine therapists with a reduction of \$25,796 in the amount of the contract with the University of California. The difference between these two figures, or \$4,552, plus approximately \$2,000 in additional operating expense and an approximately equivalent amount of equipment constitutes additional service rendered.

In line with the policy previously followed of recommending reasonable increases in instruction and care at this school, despite the high cost, due to the magnitude of the problem and the demonstrated excellence of the treatment, we recommend approval of the additional therapist positions. The transfer of personnel from the center at the University of California to the school at Redwood City will provide a fuller program of

therapy treatment and will eliminate the cost and inconvenience of travel between the school and the center and should constitute a distinct improvement over the present system. Additional results in training should, however, be clearly demonstrated.

An additional part time physician and part time dentist are requested on a contractual basis at a cost of \$3,500. This also is to increase the service rendered to the students in line with the expanded therapy program. We recommend approval of these positions, although we point out that this a greater degree of medical and dental service than allowed for the schools for the deaf and blind.

Amounts requested for operating expense and equipment provide an expansion corresponding to the increase in personnel and the expanded program of service. The amount of \$2,400 additional is requested for operating expense, and \$2,777 in additional teaching, personal care, and equipment. We recommend approval of these expansions.

DEPARTMENT OF EDUCATION—SCHOOL FOR CEREBRAL PALSID
CHILDREN—SOUTHERN CALIFORNIA

*For Support of the School for Cerebral Palsied Children, Southern California,
from the General Fund*

Item 101, page 24 of the Budget Bill and pages 260 through 262 of the Budget. The amount requested is \$292,695 for support of the School for Cerebral Palsied Children, Southern California, an increase of \$84,386 or 40.5 percent over the estimated expenditures of \$208,309 in 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
School operations -----	\$39,632	260
Out patient visits—contract -----	37,604	260
Budgeted increase for new or expanded services:		
Salaries and wages -----	\$2,000	260
Operating expenses -----	5,150	260

Recommendation

Amount Budgeted -----	\$292,695
Legislative Auditor's recommendation -----	\$292,695
Reduction -----	None

Analysis

Population increase at the School for Cerebral Palsied Children, Southern California is proposed to increase from 25 students to 30 students. This school has recently been established in Altadena on a temporary rental basis pending completion of a school to be located adjacent to the proposed medical school at the University of California at Los Angeles. In accordance with this change, the department proposes to transfer 10.3 positions from the diagnostic and treatment center operated under a contract with the Childrens' Hospital in Los Angeles to the school at Altadena. These 10.3 positions will take care of the additional five resident charges budgeted at the school and provide the equivalent

of .8 of one position as added service. The amount budgeted for contractual service rendered by the Childrens' Hospital is increased from \$64,896 to \$102,500 based upon a proposed increase in number of visits from 10,795 to 16,800.

It has been recognized in the past that the Southern California School for Cerebral Palsied Children was not meeting the need for this service in that area, and this move is an attempt to secure an additional reduction in the backlog of cases requiring treatment.

At the present time, there are approximately 1,200 children in the entire State requiring treatment with an annual increment of approximately 300 new cases per year. Eventually, both the Northern and Southern schools will be geared to meet only the annual increment.

The additional service to be afforded by the transfer of therapy personnel from the Diagnostic and Treatment Center to the school at Altadena, plus the addition of one teacher and three attendants to take care of five additional resident charges is almost entirely for increased work load. However, it is estimated that approximately \$2,000 in salaries and wages and \$5,150 in operating expenses will provide an additional service over that rendered during the current fiscal year.

In view of the need for this program, we recommend the increase in service proposed. The physical transfer of therapy treatment personnel and facilities from the Diagnostic and Treatment Center to the Altadena location in effect will produce an added service to children in affording better scheduling of training and treatment and should produce better results.

DEPARTMENT OF EDUCATION—TRAINING CENTER FOR THE ADULT BLIND—OAKLAND

For Support of Training Center for the Adult Blind from the General Fund

Item 102, pages 24 and 25, of the Budget Bill and pages 263 to 266, inclusive, of the Budget. The amount requested is \$276,048 for support from the General Fund. This is an increase of \$24,947 or 9.9 percent over actual and estimated expenditures of \$251,101 for 1948-49.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries -----	\$23,990	263
Operating expenses -----	—3,142	263
Equipment -----	619	263
Reimbursement decrease -----	2,280	263
Total -----	\$23,747	
Budgeted increase for new or expanded service:		
Equipment -----	\$1,200	263

Recommendation

Amount budgeted -----	\$276,048
Legislative Auditor's recommendation -----	209,750
Reduction -----	\$66,298

Summary of Recommendations

Field rehabilitation service -----	\$54,130
Telephone and telegraph -----	1,300
Auto mileage -----	101
Cook and housekeeper -----	2,550
Workshop superintendent -----	3,645
Vegetable gardener -----	3,372
Dental X-ray unit -----	1,200
	<hr/>
	\$66,298

Analysis

The Training Center for the Adult Blind in Oakland occupies a tract of state-owned land consisting of approximately six acres at 36th Street and Telegraph Avenue. The improvements at the Training Center occupy approximately 22 percent of the total area of the site of which slightly over half are for residential purposes and the remainder for factory purposes. As of July 8, 1948, there were 99 residents at the center. In addition to residents of the training center, there are 75 physically handicapped, nonresident workers employed in the factory. Of the 99 residents living in the training center as of July 8, 1948, 83 were classified as trained, sheltered, or trainable workers. Sixteen were classed as aged, feeble and infirm. The latter 16 were carried on the factory pay roll for nominal monthly amounts.

The inclusion of blind residents at the training center has created a condition where there are two hostile factions. There is substantial evidence that residential workers consider the purpose of the center primarily to be one of domiciliary care and regard nonresidents as interlopers serving to take work away from the residents. This has reached the point where protests have even been made against nonresidents being served noon meals at the training center. This condition has also been aggravated by certain provisions in the Welfare and Institutions Code governing the operation of the workshop. *These provisions limit the amount which blind persons who receive aid may earn on the outside but does not place any limit on the earnings of residents at the workshop who receive no actual cash aid. This has enabled one of the residents of the center to earn up to approximately \$560 per month in addition to receiving board and lodging without cost.*

The budget request for 1949-50, for this reason, must be analyzed in terms of the legal and intended function of the workshop. It has become clear that the administration of the workshop has not afforded a clearly defined policy as to what the proper function of the center should be in providing for orientation of newly blinded persons and training for optimum degree of self-support.

An attempt to direct the program in the workshop to the end stated in the law, i.e., orientation and training of newly blinded, was made by the Legislature at the time the 1947-48 budgets were being considered. At that time, the Legislature approved the budget request of the training center on the condition that steps would be taken administratively to gradually eliminate residents from the training center. It was understood that this would be done in such a manner as to not prolong the period beyond that necessary to prevent hardship to existing residents. It was pointed out at this time that the other training centers for the

adult blind maintained by the State of California did not provide the residence feature and that this center was too small to represent any major attempt on the part of the State to provide domiciliary care on a general scale to blinded persons. (On the basis of 99 residents of the center in 1948, only .0087 percent of the total estimated blind population of the State were provided domiciliary care.)

An analysis of the 99 residents in the center, as of July, 1948, shows that six were admitted during 1948; 55 were admitted during the 10-year period from 1938 to 1947, inclusive; 12 were admitted between 1928 and 1937, inclusive; 12 between 1918 and 1927, inclusive; eight between 1908 and 1917, inclusive, while six have been residents for over 40 years.

The Code provides that no resident shall be discharged from the center solely because of age, incapacitation or infirmity. In this class are 16 residents. *However, it is our understanding that it was the intention of the Legislature in limiting the appropriation made to the center to insure resident care for the infirm or incapacitated only. On this basis there are 77 residents who would become nonresidents and be placed on cash blind aid. If this were done, it would not only result in a substantial saving in current costs of support but it would make possible a complete reutilization of the property occupied by the training center. It would also provide equity between resident and nonresident persons at the center.*

We recommend that a study be made by the Department of Education to provide for reallocation of facilities at the center, and disposal of unnecessary properties, to carry into effect the intent of the Legislature that domiciliary care should be limited to present infirm or incapacitated residents of the center.

If the Training Center for the Adult Blind is continued on the same basis as at present, we recommend the following specific reductions:

The Budget, page 263, provides \$54,130 for support of the Field Rehabilitation Service. At present, this unit is under the supervision of the Superintendent of the Training Center for the Adult Blind in Oakland. Due partly to the state-wide operations of the field workers in this program and partly because of the other duties required of the superintendent, this unit provides for a duplication of the work performed by the Bureau of Vocational Rehabilitation. It is recommended that the Field Rehabilitation Service and the budgeted amount of \$54,130 be transferred from the Training Center for the Adult Blind to the Bureau of Vocational Rehabilitation.

We recommend that the request of \$2,600 for telephone and telegraph, line 27, page 264 of the Budget, be reduced to \$1,300. It has been noted that the administration office of the training center is prone to make excessive use of long distance telephone calls. Long distance telephone is frequently used to effect normal business arrangements where ordinary correspondence would be appropriate.

We recommend that the item of \$101 for automobile mileage, line 30, page 264 of the Budget, be eliminated. The superintendent is provided with a state car and automobile operation amounting to \$600. We see absolutely no justification for additional automobile mileage.

It is also recommended that the combination cook and housekeeper provided for the superintendent at a cost of \$2,550, line 61, page 264 of the Budget, be eliminated as well as provision for maintenance for self and family of the superintendent. There are no apparent duties incident to the position of superintendent of this center which necessitate provision of MSF (maintenance for self and family), and the combination cook and housekeeper.

It is recommended that the position of a workshop superintendent, line 12, page 264 of the Budget, costing \$3,645 be eliminated. As presently set up, the duties of this position call for the over-all supervision of the operations of the broom and sewing factories. At the actual operations, each of these factories has a workshop foreman. The work of these foremen is directly supervised by the superintendent of the center.

We recommend that the position of vegetable gardener (salary, \$3,372), line 62, page 265 of the Budget, be eliminated. The vegetable garden operations at the center consist of a plot of ground approximately 45' x 60' under partial cultivation. While it may be contended that this position also takes care of other vegetation on the center's grounds, it is believed that this work could be adequately handled by three or four partially sighted handicapped workers who could be paid a reasonable salary for this work.

Request is made for \$1,200 for a dental X-ray Unit to provide full dental care for the residents at the center. We recommend that this item be deleted inasmuch as the residence feature is to be gradually reduced, and because the need for X-ray service for the limited number of residents will not justify establishment of a complete unit. Elimination of this item will save \$1,200.

DEPARTMENT OF EDUCATION—INDUSTRIAL WORKSHOP FOR THE BLIND—LOS ANGELES

For Support of the Industrial Workshop for the Blind at Los Angeles

Item 103, page 25 of the Budget Bill and pages 267-268 of the Budget.

The amount requested is \$61,668 from the General Fund. This is an increase of \$4,882 or 8.6 percent over estimated expenditures of \$56,786 in 1948-49.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries -----	—\$1,873	267
Operating expense -----	525	267
Equipment -----	—130	267
Total -----	—\$1,478	
Budgeted increase for new or expanded service:		
Salaries -----	\$6,360	267
Total -----	\$6,360	

Recommendations

Amount budgeted	\$61,668
Legislative Auditor's recommendations	55,996
Reduction	\$5,670

Summary of Recommended Reductions

It is recommended that the following items be reduced :

Salaries and wages	
1 Intermediate account clerk	\$2,160
1 Telephone operator	2,160
Operating expenses	
Telephone and telegraph	800
Traveling expense	550
Total	\$5,670

Analysis

This sheltered workshop for the blind is requesting three additional positions based primarily upon substitution of sighted persons for handicapped persons presently filling the positions. These are :

1 Intermediate account clerk	\$2,160
1 Telephone operator	2,160
1 Janitor-janitress	2,040

Based partly on the policy that handicapped persons should be employed to fill positions in the workshops wherever it can be done with mutual advantage to the handicapped worker and the workshop, we recommend against approval of the first two positions requested. In each instance we can see no reason, from the standpoint of the shop, for the substitution, and in view of the increasing difficulty to secure employment in the Los Angeles area, we believe that every means should be used to assist the handicapped worker to retain his present employment.

In the case of the proposed intermediate account clerk, costing \$2,160, on line 64, page 267 of the Budget, a handicapped clerk has been paid from the manufacturing fund to do cost analysis, estimating work, and work on payrolls. The shop wishes to pay for this function out of the support Budget. Inasmuch as the Department of Education and the Department of Finance have in this Budget agreed upon a complete revision of the allocation of costs between support and the manufacturing fund, we do not approve of making any special transfers of this nature, particularly where the work performed is so definitely a function of manufacturing operations and therefore should logically be charged to the manufacturing fund. To grant this position would amount to a violation of the above mentioned allocation plan, which was worked out in line with our previous recommendation and a resolution of the Legislature. If this basic agreement is violated once, it will lead to similar demands from other workshops, and a return to the former confused situation where no reasonable cost comparisons could be drawn between workshops. *We recommend disapproval of the position of intermediate account clerk, saving \$2,160.*

The position of telephone operator, line 65, Budget page 267, is requested to replace a partially handicapped worker who has been filling

this position. *We see no justification for the requested substitution and recommend disapproval, saving \$2,160. We also wish to point out that the tendency of workshop managers to displace handicapped workers for sake of convenience in operations is to be deplored, and is not only counter to the best interests of the workers, but is contrary to the basic function of the workshop.*

A request is made for a janitor-janitress to supplement an existing position of janitor filled by a handicapped worker. The statement of justification prepared by the department states:

"The position now authorized from support is filled with a blind worker having only 7½ percent vision. In order to maintain any standards of cleanliness and tidiness, it is necessary to have a sighted janitor."

The factor of providing fire protection by using this proposed janitor during hours when the factory is idle, is given as a reason for the request. We question whether a person with only 7½ percent vision is unable to perform a satisfactory service.

We point out with respect to the fire hazard mentioned, that the policy of over-purchasing raw materials followed by this workshop has not only brought on criticism from the Department of Finance, but has created in large measure the fire hazard in this building. The fire hazard is admittedly very real, not only during hours when the factory is idle, but even more so when it is in operation. The dangers inherent in the employment of blind workers in a building of this type are great, and we recommend that consideration be given to a change of location and type of structure. We also recommend that steps be taken to reduce excess inventory as soon as possible. Under the circumstances we recommend approval of this position on a one-year basis only, pending correction of the inventory problem and further study of the fire hazards.

Transfers of positions from the manufacturing fund to support are based on an over-all plan of allocation of costs with which we are in fundamental agreement. It will be noted that seven authorized positions have correspondingly been transferred from support to the Manufacturing Fund.

We recommend that line 6, Budget page 268, requesting \$1,600 for telephone and telegraph be reduced to \$800, a saving of \$800. The over-all supervision of the three blind shop operations by the newly created Assistant Division Chief of Special Schools and Services should cut down the necessity for many of the long distance telephone calls. A survey of operations has also disclosed a large number of unnecessary phone calls.

We recommend that line 9, Budget page 268, requesting \$1,100 for traveling expenses be reduced by 50 percent, or \$550. Establishment of the position of assistant division chief should eliminate the necessity for either buying or selling trips on the part of workshop employees. The expense for any trips necessary for conferences with the Department of Education at Sacramento or elsewhere should be provided for out of the \$550 recommended for approval.

DEPARTMENT OF EDUCATION—STATE BLIND SHOP—SAN DIEGO

For Support of the State Blind Shop, San Diego

Item 104, page 25 of the Budget Bill, and pages 269-270 of the Budget. The amount requested is \$39,207 from the General Fund, an increase of \$9,536, or 32.1 percent over the amount of \$29,671 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Storekeeper, grade 1 -----	\$2,640	269
Workshop superintendent (reclassification of workshop foreman) -----	180	269
Normal salary adjustments -----	947	269
Transfers between Manufacturing Fund and Support -----	960	269
Salary savings -----	1,000	269
Operating expenses -----	4,980	269
Equipment -----	—1,171	270
Total -----	\$9,536	
Budgeted increase for new or expanded service:		
None -----		

Recommendations

Amount budgeted -----	\$39,207
Legislative Auditor's recommendation -----	\$38,127
Reduction -----	\$1,080

Summary of Recommended Reductions

It is recommended that the following items be reduced:

Operating expense	
Telephone and telegraph -----	\$728
Traveling -----	352
	<u>\$1,080</u>

Analysis

We recommend approval of the proposed storekeeper, grade 1, on the basis of a need to keep better record and inventory of raw materials. The inventory position of this workshop could be materially improved, however, by a more conservative policy of purchasing raw materials.

We recommend that the amount budgeted for telephone and telegraph, Item 73, Budget page 269, be cut to \$1,000 as this office makes excessive and unnecessary use of long distance telephone calls. This will save \$728.

We recommend that traveling be cut to \$200. Over-all supervision of the position of Assistant Chief of the Division of Special Schools and Services should make travel almost unnecessary for this shop. This reduction will save \$352 in Item 76, Budget page 269.

A major increase in this Budget request is due to a transfer of expenses previously paid from the Manufacturing Fund to support, in accordance with the revised plan for allocating costs. This transfer increases operating expenses by \$4,800.

DEPARTMENT OF EDUCATION—COMMISSION ON SCHOOL DISTRICTS

For Support of the Commission on School Districts from the General Fund

Item 105, page 25 of the Budget Bill and page 271 of the Budget. The amount requested is \$24,352 for support from the General Fund, a decrease of \$211,919 from actual and estimated expenditures of \$236,271 in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Termination of program October 1, 1949 -----	—\$211,919	271
Total -----	—\$211,919	
Budgeted increase for new or expanded service:		
None -----	-----	

Recommendations

Amount budgeted -----	\$24,352
Legislative Auditor's recommendation -----	\$24,352
Reduction -----	None

Analysis

The Commission on School Districts will cease to exist October 1, 1949, in accordance with Section 4882 of the Education Code. The functions and duties of the commission revert by law to the State Board of Education. In accordance with the belief of the Department of Education that it is in the interest of the State that the program initiated by the Commission on School Districts be carried forward after October 1, 1949, *there is also included in the budget request for support of the Department of Education \$29,178 for a new Bureau of School District Organization.* It should be pointed out, however, that although the law provides that the functions and duties of the commission revert to the State Board of Education, this board is a policy making body only, and the question of whether or not an administrative staff should be provided for the purpose of carrying on the functions of the Commission on School Districts is, for that reason, one on which there has been as yet no legislative determination.

The amount requested in Item 105 for support of the Commission on School Districts is for the purpose of carrying on a reduced program of the commission to October 1, 1949. During this three-month period, the commission proposes to bring about remaining elections and completion of reports in all counties. Operating expenses have been cut drastically and authorized positions are probably the minimum required to carry this program to completion. We therefore recommend approval in the amount requested.

DEPARTMENT OF EDUCATION—STATE TEACHERS' RETIREMENT SYSTEM

For Support of the State Teachers' Retirement System from the General Fund

Item 106, page 25 of the Budget Bill and page 272 of the Budget. The amount requested is \$120,034 from the General Fund for support of the State Teachers' Retirement System. This is an increase of \$5,959 or 5.2 percent over the amount of \$114,075 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages -----	\$4,648	272
Operating expenses -----	2,510	----
Equipment -----	—1,199	----
Total -----	\$5,959	
Budgeted increase for new or expanded service:		
None -----	-----	

Recommendations

Amount budgeted -----	\$120,034
Legislative Auditor's recommendations -----	\$120,034
Reduction -----	None

Analysis

The increase of \$4,648 in salaries and wages is due to normal salary adjustments and the following reclassifications:

1 Assistant executive officer (reclassification of one senior accountant)	\$411
* 1 Senior stenographer (reclassification of one intermediate stenographer)	1,458
* 1 Bookkeeper, grade 1 (reclassification of one intermediate clerk)	1,458
* 1 Supervising calculating machine operator (reclassification of 1 calculating machine operator)	1,458

* Comparison of full year 1949-50 with six months of 1948-49.

Although no material savings are shown due to the installation of a mechanized system, all accounts have been put on a firm basis and the installation will be able to handle the estimated normal growth of 6,000 new accounts each year and no additional expense is anticipated until the Fiscal Year 1951-52.

Operating expenses show an increase of \$2,510. The major item is the rental of an I. B. M. multiplier at \$1,560 per fiscal year. This machine will be used to mechanically compute the interest on approximately 500,000 members' reserve balances.

The balance of the increase is due to normal price increases. If price increases do not occur, a saving should accrue.

The equipment expenditure of \$3,700 is to be expended on the purchase of the following files; all necessary to the expanded operation.

- 8—five drawer letter files
- 1—twenty drawer chainindex
- 2—twenty-two tray fireproof I. B. M. files
- 2—I. B. M. straight files.

DEPARTMENT OF EDUCATION—UNIVERSITY OF CALIFORNIA

For Support of the University of California from the General Fund

Item 107, page 25 of the Budget Bill and pages 275-281 inclusive of the Budget. The amount requested is \$30,980,986 from the General Fund for support of the University of California. *This is an increase of \$5,519,296 or 21.7 percent over the amount of \$25,461,690 estimated to be expended in the 1948-49 Fiscal Year.*

Recommendations

Amount budgeted	\$30,980,986
Legislative Auditor's recommendations	\$27,118,183
Reduction	\$3,862,803

Because of the fact that the level of instruction at the University of California is the highest of any state university in the United States, giving due consideration to research facilities and calibre of faculty, and that there is no budgeted increase in the number of students at the University for the 1949-50 Fiscal Year, we recommend that the budget request for the University be not increased over the amount estimated to be expended in the 1948-49 Fiscal Year. This will still give the university a substantial increase in money received from the General Fund due to a decrease in fees from the Veterans' Administration and from nonveteran students which the General Fund will absorb. Inasmuch as there is a slight decrease in enrollment, this will allow for some further improvement in instruction and research.

The level of instruction has been increased during recent years by reduction of the hours of instruction required of each faculty member as well as by increasing academic salaries. At the same time the large scale building program at the university has already, and will continue to augment the level of instruction and research. It should also be pointed out that the addition of these expensive facilities will increase the fixed charges of the university and impose a substantial burden in the future. This factor should be very carefully considered before a further increase is made in the already high costs of instruction and research. *The per student cost of instruction in the professional schools at the University of California is, in some cases, already more than twice that of other western universities such as the University of Oregon.* In view of the mounting problem of state costs, the burden of fixed charges of the University will assume greater significance, and the total cost of the university should be weighed against the diminishing returns of higher per student expenditures.

Our recommendation that the total expenditure of the university not be increased over the total expended in 1948-49 will result in a saving of \$3,862,803. However, this will still necessitate an increase of \$1,656,493 or 6.5 percent over the amount of \$25,461,690 estimated to be expended from the General Fund in the 1948-49 Fiscal Year, making a total of \$27,118,183 allotted from the General Fund for the 1949-50 Fiscal Year.

Analysis

New or expanded services included in the request for the University of California can be determined only in the broadest of terms. The complexity and number of the activities engaged in by the university make it almost necessary to measure the increase in new services by comparing the total budget increase with such general indices as changes in student enrollment and changes in the purchasing power of the dollar.

The budget requirements of the university are determined in part by work load. However, even in this respect there is a high degree of flexibility in the amount of money required to be spent to fulfill the obligations of a state university. The university can determine within broad limits, first, the number of students it will educate, secondly, the proportion of its money, it will apportion to research as contrasted with student teaching, thirdly, the type and number of courses it will offer and, finally, the level of instruction as measured by the number of teaching personnel it employs per student.

The estimated enrollment of 41,185 students for the 1949-50 Fiscal Year is 412 or 1 percent fewer students than the 41,597 students estimated for the 1948-49 Fiscal Year.

The estimated enrollment for 1949-50 Fiscal Year is also slightly less than the student enrollment in 1947-48, showing that a plateau has apparently been reached in peak enrollments at the university.

During the four-year period 1946-47 to 1949-1950, the total support of the university has increased from \$28,687,163 to an estimated \$47,181,323. *This is an increase in total support of \$18,494,160 or 64.4 percent. However, it is important to note that of this \$18,494,160 increase in the past four years, 89.5 percent of this is now financed with money from the General Fund whereas formerly the total support of the university was about equally divided between state funds and university funds.* Furthermore, the university anticipates that the 1950-51 Fiscal Year will be the last year of any significant amount of veterans' tuition fees, which means that approximately another \$4,000,000 will be lost from university support. *Unless costs are reduced, this drop in revenues from Veterans Administration will probably have to be made up with additional state funds or increased student fees.* It should be pointed out that nonveteran student fees have dropped from \$6,910,393 in 1948-49 to \$6,663,355 in 1949-50, amounting to a decrease of \$247,038 or 3.6 percent. *The State is now in the position of having to pay entirely for the large increase that the university is requesting be approved, and at the same time absorbing the additional costs brought about by a decrease in support from all other sources.*

The university budget request has been divided by the university into three sections:

1. Regular and continuing activities of the university.
2. Activities and responsibilities laid upon the university by recent Legislatures.
3. New activities and extension of old activities proposed by the regents.

It should be emphasized that there are many new activities and expansions included under Section 1, which is titled "Regular and Continuing Activities of the University" that should at least be partially

classified under Section 3 as "New Activities or Extension of Old Activities." An illustration of this inadequate classification would be found in the Office of Veterans' Affairs on the various campuses. Veteran enrollment is estimated to decrease from 20,600 in 1948-49 to 16,754 in 1949-50. This is a decrease of 3,846 or 18.7 percent. Along with this decrease in veteran enrollment, revenues from veterans' fees drops from \$5,411,592 to \$4,404,259. This is a decrease of \$1,007,333 or 18.6 percent. *However, in the face of this substantial decrease, the university has budgeted an increase in the Office of Veterans' Affairs from \$100,230 to \$104,606.*

The Berkeley campus has a 15.3 percent decrease in its veteran enrollment, yet its Office of Veterans' Affairs is budgeted to increase from \$59,660 in 1948-49 to \$62,320 in 1949-50. At U. C. L. A. it is anticipated that there will be a 27.5 percent decrease in veteran enrollment, yet the Office of Veterans' Affairs is budgeted to increase from \$30,720 in 1948-49 to \$31,980 in 1949-50.

In effect, then, it appears as though a substantial increase in new service is being budgeted for the Offices of Veterans' Affairs. It is probable that most of the veterans on campus in 1949-50 are already well advised as to their education benefits and will not have to rely on the Office of Veterans' Affairs as heavily as veterans who returned to the campus in the 1946 and 1947 years. The value of the Office of Veterans' Affairs in advising and assisting the returning veteran in his transition to civilian campus life has diminished greatly since the first few years after V-J Day and many of the veterans that will be enrolled in 1949-50 will be those who joined the armed forces after the war, some of whom enlisted because of educational benefits. *This program is also assisted by the Veterans Administration, as well as the State Department of Veterans' Affairs, which supplies consultants for this purpose.*

Another illustration of an activity that is included under Section 1 as a "Regular and Continuing Activity of the University" that should have part of its increase listed under Section 3, called "New Activities and Extension of Old Activities Proposed by the Regents," is the libraries of the university.

The cost of the university libraries has risen from \$1,743,582 in 1948-49 to an estimated \$2,026,049 in 1949-50. This is an increase of \$282,467 or 16.2 percent.

The following is a table showing the increases budgeted for the various university libraries:

Library	1947-48	1948-49	1949-50	Increase amount	Percent
1. Statewide -----	\$6,306	\$6,600	\$6,840	\$240	3.6
2. Berkeley -----	946,533	1,006,298	1,115,598	109,300	10.9
3. Davis -----	48,326	58,260	76,670	18,410	31.5
4. Los Angeles -----	418,642	541,604	653,273	111,669	20.5
5. Riverside -----	14,035	12,200	14,700	2,500	20.5
6. San Francisco -----	33,253	39,030	46,818	7,788	20.0
7. Santa Barbara -----	43,092	79,590	112,150	32,560	41.0
	\$1,510,187	\$1,743,582	\$2,026,049	\$282,467	16.2

The large increase in the libraries of the university is self-evident from the above table. *The 16.2 percent increase in the Budget for libraries after a 15.4 percent increase was granted last year is evident that this*

includes more than a regular and continuing activity of the university. If the proposed increase is granted for the 1949-50 Fiscal Year, in the face of a decreasing enrollment and a falling off of student fees, it will mean that the university has expanded its libraries 34.0 percent since the 1947-48 Budget. The largest percentage increases in this two-year period has been at U.C.L.A. with a 54.0 percent increase, Davis with a 58.6 percent increase, and Santa Barbara with a 160.0 percent increase.

The following table indicates the enrollment, expenditures, and the cost per student at the five main campuses of the university. All of the student enrollment at the university is included but not all of the expenditures of the university are included. Hence, the over-all average of student costs appears lower than that shown in the Budget. *However, it is felt that the costs per student as shown, indicates how the university has expanded its quality of services in the last three budget years and, secondly, it shows, within limits, how comparatively expensive certain of the specialized schools are, as contrasted with other per student expenditures at the university.*

ENROLLMENTS, EXPENDITURES AND COST PER STUDENT AT THE UNIVERSITY OF CALIFORNIA, 1947-48 TO 1949-50

Enrollment			
Campus	1947-48	1948-49	1949-50
Berkeley -----	22,032	23,270	21,000
Davis -----	1,678	1,865	1,800
Los Angeles -----	14,181	15,185	14,750
San Francisco -----	755	770	943
Santa Barbara -----	2,611	2,910	2,650
Total -----	41,257	44,000 *	41,143

* Latest estimate is 42,400 or 1,600 students less than shown.

Expenditures			
Campus	1947-48	1948-49	1949-50
Berkeley -----	\$13,448,083	\$14,591,499	\$15,691,237
Davis -----	3,505,080	3,516,791	3,869,687
Los Angeles -----	6,719,023	8,083,747	8,944,907
San Francisco -----	4,085,248	4,160,915	4,703,846
Santa Barbara -----	1,554,143	1,702,063	1,907,257
Total -----	\$29,311,577	\$32,055,015	\$35,116,934

Cost Per Student			
Campus	1947-48	1948-49	1949-50
Berkeley -----	\$610	\$627	\$747
Davis -----	2,089	1,886	2,150
Los Angeles -----	474	532	606
San Francisco -----	5,411	5,404	4,988
Santa Barbara -----	595	585	720
Average -----	\$710	\$729 *	\$854

* The average cost per student will be \$756 in 1948-49 if the enrollment estimate of 42,400 is used.

For example, the table of costs per student at all branches of the university shows that the Agricultural College at Davis and the Medical School at San Francisco are far more expensive than total costs per student at the other branches. The cost per student at the Medical School at San Francisco is over eight times as expensive as the per student cost at U.C.L.A. This in part, however, may be due to research costs at the medical school not directly related to instruction.

DEPARTMENT OF EDUCATION—HASTINGS COLLEGE OF LAW

For Support of Hastings College of Law from the General Fund

Item 108, page 25 of the Budget Bill and pages 282 and 283 of the Budget. The amount requested is \$7,000 for support from the General Fund, the same amount as appropriated for the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
None -----	-----	-----
Budgeted increase for new or expanded service:		
None -----	-----	-----

Recommendations

Amount budgeted -----	\$7,000
Legislative Auditor's recommendation -----	\$7,000
Reduction -----	None

Analysis

The amount budgeted includes only the annual appropriation of \$7,000 interest which the State is required to make to the college under the provisions of Section 20152 of the Education Code. In addition to this appropriation, the school receives revenues in the form of student fees estimated to be \$21,575, Veterans Administration receipts estimated to be \$245,325, and other income amounting to \$13,500. Enrollment at Hastings College of Law is estimated to increase by eight students to a total of 760 while the cost per student is budgeted at \$209, an increase of \$4 over 1948-49.

The principal factor of increase in budgeted expenditures is \$8,480 for regular salary adjustments of employees. Operating expenses are estimated to increase by \$1,255, while equipment is budgeted to decrease \$5,500.

We recommend that Item 108 be granted in the amount of \$7,000 as requested.