

**Department of Natural Resources
DEPARTMENTAL ADMINISTRATION**

ITEM 184 of the Budget Bill

Budget page 573
Budget line No. 60

**For Support of Departmental Administration, Department of Natural Resources,
From the General Fund**

Amount requested	\$162,384
Estimated to be expended in 1949-50 Fiscal Year	165,896
Decrease (2.1 percent)	\$3,512

Summary of Increases

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and Wages	\$12,538	\$12,538	---	573	78
Operating Expenses	751	751	---	573	79
Equipment	—5,193	—5,193	---	573	80
Less:					
Increased Reimbursement from Special Fund Divisions	—11,608	—11,608	---	574	1
Total Decrease	—\$3,512	—\$3,512			

RECOMMENDATIONS

Amount budgeted	\$162,384
Legislative Auditor's Recommendation	160,473
Reduction	\$1,911

ANALYSIS

The increase in salaries and wages is due to normal salary adjustments together with two proposed new positions and one reclassification made necessary by the greatly increased work load in the Accounts and Property Section, some of which may be attributed to the fact that the Soil Conservation Commission has now been made a part of the Department of Natural Resources.

The total operating expenses have gone up slightly from \$37,809 estimated to be expended in the 1949-50 Fiscal Year to \$38,560 estimated to be expended in the 1950-51 Fiscal Year. Most categories of operating expense have shown a slight increase attributable in part to increased activity and in part to increased costs. Although in the case of telephone and telegraph expenses the increase is due to rate increases, we recommend a reduction of \$226 or 15 percent from the requested amount of \$1,750 to \$1,524. It is our belief that this saving can be effected by the agency through stringent controls over long-distance calls and restricting local calls to business purposes only.

In the item for traveling expenses we recommend a reduction of \$930 from \$8,020 to \$7,090. In this connection, it is of interest to note that in the 1949-50 Fiscal Year, which is a short Budget Session year of the Legislature, the agency has estimated the expenditure of \$7,734 in this category, whereas for the 1950-51 Fiscal Year, which will have the long General Session of the Legislature, the agency has scheduled an increase to \$8,020. As a rule travel by top-level personnel in the agency is

curtailed during a general session year in order that this personnel may be available in Sacramento. Therefore, we feel well justified in making this recommendation to reduce the sum available for traveling. These two items will reduce the total operating expenses from \$38,560 to \$37,404, a total reduction of \$1,156.

Expenditures for equipment are scheduled to be sharply reduced by \$5,193 from \$13,714 in the 1949-50 Fiscal Year to \$8,521 in the 1950-51 Fiscal Year. On the whole we find that the equipment budget has been very conscientiously handled; however, it appears from inspection that certain items of office replacement equipment are still in good operating condition. Consequently, we recommend a reduction of \$755 in equipment.

GENERAL SUMMARY

The Department of Natural Resources was created in 1927 by an Act of the Legislature. It is charged with the administration and conservation of California's natural resources through its five divisions, the Division of Beaches and Parks, the Division of Fish and Game, the Division of Forestry, the Division of Mines and the Division of Oil and Gas. The Director of the department is appointed by the Governor to serve at his pleasure, and it is his duty to coordinate the activities of all the divisions of the department to the best interests of the State's natural resources.

The major activity of departmental administration is one of accounting and control service for all divisions, which is centralized and administered by the deputy director-controller. The task is a considerable one which entails preparation of monthly payrolls for several thousand employees, the keeping of all fiscal records, the expediting of all purchases and the preparation of all claims for payment amounting to millions of dollars annually.

Department of Natural Resources PACIFIC MARINE FISHERIES COMMISSION

ITEM 185 of the Budget Bill

Budget page 575
Budget line No. 36

For State Cooperation With Pacific Marine Fisheries Commission From the Fish and Game Preservation Fund

Amount requested	\$12,500
Estimated to be expended in 1949-50 Fiscal Year	12,500
Increase	None

RECOMMENDATIONS

Amount budgeted	\$12,500
Legislative Auditor's Recommendation	12,500
Reduction	None

ANALYSIS

State cooperation in the tri-state Pacific Marine Fisheries Commission was first authorized by Chapter 1447 of the Statutes of 1947. The commission functions as a policy-making and liaison organization in correlating research in methods of conservation of marine life resources and the prevention of wasteful fisheries practices conducted by each of the three states affected; namely, California, Washington and Oregon.

The major results achieved to date have been the standardization of research procedures and the elimination of duplication of effort. The program is a long continuing one which, although it may not produce concrete results for some years, is of considerable importance to the State. It should develop the information necessary to continue and assure the future stability of valuable fisheries industries. We recommend approval of the item as requested.

Department of Natural Resources
DIVISION OF BEACHES AND PARKS

ITEMS 186 and 187 of the Budget Bill

Budget page 578
Budget line No. 56

For Support of the Division of Beaches and Parks From the State Park Maintenance Fund, State Park Fund, State Beach Fund and the General Fund

Amount requested	\$2,098,207
Estimated to be expended in 1949-50 Fiscal Year	2,060,217
Increase (1.8 percent)	\$37,990

Summary of Increases

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and Wages	\$107,052	\$57,828	\$49,224	578	66
Operating Expenses	47,561	47,561	---	578	67
Equipment	—112,023	—169,561	57,538	578	68
Less:					
Increased Reimburse- ments	—4,600	—4,600	---	578	71
Total Increase	\$37,990	—\$68,772	\$106,762		

RECOMMENDATIONS

Amount budgeted	\$2,098,207
Legislative Auditor's Recommendation	1,954,739
Reduction	\$143,468

ANALYSIS

Administration

The administrative function of the division is proposed to be increased by \$10,422 or 4.8 percent from \$216,484 estimated to be expended in the 1949-50 Fiscal Year to \$226,906 in the 1950-51 Fiscal Year. Part of the increase is due to salary adjustments and the reclassification of one position. The bulk of the increase, about 80 percent, is attributable to increased operating expenses, particularly the cost of pro rata departmental administration which is scheduled to increase by \$8,000. Most other operating expenses are scheduled to increase slightly, largely due to greater activity. The exception is the item of telephone and telegraph expenditures, which shows an increase because of rate changes. *We recommend in the interest of economy a 10 percent or \$387 reduction in telephone and telegraph expenditures. This can be made by careful management control of all toll calls.*

The total reduction for the administrative function is, therefore, \$387.

Maintenance

The maintenance function, which accounts for the bulk of the divisional expenditures, is proposed to increase by \$11,499 or 0.8 percent from \$1,468,415 estimated to be expended in the 1949-50 Fiscal Year to \$1,479,914 in the 1950-51 Fiscal Year. While the over-all increase in this function appears to be very slight, it is actually the composite result of considerable increases in salaries and wages and operating expenses, which are offset by a large decrease in equipment expenditures.

Salaries and Wages. Salaries and wages for maintenance are estimated to increase by \$90,137 or 9 percent from \$1,003,534 estimated to be expended in 1949-50 to \$1,093,671 estimated to be expended in 1950-51. About one-fifth of this increase is attributable to salary adjustments in existing authorized positions. The balance is the result of proposed new positions and the filling of authorized positions, which causes a considerable reduction in estimated salary savings.

That portion of the salaries and wages increase which is chargeable to the proposed new positions can be considered as an increase or expansion in service. The state park ranger positions included in this category are needed to staff recently acquired and developed parks and beaches which are not yet open to the public, but which it is anticipated will be available in the budget year. However, a large part, \$36,256, is chargeable to the establishment of an entirely new lifeguard and beach attendant service—one never before attempted by the division. The new Huntington Beach Park, having approximately two miles of beach frontage particularly suitable for swimming, Silver Strand Beach at San Diego, and San Buenaventura Beach which will be opened to the public in the summer of 1950, will require lifeguard service and a new category of seasonal beach attendant in order to assure the safety and comfort of the visiting public. Total attendance at these units potentially should be the greatest of any in the system, and it would appear probable that the division would need to supply this specialized service at least on a six-month basis. The salaries and wages portion is only part of the total cost of this service, as in addition there will be operating expenses and the need for certain capital structures for lifeguard accommodation, lifesaving equipment, resuscitation equipment, and beach cleaning equipment.

The greatest difficulty in connection with this problem lies in the possibility that other counties in which state-owned and operated beaches are located may also request lifeguard service. This would result in an enormous increase in the cost of operation in the division. In order to offset this possibility the division has attempted to establish a precedent by obtaining a commitment for monetary assistance from the County of Orange in defraying the cost of this new service at Huntington Beach. At this time such assistance has already been promised to the division although only in a nominal amount. In this connection, it should be noted that county-operated state-owned beaches in other parts of the State receive such lifeguard service paid for entirely by the county. We recommend approval of this portion of the budget request.

Operating Expenses. Operating expenses related to the maintenance function are proposed to increase by \$38,439 or 11.7 percent from \$328,438 in the 1949-50 Fiscal Year to \$366,877 in 1950-51. Most of the items in this category are estimated to increase slightly, largely because

of increased activity in the division and anticipated increased attendance at the parks, which directly affect these operating expenses. However, the bulk of the increase is attributable to a new item of expenditure of \$30,058 for maintenance of road and parking areas. This figure is based on estimates supplied by the Division of Highways and is largely the result of the expansion and construction which took place within the last four years. *We recommend a reduction of \$10,000 in this item*, to be realized partly by deferment of some of the maintenance and partly by the accomplishment of some of the maintenance with park personnel and park equipment.

In the item of rent for building space there is contained the sum of \$1,500 for rent of the Los Angeles office for the southern district. In its capital outlay program the division is also requesting the sum of \$2,000 for the conversion of existing space at the San Clemente district corporation yard into office space, which, upon completion, will obviate the necessity for continuing the Los Angeles office. *We recommend the deletion of the item of \$1,500 for rent of the Los Angeles office* and the inclusion in the current year from available funds, the sum necessary to accomplish this change by the end of the current fiscal year.

Telephone and telegraph expense is anticipated to be increased slightly from \$11,546 in the 1949-50 Fiscal Year to \$11,950 in 1950-51 Fiscal Year due to rate changes. *We recommend a reduction of 10 percent, or \$1,195, which can be realized by careful management and control of toll calls.*

The increases in a number of items of operating expenses are predicated upon the building and availability of additional facilities requested in the capital outlay program for 1950-51. In the event that this program is curtailed or eliminated as a result of financial shortages, it will be necessary to make downward adjustments in these items of expenditure. *The total recommended reduction in maintenance operating expenses is, therefore, \$13,082.*

Equipment. Expenditures for equipment are proposed to be decreased by \$112,477 or 59.1 percent from \$190,343 in 1949-50 to \$77,866 in 1950-51.

This large reduction is due in no small part to the prebudget discussions and scrutiny of equipment requests among the division, the Legislative Auditor and the Department of Finance. We recommend approval of this portion of the request.

Engineering and Planning

Engineering and planning is proposed to increase in cost by \$10,398 or 5.3 percent from \$194,555 estimated to be expended in the 1949-50 Fiscal Year to \$204,953 in 1950-51. Almost the entire increase is the result of salary adjustments in existing authorized positions and the reduction in salary savings from \$7,500 to \$3,500, which indicates the fuller utilization of authorized positions in the 1950-51 Fiscal Year.

The total cost of this activity rose by about 5 percent from 1948-49 to 1949-50 and will again from the current year to 1950-51. During the same period capital outlay expenditures for construction, improvements, repairs and equipment decreased by 49.5 percent from 1948-49 to 1949-50 and will increase by approximately 26 percent from the current year to that proposed in 1950-51.

For the 1948-49 Fiscal Year the capital outlay program amounted to \$3,175,877. The total cost of engineering and planning was \$200,840 or 6.3 percent of the capital outlay program. In the 1949-50 Fiscal Year the capital outlay program is anticipated to be \$1,603,496. The total cost of engineering and planning is estimated to be \$194,555 or 12.1 percent of the capital outlay program. Preliminary estimates of the capital outlay program for 1950-51 total \$1,175,000 from the General Fund. The total cost of engineering and planning is estimated to be \$204,953 or 17.4 percent of the capital outlay program.

At this time approximately half of the proposed program consists of items which are repetitive in nature, such as standard type residences, warehouse and shop buildings, comfort stations and combination buildings, camp and picnic units and various minor items. These items have now reached an established pattern and should require the barest minimum of engineering and planning effort. The balance of the program is composed of items which must be handled by either the Division of Architecture or the Division of Highways, and engineering and planning costs will be assessed against these projects by these two divisions.

Prior to the recent building program, field personnel such as state park rangers built most of the facilities contained in the parks. In fact, state park ranger job specifications require a construction background. We are of the opinion that this large field personnel is capable of undertaking some of the work now being performed by the engineering and planning section.

In view of the foregoing, we recommend that the divisional construction program be sharply reduced in pace, and the planned development and expansion be spread over a greater number of years than is now contemplated. Accordingly, we recommend a reduction in the budget of the engineering and planning section of \$68,320 in salaries and wages consisting of the following positions: 2 associate civil engineers, 4 assistant civil engineers, 4 junior civil engineers, 2 senior engineering aids, 1 delineator, 1 junior engineering aid, 1 under-engineering aid, one assistant construction inspector, 1 associate landscape architect, and 1 intermediate stenographer-clerk. In addition there will be concurrent reductions in operating expenses and in equipment, the total of which has not been calculated. This action would leave a remainder of seventeen technical and two clerical positions.

It should be noted at this point that the division's entire capital outlay program of whatever size for the 1950-51 Fiscal Year must be defrayed entirely out of the General Fund.

Acquisition

This activity is proposed to increase in cost by \$5,671 or 3.1 percent from \$180,763 estimated to be expended in 1949-50 to \$186,434 in 1950-51. Most of this increase is due to salary adjustments in existing authorized positions and a sharp reduction in estimated salary savings from \$4,500 estimated in 1949-50 to \$2,200 estimated in 1950-51, which would indicate a fuller utilization of authorized positions. Increases in operating expenses and equipment are minor.

Acquisition has been geared largely to the expenditure of the \$15,000,000 which was first appropriated by Chapter 1422, Statutes of 1945, and later transferred to the State Park Fund and State Beach

Fund by the Budget Act of 1948. Of this total appropriation, it is estimated that \$9,217,086 will still be available for expenditure as of July 1, 1950. This will consist of \$2,696,144 available for park land acquisition and \$6,520,942 available for beach acquisition. In the 1950-51 Fiscal Year it is planned that \$850,000 will be expended for park land acquisition and \$2,600,000 will be expended for beach acquisition.

It should be noted that the bulk of these anticipated acquisitions will result in a greatly increased support budget since the acquired land would necessitate a certain minimum of staffing and development in order to protect the property. In those acquisitions where it is anticipated that actual operation will be by one of the counties, an appreciable capital outlay expenditure must be made before these areas are leased to the counties. In view of the greatly diminished resources available to this division, in the interests of economy and as a means of relieving the burden on the General Fund we recommend that the entire acquisition program be greatly reduced in pace and the total acquisition program be spread over many more years than is currently planned.

As a means of implementing the above suggestion, we further recommend a reduction of \$62,066 for salaries and wages in the budget for acquisitions. Positions involved are four state park land purchasing officers, one assistant right-of-way agent, two intermediate stenographer-clerks, \$10,000 for temporary witnesses and \$25,000 for temporary appraisers. This will leave eleven positions, \$20,000 for temporary expert witnesses and \$30,000 for temporary appraisers. In addition, there will be concurrent reductions in operating expenses and equipment which we have not calculated.

The grand total of recommended reductions will be \$130,386 for salaries and wages and \$13,082 for specific operating expenses. In addition, there will be the previously mentioned adjustments in operating expenditures and equipment connected with the recommended position reductions.

Problems Requiring Study

At the divisional and policy making level there are a number of problems which require serious and intensive study.

In order to develop first-hand factual information concerning the field operations of the division with regard to operational methods and procedures, scope of activity and the construction program, extensive field investigations were made by a member of the staff of the Legislative Auditor during the summer of 1949 in the course of which each of the state parks, beaches and historical monuments was visited. Following this a number of meetings and conferences were undertaken with the staff at the divisional level, together with members of the staff of the Department of Finance. These discussions resulted in initiating certain operating economies, particularly in the major function of field maintenance, which covers the complete operation of all the parks, beaches and monuments. For instance, it was recommended and accepted by the division that all state historical monuments be operated on a five-day week basis. This resulted in the reduction of five existing positions, together with several proposed new positions. In addition, the equipment requests and operating expense schedules for the proposed 1950-51 Budget were carefully scrutinized and many reductions were recommended and concurred in by the division.

The field investigations disclosed certain discrepancies, inequities and improper practices to which we wish to call particular attention.

1. It was found that Cuyamaca Rancho State Park was the only park having special facilities for Boy and Girl Scouts and other large organizations, which made no charge for these facilities. The standard charge in other parks is 5 cents per person per day. This disparity results in the loss to the division of a considerable amount of legitimate revenue.

2. Mt. Tamalpais State Park is the only unit in the system which supplies picnicking and camping facilities to the general public *at no charge*. The standard charge throughout the division is 25 cents per day per car for picnickers, 50 cents per camp site per day for camping and 60 cents per trailer per day, whether in special trailer facilities or in camp sites.

3. The campfire circle and open-air theater feature in many of the parks is being greatly overemphasized, and in some units such as in Big Basin State Park and in Richardson Grove State Park these activities have become a sort of variety show entailing a considerable amount of effort on the part of rangers, nature guides and recreation leaders instead of being the spontaneous function which was originally intended. This has led to very serious and dangerous traffic problems in some instances and to an unjustified overusage of some parts of the parks.

4. A number of the park units provide dance floors in their facilities. Particularly in Richardson Grove and Big Basin State Parks the dance floors pose a definite problem of control and security. They are also a significant factor in the over-usage of these parks since they tend to draw numbers of people who are interested solely in entertainment features of this type rather than in the natural recreational facilities of the outdoors. We believe that the results which have followed the establishment of dance floors are incompatible with the fundamental purpose for which state parks are established and recommend that they be abolished.

5. The divisional policy with regard to the construction and supplying of residential facilities to field personnel appears to be unjustifiably expensive. In our opinion, the Division is justified in supplying residential facilities in isolated back country parks for all permanent staff where it is not possible to obtain residential facilities by other means. However, in parks or beaches, which are very close to or actually contiguous to established population centers, we believe that the staff should obtain its own residential facilities as is normally required of other state employees, with the exception of those facilities within each park or beach which are necessary for security purposes.

We find that the division is supplying residences to permanent staff wherever possible and in several instances is supplying residences to district superintendents, who are not required to take direct responsibility for supervising any individual park or beach. It is possible for district superintendents to live almost anywhere within their districts and still function properly.

6. The residential rental policy of the division, we believe, requires a serious reconsideration. For instance, the average standard two-bedroom house recently constructed, rents for approximately \$26 per month, including all utilities, for which the Division budgets an average of \$30 per month per house. This is exclusive of all other costs of maintenance and repair and leaves nothing to amortize the State's investment in the

building. The inventory of the division includes approximately 195 residences, some of which are duplexes or apartments all averaging less than \$26 per month rent. A great number of these buildings were built during the last three years and are excellent accommodations. *We recommend that a rate schedule be formulated which would return at least the State's cost of operation of the units.*

7. The policy of the division with regard to the lodging concession at Prairie Creek Redwood State Park appears illogical. The special facilities available at this park are quite limited, consisting of five housekeeping cabins and seven camp-type cabins, which are operated by the concessionaire, who runs the supply store. While these buildings are old they are still serviceable with a minimum of maintenance and repair. *Nevertheless, the division is contemplating the removal of these cabins.* These serve both as a source of revenue to the division and as a means of assuring the operation of a much needed supply store, which due to the short season would not otherwise be economically practical for a concessionaire without the added income from the cabin facilities.

8. The division is undertaking, for the first time, to supply parking facilities at a beach on a fee basis. Parking facilities will be leased to a concessionaire on a percentage share for the State, which should produce considerable revenue. This is to be initiated at Huntington Beach in the southern district, and we recommend that the same policy should be carried out with regard to a number of other state beach parks as a fair and legitimate charge on the users of these facilities. This would equitably provide needed revenue to the Division.

9. There should be mentioned the problem concerning the acquisition and operation of historical monuments. Large sums of money are invested in restoring some of these units to a high percentage of original condition, and they produce only meager returns in public attendance. Of particular note are the Petaluma Adobe, which is estimated to cost approximately \$100,000 for initial development and restoration; the Alvarado Adobe in San Pablo, which is in an awkward location and will require the acquisition of considerable additional property before it can be properly restored and developed; and the Capitol at Benicia which was estimated to cost \$75,000 to restore, following which it would be leased to the city to be used for offices. In the City of Columbia, where it will be necessary for the Legislature to make some determination as to the extent to which this historic town will be restored, the possibilities for restoration are almost without limit and conceivably several million dollars could be expended for this purpose. At the close of the Fiscal Year 1949-50 there will have been expended on behalf of Columbia Historic State Park over \$63,000 in state funds for acquisition and over \$400,000 for restoration and improvements. In the 1950-51 Fiscal Year an expenditure of \$95,000 is proposed for further restoration purposes alone.

GENERAL SUMMARY

This organization was created in 1927 by the State Legislature as the Division of Parks and in 1941 the name was authorized to be changed to the Division of Beaches and Parks. There was also created a non-salaried State Park Commission consisting of five members appointed by and serving at the pleasure of the Governor for four-year terms on a staggered basis. This commission determines the policies of the division and operates

through the administrative chief of the Division, who is a noncivil service appointee of the Director of the Department of Natural Resources upon nomination by the State Park Commission.

Since its creation the division by the expenditure of an original \$6,000,000 bonded fund, numerous individual legislative appropriations and the \$15,000,000 fund created by Chapter 1422 of the Statutes of 1945, has acquired and expanded a system of approximately 100 parks, beaches and historical monuments. The system represents a cross section of the finest examples of redwood stands, mountain and desert areas, rocky coast and sandy beach areas, lakes, lagoons, rivers, waterfalls and historical monuments. In most of these areas, including a few of the historical monument sites, there is provided modern and superior facilities for camping, picnicking, hiking and general recreation and comfort. Moreover, this type of facility, as provided in California State Parks, is superior to the same type of service provided by the national parks in this State. In addition, a number of the units in the system provide concession operated restaurant facilities and hotel type cabin lodging facilities.

Public attendance at the various units in the system has risen considerably since the close of the war. Attendance figures for a four-year period indicate the following:

<i>Year</i>	<i>Park attendance</i>	<i>Beach attendance</i>	<i>Monument attendance</i>
1946-----	2,147,507	790,510	227,098
1947-----	2,946,602	1,151,309	268,812
1948-----	2,785,063	853,978	399,023
1949-----	3,385,132	2,057,466	514,618

These figures are largely estimates made by rangers in charge of the individual facilities and, in a number of instances are probably over-estimates. The 1948 attendance indicates a considerable drop from the previous year, particularly in beach attendance. This was largely due to the unseasonable weather in the late Spring of that year. On the whole, beach attendance has shown the most spectacular increase in 1949 as compared with 1947. This was due probably to the excellent beach weather during most of the season and to a considerable extent to the inclusion of two new beach areas, Capitola near Santa Cruz and San Buenaventura at the City of Ventura. This latter beach will probably show great attendance increases in 1950 when it becomes more fully useable. State monument attendance shows a hundred percent increase in 1949 as compared with 1947. To a large extent this is due to the various centennial celebrations which took place during that year. Also there was added the Marshall Monument, which enjoyed the second largest total attendance of all the monuments in that year.

Field operations at the park level are well conducted. The activities of the individual rangers are many and greatly varied, ranging from meeting and handling the public to repairing physical facilities and to providing recreation and entertainment for visitors. Charges made for use of facilities are very nominal and are far below those made by private operators of similar facilities.

**Department of Natural Resources
DIVISION OF BEACHES AND PARKS**

ITEM 188 of the Budget Bill

Budget page 583
Budget line No. 57

For Investigation of Beach Erosion From the General Fund

Amount requested	\$10,000
Estimated to be expended in 1949-50 Fiscal Year	25,000
Decrease (60 percent)	<u>\$15,000</u>

RECOMMENDATIONS

Amount budgeted	\$10,000
Legislative Auditor's Recommendation	10,000
Reduction	<u>None</u>

ANALYSIS

In prior years this activity was supported by the State Beach Fund. It is now proposed to support this necessary function from the General Fund in the 1950-51 Fiscal Year due to the depletion of moneys available in the State Beach Fund. Expenditures are for contractual services in connection with beach erosion problems which are quite serious at certain of the state-owned and operated beaches. *We recommend approval of this item as requested.*

**Department of Natural Resources
DIVISION OF BEACHES AND PARKS**

ITEM 189 of the Budget Bill

Budget page 583
Budget line No. 23

For Investigation, Surveys and Preparation of Plans for Development of State Parks From the General Fund

Amount requested	\$5,000
Estimated to be expended in 1949-50 Fiscal Year	10,000
Decrease (50 percent)	<u>\$5,000</u>

RECOMMENDATIONS

Amount budgeted	\$5,000
Legislative Auditor's Recommendation	None
Reduction	<u>\$5,000</u>

ANALYSIS

This expenditure is for contractual services in connection with the preparation of plans for the development of new areas or expansion of existing areas. In line with our previous recommendation that the divisional program of acquisition, expansion and development be reduced in pace and extended over a longer period of time, *we recommend that this item be disapproved* and that any services actually required be performed by the division personnel, particularly the engineering and planning section. This will effect a saving of \$5,000.

**Department of Natural Resources
DIVISION OF BEACHES AND PARKS**

ITEM 190 of the Budget Bill

Budget page 583
Budget line No. 39

**For Research, Selection of Historical and Other Data, Columbia State Park,
From the General Fund**

Amount requested	\$15,000
Estimated to be expended in 1949-50 Fiscal Year (from State Park Fund)	15,592
Decrease (3.8 percent)	\$592

Summary of Increases

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and Wages	—\$1,184	—\$1,184	---	583	43
Operating Expenses	592	592	---	583	46
Total Decrease	—\$592	—\$592			

RECOMMENDATIONS

Amount budgeted	\$15,000
Legislative Auditor's Recommendation	None
Reduction	\$15,000

ANALYSIS

In the 1949-50 and previous fiscal years this activity was supported out of the State Park Fund. In the 1950-51 Fiscal Year, it is proposed to defray these expenditures from the General Fund due to the depletion of the State Park Fund.

We recommend that the research and collection of historical and other data in connection with the restoration and development of the park be performed by staff personnel stationed at the park. This staff consists of four permanent rangers and two permanent curators, which should be sufficient to carry on a fairly extensive program of research. This will effect a saving of \$15,000.

**Department of Natural Resources
DIVISION OF FISH AND GAME**

ITEM 191 of the Budget Bill

Budget page 586
Budget line No. 38

**For Support of the Division of Fish and Game from the Fish and Game Preserva-
tion Fund**

Amount requested	\$4,968,817
Estimated to be expended in 1949-50 Fiscal Year	4,883,994
Increase (1.7 percent)	\$84,823

Summary of Increases

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and Wages -----	\$165,524	\$108,596	\$56,928	586	53
Operating Expenses -----	116,894	106,674	10,220	586	54
Equipment -----	—189,175	—276,810	87,635	586	55
Less :					
Increased Reimbursements —	8,420	—8,420	---	586	59
Total Increase -----	\$84,823	—\$69,960	\$154,783		

RECOMMENDATIONS

Amount budgeted -----	\$4,968,817
Legislative Auditor's Recommendation -----	4,921,841
Reduction -----	\$46,976

ANALYSIS

A preliminary field investigation of this agency made by the Legislative Auditor indicates that there is need for more efficient operation of the division's various field stations with a view to reducing the cost of producing fish and birds; that the organizational structure requires serious study to determine the possibilities of streamlining and simplifying the operation of the division; that the various research programs require a more realistic evaluation of need and scope and that the division as a whole requires a better method of integration within the Department of Natural Resources.

We find, also, that the statistical data presented by the division in connection with the budget are not always mathematically reliable and not always based on sound premises.

The total estimated expenditures budgeted for 1950-51 exceed by 1.7 percent the estimated expenditures for the 1949-50 Fiscal Year. It is of particular note that the total expenditures of \$5,501,481 by the division from the Fish and Game Preservation Fund estimated for the 1950-51 Fiscal Year consisting of \$4,977,633 for support, \$311,348 for contributions to the State Employees' Retirement Fund, \$200,000 for Game Management in cooperation with the Pitman-Robertson Act and \$12,500 for cooperation in the Pacific Marine Fisheries Commission, and exclusive of any provision for capital outlay, is somewhat less than the \$5,507,485 of revenue estimated to be received in the 1950-51 Fiscal Year.

Divisional Administration

Expenditures for this activity are estimated to increase by \$15,043 or 3.9 percent from \$389,377 estimated to be expended in the 1949-50 Fiscal Year to \$404,420 estimated for the 1950-51 Fiscal Year. The bulk of the increase occurs in the category of salaries and wages and includes two new clerical positions at an initial cost of \$4,680 per annum and a \$7,000 reduction in estimated salary savings based on 1.7 man-year savings in the 1950-51 Fiscal Year as compared with four man-year savings in the 1949-50 Fiscal Year. This would result in an increase of over two man-years in the utilization of authorized positions. Consequently the two new positions do not appear justified since any work load increase could be handled by this increased utilization of the authorized positions. *We recommend that the Bureau of Administration remain at*

the same staffing level as in the 1949-50 Fiscal Year and that every effort be made to streamline its operations and reduce personnel and operating expenses. *This will accomplish savings of \$4,680 in salaries and wages.*

Operating expenses are estimated to increase in almost all categories by \$6,482, largely attributable to increased activity. The item for telephone and telegraph expense amounts to \$21,800 estimated for the 1950-51 Fiscal Year, which is a very slight increase over the current year. *We recommend, in the interests of economy, that a 10 percent reduction of \$2,180 in this item is entirely feasible and can be accomplished by careful management and control of toll calls.*

Equipment is anticipated to be reduced by \$4,581, or 49.2 percent, from \$9,317 estimated to be expended in the 1949-50 Fiscal Year to \$4,736 estimated for the 1950-51 Fiscal Year.

Conservation Education and Public Information

Total expenditures for this activity are proposed to be reduced by \$2,475, or 2.3 percent, from \$108,407 estimated to be expended in the 1949-50 Fiscal Year to \$105,995 estimated for the 1950-51 Fiscal Year. This reduction is the result of a new policy with regard to expenditures for photographic purposes since the category of salaries and wages is estimated to increase only slightly.

Heretofore most of the photography expenditures occurred as an operating expense as movie film and still photographs were being made to order by contract. In the 1949-50 Fiscal Year it is estimated that \$35,525 will be expended in this manner. In the 1950-51 Fiscal Year it is anticipated that only \$20,000 will be expended on made-to-order film. As an offset to this reduction, expenditures for ready-made film carried in the equipment schedule will be increased from \$3,000 estimated expenditure for 1949-50 to \$15,275 estimated for 1950-51. The net result is a saving of several thousand dollars.

Other operating expenditures are anticipated to remain fairly static, with the exception of the item for printing, which is scheduled to increase somewhat in line with increased activity. Equipment items, with the exception of ready-made film previously mentioned, are expected to be somewhat reduced. We recommend approval of this activity as budgeted.

Patrol and Law Enforcement

This major activity of the division is proposed to be increased by \$53,947, or 3.5 percent, from \$1,554,960 anticipated to be expended in the 1949-50 Fiscal Year to \$1,608,907 in the 1950-51 Fiscal Year. The increase is made up entirely of increases in salaries and wages and operating expenses since equipment expenditures will be considerably reduced.

Salaries and Wages. It is estimated that this category will be increased by \$51,739, or 5.8 percent, from \$885,530 estimated to be expended in the 1949-50 Fiscal Year to \$937,269 estimated in the 1950-51 Fiscal Year. Approximately one-third of this increase is the result of salary adjustments and a full year's utilization of certain reclassifications which were allowed but not fully utilized for the 1949-50 Fiscal Year. The balance of the increase is chargeable to a reduction in estimated salary savings which are calculated to be the equivalent of 5.4 man years in the 1949-50 Fiscal Year and 2.7 man years in the 1950-51 Fiscal Year. This would indicate the utilization of an additional 2.7 man years in authorized

positions. Within this increase there is also proposed an expansion in service by the establishment of two additional warden pilot positions at a total initial cost of \$8,592 per annum, and the reclassification of 31 assistant fish and game wardens to that of fish and game wardens.

In the first instance it is anticipated that the two additional pilots would permit the division airplanes to be utilized to a greater degree. Past performances appear to indicate that the planes are furnishing a valuable service, and, therefore, a greater utilization is justified. The classification of assistant fish and game warden has been utilized generally as an in-service training position with reclassification to the full grade when the incumbent was fully trained and properly indoctrinated. There are currently 32 authorized positions of assistant fish and game garden, and the requested reclassification would leave only one position on the roster. The ratio of hunting and fishing licenses sold to the number of fish and game wardens and assistant wardens has been declining from approximately 10,628 to 1 in 1947-48 to 8,562 to 1 in 1948-49 and 7,755 to 1 in 1949-50. Therefore, *we recommend that the Department of Finance make an analysis to establish a work load basis for the number of warden and assistant warden positions required to carry out the function.* Pending completion of a study by the Department of Finance justifying the reclassification, we recommend disapproval.

Operating Expenses. Expenditures for operating expenses are proposed to be increased by \$48,825, or 10 percent, from \$489,432 estimated to be expended in the 1949-50 Fiscal Year to \$538,257 estimated for the 1950-51 Fiscal Year. All items of operating expense are scheduled to be increased in line with the increased activity in patrol and law enforcement. The major increases occur in automobile operation, airplane operation and boat operation, and increased cost of radio maintenance service, which will be furnished by the Division of Communications.

Telephone and telegraph expenditures are anticipated to be \$24,360 in the 1950-51 Fiscal Year as compared with \$21,770 in the 1949-50 Fiscal Year. In the interests of economy *we recommend a reduction of 10 percent or \$2,436 as being entirely practical and one which can be accomplished by careful management and control of toll calls.*

Equipment. Purchases of equipment are estimated to be decreased by \$46,617, or 25.9 percent, from \$179,998 estimated for the 1949-50 Fiscal Year to \$133,381 estimated for the 1950-51 Fiscal Year. This large reduction is almost entirely the result of greatly reduced purchases of additional automobile and boat equipment as compared with the 1949-50 Fiscal Year when large quantities of these types of equipment were scheduled for purchase. The request for equipment to be purchased in the 1950-51 Fiscal Year as originally presented by the division included a proposal to purchase ten additional jeeps, which were intended to serve in difficult terrain, but which would not actually replace sedans. Instead of purchasing these jeeps as additional vehicles the Legislative Auditor suggested exploring the possibility of using the new type four-wheel drive jeep station wagon as a replacement for sedans which were scheduled to be retired for over-age. This type of vehicle is being successfully used by the Division of Forestry in several ways.

Marine Fisheries

The total cost of Marine Fisheries is proposed to be increased by \$35,020, or 6.4 percent, from \$545,424 estimated to be expended in the 1949-50 Fiscal Year to \$580,444 estimated for the 1950-51 Fiscal Year. Approximately two-thirds of this increase occurs in the category of salaries and wages.

Salaries and Wages. Expenditures for salaries and wages are scheduled to increase by \$23,996, or 7.6 percent, from \$316,434 estimated expenditure for 1949-50 to \$340,430 estimated for 1950-51. Over half of this increase is the direct result of salary adjustments in existing authorized positions. The balance is composed of two proposed new positions, two reclassifications and a large reduction in estimated salary savings based on the equivalent of six man years estimated to be saved in 1949-50 as compared with three man years estimated to be saved in 1950-51. The net result of the latter factor would be to increase the utilization of authorized positions by three man years for the 1950-51 Fiscal Year.

The two reclassifications are proposed for the increased work load and responsibility presumably being placed on the incumbents. One will be a change from assistant marine biologist to associate marine biologist, and the other a change of two junior aquatic biologists to assistant marine biologist.

The two proposed new positions are one fish hatchery assistant for the Central Valleys investigation and one radio telegraph operator and assistant engineman for the research vessels. The need for the former is based upon the fact that the recent commissioning of a vessel requires that the Bureau of Marine Fisheries supply a net man and boatswain for this vessel as its share of the cost of operation in conjunction with the Bureau of Fish Conservation. Since there was no position set up in the budget, it was necessary to reclassify an existing fish hatchery assistant position to fill this commitment. This vacancy will now be filled by this proposed position, which is to be used in salmon investigation. The radio telegraph operator is required to complete the crew of one of the two large research vessels. It had been previously contemplated that one such position would be sufficient to handle both vessels, but it has been found that the other engineers are not qualified to handle the complex electrical equipment used on these research vessels. Since the electronic equipment is basic to the research program of these vessels, it would appear that proper and economical operation would justify this additional position.

We recommend that the two reclassifications be disapproved since the work load and responsibility factors on which they are being proposed have not been properly established or evaluated. *Further, we recommend that the new position of fish hatchery assistant be disapproved* and that the proposed utilization be accomplished by a reallocation of existing authorized positions in the Bureau of Marine Fisheries. This will be a saving of \$3,420.

Operating Expenses and Equipment. The over-all increase in operating expenses is comparatively minor. Most items are scheduled for small reductions, which are offset by a considerable increase in the cost of boat operations resulting from increased research activity.

The over-all increase in equipment expenditures as estimated for the 1950-51 Fiscal Year is quite small as compared with the estimated expenditures for 1949-50. Reduction in expenditures for most classes of equipment is offset by considerable increases in replacement of field equipment and in the purchase of additional field equipment coincidentally with increased research and investigation activity, particularly in the abalone and tuna investigations.

Fish Conservation

The total cost of fish conservation, the second largest activity in this division, is proposed to increase \$61,931 or 5.2 percent from \$1,182,916 estimated to be expended in the 1949-50 Fiscal Year to \$1,244,847 estimated for the 1950-51 Fiscal Year. The increase is the result of increased operating expenses while an increase in salaries and wages is almost exactly balanced by a decrease in equipment expenditures.

Salaries and Wages. Salaries and wages are anticipated to increase by \$22,862 or 3.6 percent from \$632,120 estimated to be expended in the 1949-50 Fiscal Year to \$654,982 estimated to be expended in the 1950-51 Fiscal Year. The greatest part of this increase is attributable to adjustments in salaries of existing positions with no new positions proposed. However, this activity will have available the services of three man-year equivalents as a result of reduction in estimated salary savings from \$13,542 in the 1949-50 Fiscal Year to \$6,000 in the 1950-51 Fiscal Year, based on five man years and two man years respectively.

Operating Expenses. Operating expenses are scheduled to increase by \$64,005 or 13.4 percent from \$479,186 in the 1949-50 Fiscal Year to \$543,191 in the 1950-51 Fiscal Year. Most items indicate only minor increases. However, the item of fish food shows a sharp increase over \$50,000 from \$221,916 in 1949-50 to \$277,395 in 1950-51. This is primarily the result of increased hatchery facilities and increased production of fish. Much of the expansion of facilities is due to allocations from the Wildlife Fund. While the increase in available facilities would appear to make necessary increased operating expenses, we recommend that the entire cost and methods of producing fish be carefully reviewed. There are indications that losses of fish and relatively high costs of production are not warranted, and may require changes in methods or organization.

In the budget year it is anticipated that the Morehouse Hatchery expansion will be complete from Wildlife Fund money. The Fillmore Hatchery is expected to resume full normal operation following a 33 percent reduction in the past year due to water shortage. Mojave Hatchery has increased from five ponds to 20 ponds. Increased production at Crystal Lake Hatchery is anticipated as a result of change from Crystal Lake water to Rock Creek water. Kern River Hatchery has been expanded with Wildlife funds. Darrah Springs Hatchery is expecting production approximately equal to the Almanor Hatchery as a result of experimental ponds provided by Wildlife funds.

Equipment. Equipment expenditures will be decreased by \$23,496, or 27.1 percent, from \$86,610 estimated to be expended in the 1949-50 Fiscal Year to \$63,114 estimated for the 1950-51 Fiscal Year. The reduction is almost entirely the result of the reduced need for the replacement and purchase of additional operating equipment. In the current Fiscal

Year these items entailed fairly large expenditures in order fully to equip expanded hatchery facilities. We recommend approval of these budget requests.

Game Conservation

Game conservation proposes to reduce total expenditures by \$61,876, or 6.6 percent, from \$938,550 estimated to be expended in the 1949-50 Fiscal Year to \$876,674 estimated to be expended in the 1950-51 Fiscal Year. Salaries and wages and operating expenses are estimated to be appreciably increased. However, they are more than offset by a very large reduction in anticipated expenditures for equipment.

Salaries and Wages. This category is anticipated to be increased by \$49,415, or 9.3 percent, from \$528,696 estimated to be expended in the 1949-50 Fiscal Year to \$578,111 estimated for the 1950-51 Fiscal Year. Of this increase, \$18,371 is necessitated by salary adjustments in existing authorized positions. In addition there is anticipated a reduction in estimated salary savings amounting to \$6,000 and covering the reduction of the equivalent of five man years anticipated in the 1949-50 Fiscal Year to three man years anticipated in the 1950-51 Fiscal Year. This will increase the utilization of existing authorized positions by the equivalent of two man years in 1950-51.

The balance of the increase constitutes an expansion in service in that it covers the establishment of one new game farm superintendent position, four new assistant game manager positions and four man-year equivalents of fish and game seasonal aid positions. The total initial cost for these new positions will be \$25,044 per annum. The game farm superintendent is proposed to supervise the over-all activities of the San Joaquin Game Farm District comprised of the Fresno, Bakersfield and the new Los Banos and Porterville game farms. Total production in this district is approximately 24,000 day-old chicks and release of approximately 21,500 game birds a year.

The four assistant game managers and the four man-years of fish and game seasonal aid are largely proposed on the basis of work load presumably increased by the passage of the Cooperative Hunting Area Act. This act authorized the Fish and Game Commission to contract with landowners for the use of their land as hunting areas during the upland game bird season; to enforce the trespass provisions of the Penal Code in connection with these areas; to post the boundaries of these areas with proper signs and to establish rules and regulations for the management of such areas during the regular open seasons.

We recommend that the new game farm superintendent position be disapproved since each of the game farms appears to have adequate supervision by foreman and this position would constitute an unwarranted increase in overhead cost of producing birds. Furthermore, *we recommend that the four assistant game manager positions be disapproved* on the reasonable assumption that the administration and enforcement of the Cooperative Hunting Area Act can be accomplished by existing positions with the help of the additional proposed four man-year equivalents of fish and game seasonal aid positions. We recommend also that the entire problem of cost and methods of producing game birds be given serious study with a view to streamlining operations and reducing the unit cost of production. This will be a saving of \$16,404.

Operating Expenses. Operating expenses are estimated to increase by \$23,693 or 7.7 percent from \$309,543 in the 1949-50 Fiscal Year to \$333,236 in the 1950-51 Fiscal Year. The increase, which occurs in practically all items of expenditure, is largely attributable to accelerated activity in game conservation and the effects of the Cooperative Hunting Area Act.

Equipment. Expenditures for equipment are anticipated to be reduced by \$128,004 or 77.9 percent from \$164,382 estimated for the 1949-50 Fiscal Year to \$36,378 estimated for the 1950-51 Fiscal Year.

Almost the entire reduction occurs in two types of equipment. Additional automotive equipment is reduced from \$32,890 in 1949-50 to \$1,000 in 1950-51, and additional operating equipment is reduced from \$115,028 in 1949-50 to \$13,514 in 1950-51.

The heavy expenditures for these types of equipment in the 1949-50 Fiscal Year were for properly equipping expanded facilities made available during that year. In the 1950-51 Fiscal Year there will be only minimum amounts of these items needed.

Licenses

The licensing function of the division is expected to reduce its expenditures by \$16,767 or 10.2 percent from \$164,297 estimated to be expended in the 1949-50 Fiscal Year to \$147,530 estimated to be expended in the 1950-51 Fiscal Year.

Salaries and wages are estimated to increase somewhat for salary adjustments in existing authorized positions and the addition of one clerical position made necessary by the increased work load. The bulk of the over-all reduction occurs in operating expenses as a result of a \$22,000 reduction in printing costs. In the 1949-50 Fiscal Year printing costs were \$92,000, which were unusually high due to the printing of the pheasant tags. In the 1950-51 Fiscal Year the cost of printing the tags and the number of tags printed will be reduced. Increases in equipment expenditures are very minor.

On the whole the license section is probably the most efficiently operated of all the activities in the division. Despite constantly increasing work loads indicated by the growing number of licenses sold, the section has managed to hold increases in cost of operation to a bare minimum.

General Summary. The Division of Fish and Game became a part of the Department of Natural Resources by Legislative Act in 1927. It is administered by a Fish and Game Commission, which is established by Section 25.5, Article IV of the Constitution of California, and which consists of five members appointed by the Governor, subject to confirmation of the Senate, for six-year terms. The commission is delegated administrative authority over the Division of Fish and Game by the Fish and Game Code. The commission operates through its executive secretary, a noncivil service position, who is the nominal administrative head of the division.

The Division of Fish and Game is the only division in the Department of Natural Resources administered by a body or an individual which is not under the direct control of the Director of the Department of Natural Resources. While the Public Resources Code and the Fish and Game Code both provide that the division is a part of the Department of

Natural Resources, there has been a long-standing division of opinion concerning the authority of the Director of the Department of Natural Resources over the Division of Fish and Game. Actually, the director exerts comparatively little influence on this division, and its connection with the department is largely limited to fiscal service.

The Division of Fish and Game has the following statutory responsibilities:

- A. Enforcement of the fish and game laws of the State.
- B. Establishment and maintenance of fish hatcheries.
- C. Importation, propagation and distribution of birds, mammals, fish, mollusks and other crustaceans.
- D. Establishment and maintenance of game farms and wild life refuge.
- E. Control of game predators.
- F. Conduct of scientific research on fish and game problems.
- G. Collecting statistics on the take of all fish and game resources.

These responsibilities are discharged by:

- 1. Bureau of Fish Conservation, which is responsible for the management of inland water fisheries of the State.
- 2. Bureau of Game Conservation, which has jurisdiction over refuge, game farms, hunting areas, etc.
- 3. Bureau of Patrol and Law Enforcement, which enforces the various laws, rules and regulations adopted by the commission.
- 4. Bureau of Marine Fisheries, which supervises California's commercial fisheries industry.
- 5. The Bureau of Licenses, which supervises, throughout the State, the sale of angling, hunting, deer tag and other licenses.
- 6. The Bureau of Administration, which provides personnel, general administrative and fiscal service and also conservation education and public information.

The division is supported entirely by the Fish and Game Preservation Fund, which derives its income from a variety of fees and taxes such as hunting and fishing license fees, deer tag, commercial fishing licenses, packers' privilege taxes, fines for violation of laws, etc. Currently the Fish and Game Preservation Fund has a surplus of approximately \$5,000,000, which is slowly being depleted each year by an excess of expenditures over revenue. The division is embarked on a program of expansion as a result of approximately \$9,000,000 allocated to the Wildlife Restoration Fund from the State's share of pari-mutuel betting at race tracks. This continued expansion will inevitably also increase the support expenditures of the division. It would appear, therefore, that it would be economically wise to husband this surplus in order to assure proper operation of the division in future years.

**Department of Natural Resources
DIVISION OF FISH AND GAME—GAME MANAGEMENT**

ITEM 192 of the Budget Bill

Budget page 594
Budget line No. 22

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

Amount requested	\$200,000
Estimated to be expended in 1949-50 Fiscal Year	200,000

Increase	None
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RECOMMENDATIONS

Amount budgeted	\$200,000
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Legislative Auditor's Recommendation	200,000
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Reduction	None
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ANALYSIS

Participation with the Federal Government in a cooperative wildlife restoration and game management program was authorized by Chapter 296, Statutes of 1939. The formula by which the Federal Government provides money for its share of the cooperative program currently allocates \$3 of federal money for each dollar of state money expended. The total provided for this purpose from both sources is, therefore, \$800,000, the expenditure of which is made by the Division of Fish and Game.

The request for the 1950-51 Fiscal Year will provide the same level of service as was provided in the 1949-50 Fiscal Year. We recommend approval of the item as requested.

WILDLIFE CONSERVATION BOARD

ITEM 193 of the Budget Bill

Budget page 595
Budget line No. 32

For Support of Wildlife Conservation Board From the Wildlife Restoration Fund

Amount requested	\$47,450
Estimated to be expended in 1949-50 Fiscal Year	51,475

Decrease (7.8 percent)	\$4,025
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Summary of Increases

	Total increase	Work load or salary adjustments	New services	Budget page	Line No.
Salaries and Wages	\$322	\$322	---	595	41
Operating Expenses	—3,130	—3,130	---	595	45
Equipment	—1,217	—1,217	---	595	46
Total Decrease	—\$4,025	—\$4,025			

RECOMMENDATIONS

Amount budgeted	\$47,450
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Legislative Auditor's Recommendation	None
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Reduction	\$47,450
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ANALYSIS

The Wildlife Conservation Board is composed of the Director of Finance, the President of the Fish and Game Commission and an employee of the Division of Fish and Game appointed by the commission. The board was created by Chapter 1325, Statutes of 1947, which simultaneously created a Joint Interim Investigating Advisory Committee consisting of three members of the Senate and three members of the Assembly.

Chapter 1327, Statutes of 1947, appropriated to the Wildlife Restoration Fund the sum of \$3,000,000 yearly for three years, payable from that portion of the Horse Racing License Fees which was not payable into the Fairs and Expositions Fund. *Prior to this act the portion mentioned above was payable into the General Fund.*

The Wildlife Conservation Board is charged with administration of the Wildlife Restoration Fund and its expenditure for the purposes of game propagation, game refuges, bird refuges, waterfowl refuges, game farms, fish hatcheries, game management areas, stream and lake improvement for fishing, hunting and shooting, etc. *The act which created the board also provides that each completed unit of its program shall be managed and maintained by the Fish and Game Commission.*

The support and maintenance of all facilities under the administration of the Fish and Game Commission is payable from the Fish and Game Preservation Fund, which receives revenue by means of hunting and angling license fees and various other license fees and special processing taxes. The Fish and Game Preservation Fund is currently being expended at a rate approximately equal to the incoming revenues, exclusive of capital outlay. Consequently, any additional facilities provided by the Wildlife Conservation Board impose additional support burdens on the Fish and Game Preservation Fund, which cannot be met by revenues.

The sale of hunting and fishing licenses by the Division of Fish and Game appears to have reached a plateau in the Fiscal Year 1949-50. Sales for 1950-51 are estimated to be the same as for 1949-50 for hunting licenses and only slightly increased for fishing licenses. It appears, therefore, that the increasing support burden will not be met by a concurrent increase in revenues.

In view of the foregoing we recommend that the activities of the Wildlife Conservation Board be discontinued and that the unbudgeted surplus in the Wildlife Restoration Fund, amounting to approximately \$5,790,000 as of June 30, 1950, be reverted to the General Fund.

Department of Natural Resources DIVISION OF FORESTRY

ITEM 194 of the Budget Bill

Budget page 600
Budget line No. 3

For Support of the Division of Forestry from the General Fund

Amount requested	\$7,648,636
Estimated to be expended in 1949-50 Fiscal Year	7,231,985
Increase (5.8 percent)	\$416,701

Summary of Increases

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and Wages-----	\$153,964	\$153,964	---	600	30
Operating Expenses-----	364,934	364,934	---	600	33
Equipment-----	101,074	252,435	\$151,361	600	34
Less:					
Increased Reimbursements-----	1,123	1,123	---	600	37
Total Increase-----	\$416,701	\$265,340	\$151,361		

RECOMMENDATIONS

Amount budgeted-----	\$7,648,686
Legislative Auditor's Recommendation-----	7,606,106
Reduction-----	\$42,580

ANALYSIS

Summary of Reductions

Administration—Operating Expense—Telephone-----	\$1,057
Field Operations—District Headquarters—Telephone-----	1,957
Field Operations—Field Services—Salaries and Wages-----	14,000
Field Operations—Field Services—Maintenance and Operation-----	14,000
Field Operations—Field Services—Telephone and Telegraph-----	5,200
Forestry Work Camp—Salaries and Wages-----	5,844
Forest Management—Salaries and Wages-----	522
Total Reductions-----	\$42,580

The anticipated increase in the support budget of the Division of Forestry is almost exclusively attributable to one single phase of its operations, namely the forestry work camps. All other functions show either very minor increases or decreases which total, exclusive of the forestry work camp function, an actual over-all decrease in estimated costs of operation while maintaining the same level of service and potential striking strength as was available in the 1949-50 Fiscal Year.

Administration

The total support budget for the administrative function is proposed to be decreased by \$4,057 or 1.2 percent from \$351,332 estimated to be expended in the 1949-50 Fiscal Year to \$347,275 estimated to be expended in the 1950-51 Fiscal Year.

Salaries and Wages. The increase in salaries and wages is minor amounting to less than a thousand dollars as a result of salary adjustment increases having been offset by the elimination of one supervising radio-telephone technician position. This is the result of the new radio maintenance policy being instituted whereby all radio equipment servicing will be performed by the Division of Communications on a contract basis.

Operating Expenses. Operating expenses show a minor decrease despite the fact that the estimated expenditures for 1950-51 include the radio maintenance service contract expenditures. The cost of this contract is offset by reductions in traveling and printing. Traveling is reduced from \$14,797 anticipated to be expended in the 1949-50 Fiscal Year to \$11,825 anticipated for the 1950-51 Fiscal Year. This is brought about by the fact that the General Session takes place in 1951, and travel by top-level personnel is curtailed so that their services and advice may be available to the Legislature during its session in Sacramento.

Telephone and telegraph expense is estimated to increase from \$10,303 in the 1949-50 Fiscal Year to \$10,579 in the 1950-51 Fiscal Year. The increase is based on rate changes. *However, in the interest of economy, we recommend a reduction of 10 percent or \$1,057, which can be accomplished by careful management and control of toll calls.* It should be pointed out that this division is able to transmit a part of its business transactions over its radio network.

Equipment. Purchases of equipment are estimated to be reduced by almost half from \$13,236 in the 1949-50 Fiscal Year to \$7,897 in the 1950-51 Fiscal Year. This reduction is the major factor in the over-all reduction of the administrative function. The Legislative Auditor worked very closely with the Division of Forestry and the Department of Finance in scrutinizing the equipment requests of the division, and as a result we recommend approval of the budget request for equipment:

Total recommended reductions in the administrative budget are, therefore, \$1,057.

Conservation Education

The cost of this important function is anticipated to increase by \$1,466 or 3.4 percent from \$42,890 estimated to be expended in the 1949-50 Fiscal Year to \$44,356 estimated to be expended in the 1950-51 Fiscal Year. This increase is the composite result of small increases in salaries and wages for merit salary adjustments, small increases in operating expenses, particularly in printing, and a partially off-setting reduction in equipment purchases.

It is possible that this function has played an important part in the excellent fire control record made by the division in the calendar year 1949. Despite increasing population, travel, hunting and other activity, and a year of high climatic hazards the division was able to hold total acreage burned to 140,000 acres, one of the best on record. This would seem to indicate that the intensive educational and visual programs may be having a definite effect on the public. We recommend approval of the entire budget for this function.

Field Operations—District Headquarters

This is the first function which makes up the "forest protection" group of activities, and it is proposed that its budget will be reduced by \$1,699 or 0.3 percent from \$505,706 estimated to be expended in the 1949-50 Fiscal Year to \$504,007 estimated to be expended in the 1950-51 Fiscal Year.

This over-all reduction is the result of salaries and wages and equipment expenditures being reduced and operating expenses increased.

Salaries and Wages. In spite of salary increases, salaries and wages are anticipated to be reduced by \$6,160 from \$375,481 estimated to be expended in the 1949-50 Fiscal Year to \$369,321 estimated to be expended in the 1950-51 Fiscal Year. The over-all reduction is the result of the complete elimination of five senior radio-telephone technician positions in accordance with the new policy of radio maintenance service being supplied on a contract basis by the Division of Communications.

Operating Expenses. Expenditures for operating expenses in district headquarters are estimated to be increased by \$12,439 from \$135,682 in the 1949-50 Fiscal Year to \$148,121 in the 1950-51 Fiscal Year. The establishment of a radio maintenance contract service supplied by the

Division of Communications adds a new item of operating expenses of \$25,852. This has been partially offset by anticipated decreases in almost all other items of operating expense with the exception of telephone and telegraph, which is being increased from \$19,061 estimated to be expended in the 1949-50 Fiscal Year to \$19,571 estimated to be expended in 1950-51. *We recommend in the interest of economy that telephone and telegraph expenditures be reduced by 10 percent, or \$1,957, which can be realized by careful management and control of toll calls.* With this one exception we recommend approval of district headquarters operating expenses as budgeted.

Equipment. Purchases of equipment are anticipated to be reduced by \$7,978 from \$21,378 estimated to be expended in the 1949-50 Fiscal Year to \$13,400 estimated to be expended in the 1950-51 Fiscal Year. A small part of this reduction is a result of elimination of the radio repair and maintenance function, and, consequently, the necessity for replacement of radio shop equipment. The balance is largely a reduction in the replacement of automotive equipment, which was fairly high in the 1949-50 Fiscal Year. We recommend approval of budgeted equipment expenditures in the district headquarters function.

Field Operations—Field Services

The field services function, which constitutes the major activity of the Division of Forestry, and is responsible for approximately 75 percent of its total support budget, is proposed to be decreased by \$45,813 or 0.9 percent from \$5,054,494 estimated to be expended in the 1949-50 Fiscal Year to \$5,008,681 estimated to be expended in the 1950-51 Fiscal Year. This reduction is being accomplished without reducing the level of service in fire suppression strength from that maintained during the 1949-50 Fiscal Year. In fact, the level is somewhat increased by furnishing a single patrol position to operate in and around the new Folsom Dam site. The over-all reduction is attributable entirely to a large reduction being accomplished in the anticipated purchase of equipment.

Salaries and Wages. Salaries and wages are anticipated to be increased by \$17,977 from \$3,901,343 estimated to be expended in the 1949-50 Fiscal Year to \$3,919,320 estimated to be expended in the 1950-51 Fiscal Year. This increase is accomplished by salary adjustment increases in established year-long positions, an increase in seasonal overtime, and a reduction in estimated salary savings, which altogether are partially offset by the elimination of three senior radio-telephone technicians in line with the new radio maintenance contract.

The seasonal fire fighting manpower provided by this budget is essentially at the same level as provided in the 1949-50 Fiscal Year Budget. However, we do not believe that an increase in the provision for seasonal overtime is justified. Despite the fact that the last fire season was potentially one of the worst in many years, the strength of the fire fighting force was sufficient to keep fires at an extraordinarily low level. *Therefore, we recommend that this item be reduced from \$230,000 as proposed in the 1950-51 Fiscal Year to \$216,000 as provided in the 1949-50 Fiscal Year Budget. This will effect a saving of \$14,000.*

Operating Expenses. Expenditures for this purpose are anticipated to be increased by \$16,944 from \$969,686 estimated to be expended

in the 1949-50 Fiscal Year to \$986,630 estimated to be expended in the 1950-51 Fiscal Year. This increase is the result of a series of complex increases and decreases in various items of operating expenditures. The item of radio parts and services is being eliminated and in its place will be the item of radio maintenance service in the form of contract payments to the Division of Communications, the net change being an increase.

Cost of subsistence is estimated to decrease from \$308,904 in the 1949-50 Fiscal Year to \$271,189 in the 1950-51 Fiscal Year. Reimbursements from employees for subsistence supplied to them is estimated to decrease from \$302,795 in the 1949-50 Fiscal Year to \$301,918 in the 1950-51 Fiscal Year. It will be noted that in the 1950-51 Fiscal Year the estimated reimbursements for subsistence will exceed the cost of that subsistence by approximately \$30,000. This is the first time in the past five fiscal years that the division has not shown a loss in this particular phase of its operations.

Maintenance and operation of structures and facilities is scheduled to be increased by approximately \$40,000 from \$99,838 in the 1949-50 Fiscal Year to \$139,328 in the 1950-51 Fiscal Year. This is a most unusual increase and one which we believe is not entirely justified. In the past several years the division has been building up its plant to the extent that it now has many types of structures that are comparatively new and consequently should not entail high maintenance and operational costs. We recommend, therefore, in the interest of economy that this item be reduced by \$14,000, or approximately 10 percent. Maintenance should be possible by increased utilization of suppression crews when not actually fighting fire.

Telephone and telegraph expenditures are anticipated to increase from \$50,658 in the 1949-50 Fiscal Year to \$52,012 in the 1950-51 Fiscal Year. This change is ascribed to rate increases. However, in the interest of economy we recommend a reduction of 10 percent, or \$5,200, which can be accomplished both by more careful management and control of toll calls and the greater utilization and availability of radio equipment. The total saving in operating expenses will be \$19,200.

Equipment. Purchases of equipment for field services are proposed to be reduced by \$81,611 or 13.0 percent from \$630,741 estimated to be expended in the 1949-50 Fiscal Year to \$549,130 estimated to be expended in the 1950-51 Fiscal Year. This reduction will be accomplished despite the fact that expenditures for additional radio equipment are scheduled to be increased from \$48,720 in the 1949-50 Fiscal Year to \$108,967 in the 1950-51 Fiscal Year. The offsetting factor is primarily a reduction in replacement of automotive equipment since much of the inventory of this type of equipment is of recent purchase. In view of the fact that the Legislative Auditor carefully scrutinized the equipment requests, both by extensive investigation in the field and cooperative scrutiny at the divisional level, and the fact that we consider the additional radio equipment to be one of the most potent factors in increasing the efficiency of the division and in reducing fire losses, we recommend that this portion of the budget be approved as requested.

Forestry Work Camps

This special activity of the Division of Forestry is anticipated to require a major increase in expenditures amounting to \$463,697 or 56.8 percent from \$816,122 estimated to be expended in the 1949-50 Fiscal Year to \$1,279,819 estimated to be expended in the 1950-51 Fiscal Year.

This large increase, which is responsible for the over-all increase in divisional cost, is the result of the establishment of six new forestry work camps which were authorized in the 1949-50 Budget. This will bring the total number of camps to eight units for the California Department of Corrections and four main camps and four spike camps for the California Youth Authority. The over-all increase is entirely due to increases in salaries and wages and operating expenses since equipment expenditures are anticipated to be reduced.

Salaries and Wages. The anticipated increase in salaries and wages is \$126,962 from \$116,733 estimated to be expended in the 1949-50 Fiscal Year to \$243,695 estimated to be expended in the 1950-51 Fiscal Year. This increase accounts for approximately 25 percent of the total over-all increase in the cost of operating the forestry work camps and is directly attributable to the necessary staffing of the six new camps on a full year basis. The staffing consists of a forestry work project supervisor for each of the main camps and a complement of forest fire fighter foremen and forest fire truck drivers for each camp. These latter positions are used as supervisors of the various inmate work crews in addition to driving trucks and equipment which the inmates are not permitted to drive.

At the time the six new camps were authorized it was not contemplated that a deputy state forester position would also be authorized for over-all supervision of the forestry work camp projects. The division has now established such a position, and it is included in the budget request for the 1950-51 Fiscal Year. *We believe that this position is superfluous and is an unwarranted increase in the overhead cost of operation of these camps.* One or more of these camps is located in each of the six districts into which the division is divided. The districts are under the administration and supervision of a deputy state forester with an adequate staff, which is entirely capable of handling the over-all supervision of the camps within its district and of integrating the activities of the camps into the general activities of the entire district. In addition to the six district deputies there is a chief deputy state forester through whom all major supervisory problems could be resolved. *Therefore, we recommend that this position be abolished at a saving of \$5,844.*

Operating Expenses. This category of expenditure is anticipated to increase by \$342,555 from \$730,167 estimated to be expended in the 1949-50 Fiscal Year to \$1,072,722 estimated to be expended in the 1950-51 Fiscal Year. This constitutes approximately 75 percent of the entire increase in the cost of operating the forestry work camps. The major factor contributing to the large increase in operating expenses is the greatly increased payments for the use of inmate work crews. In the 1949-50 Fiscal Year these payments are estimated to be \$657,614. In the 1950-51 Fiscal Year, due to the increased availability of inmate work crews, these payments are estimated to be increased by \$302,670 to \$960,284. The total inmate work crew payment actually represents the

total cost of operation of all the camps as incurred by the Department of Corrections and the California Youth Authority. In other words, payment for these work crews is not based on a scale commensurate with the work performed, but is actually the total cost of maintaining the inmates and the camps.

Equipment. Purchases of equipment are anticipated to be reduced from \$16,134 estimated to be expended in the 1949-50 Fiscal Year to \$12,314 estimated to be expended in the 1950-51 Fiscal Year. Equipment for the six new forestry work camps was included in the approved capital outlay budget for construction of these camps. Consequently, the equipment needs for the 1950-51 Fiscal Year are comparatively minor. We recommend approval of this item as requested.

Forest Management

This activity is anticipating an increase in the cost of operations amounting to \$4,432 or 3.4 percent from \$129,378 anticipated to be expended in the 1949-50 Fiscal Year to \$133,810 estimated to be expended in the 1950-51 Fiscal Year.

Practically the entire increase is the result of adjustments in salaries and wages, together with the reclassification of one position from assistant forest technician to forest technician at an increase of \$522. *We recommend that the reclassification be disapproved as the work load in state-owned forest activities does not appear to be sufficient to justify the change. This is a saving of \$522.*

Operating Expenses. Operating expenses are estimated to increase from \$43,852 in the 1949-50 Fiscal Year to \$44,678 in the 1950-51 Fiscal Year. This is a minor increase which is the result of approximately a \$3,000 increase in taxes paid by the division for the state forests. There is, however, a reduction in printing costs which reduces the total increase to \$826. We recommend approval of operating expenses in forest management as requested.

Equipment. Purchases of equipment are estimated to be reduced \$4,368 in the 1949-50 Fiscal Year to \$3,065 in the 1950-51 Fiscal Year. The major item of reduction is in additional office equipment, which in the 1949-50 Fiscal Year was somewhat high due to the expansion of facilities. We recommend approval of the equipment requests as budgeted.

Range Improvements

This activity of the division is estimated to be decreased in cost of operation by \$12,960 or 14 percent from \$92,945 estimated to be expended in the 1949-50 Fiscal Year to \$79,985 estimated to be expended in the 1950-51 Fiscal Year.

The major portion of the activities of this function consists of furnishing standby fire suppression crews for authorized controlled burning projects. The special standby service was authorized by Chapter 1254, Statutes of 1949, and is in addition to standby service rendered by regular suppression crews. The primary factor in the over-all decrease is the anticipated reduction in equipment purchases since the two authorized standby fire trucks were purchased during the 1949-50 Fiscal Year and only minor additional equipment is needed in the 1950-51 Fiscal Year.

Salaries and Wages. Salaries and wages are estimated to be increased from \$51,942 in the 1949-50 Fiscal Year to \$55,516 in the

1950-51 Fiscal Year. This is the result of operating the fire suppression crews on a seven-month basis in contrast with the five-month basis in the 1949-50 Fiscal Year because of the fact that authorization did not occur until after the fire season had started in 1949.

Operating Expenses. Operating expenses are estimated to be increased by \$3,977 from \$19,258 estimated for the 1949-50 Fiscal Year to \$23,235 estimated for the 1950-51 Fiscal Year. The major factor in this increase is one of additional activity as a result of the controlled brush burning standby program. We recommend approval of the request as budgeted.

Equipment. This category is estimated to be reduced by \$20,511 from \$21,745 estimated to be expended in the 1949-50 Fiscal Year to \$1,234 estimated for the 1950-51 Fiscal Year. This sharp reduction is the result of purchase of all necessary equipment for the standby program having been purchased during the 1949-50 Fiscal Year and little more is required for the 1950-51 Fiscal Year.

Maintenance of Improvements

This activity of the division is scheduled to be increased in cost by \$10,279 or 4.9 percent from \$210,101 estimated to be expended in the 1949-50 Fiscal Year to \$220,380 estimated to be expended in the 1950-51 Fiscal Year.

The increase is entirely attributable to anticipated purchases of additional equipment since operating expenses are expected to be reduced and only minor increases in salaries and wages are anticipated.

Operating Expenses. Operating expenses are scheduled to be reduced by \$14,056 from \$137,755 estimated for 1949-50 to \$123,699 estimated for 1950-51 despite the fact that the division's inventory of roads, truck trails, power lines, sanitary facilities, bridges, building structures and other facilities have been increasing. The reduction in operating expense incurred in maintaining these facilities has been accomplished partly by means of the greater utilization of the large pool of suppression crew labor which is available when not fighting fires. We recommend approval of the budget request.

Equipment. Purchases of various types of maintenance equipment are scheduled to be increased by \$21,087 from \$9,659 estimated to be expended in 1949-50 to \$30,746 estimated to be expended in the 1950-51 Fiscal Year. This large increase is entirely attributable to the necessity for replacing two worn out road graders, which are essential in maintaining the many miles of road and truck trails under the division's supervision. We recommend approval of the budget request.

State Nursery

The cost of the nursery function of the division is proposed to be increased by \$1,356 or 4.7 percent from \$29,017 estimated to be expended in 1949-50 to \$30,373 estimated to be expended in 1950-51.

Salaries and Wages. Salaries and wages are anticipated to be increased to a minor extent, partly for salary adjustments in existing positions and partly for the reclassification of the position of nursery supervisor to that of forest technician.

Operating expenses and equipment expenditures are scheduled for minor increases due to expanded operation of the branch nurseries at Whitmore and Ben Lomond and to the need for an overhead irrigation

system at the main nursery and a new tractor-tiller. We recommend approval of the budget request.

Agricultural Fire Protection

This activity of the Division of Forestry is based on full reimbursement from the counties of the cost incurred in providing fire protection to Zone III areas in 31 counties. The level of service is proposed to be the same in the 1950-51 Fiscal Year as was provided in the 1949-50 Fiscal Year. We recommend approval of the budget request.

General Summary. The State Division of Forestry was established as a division of the Department of Natural Resources by an act of the Legislature in 1927. It is administered through a civil service chief, who is known as the State Forester.

The State Board of Forestry, which was established simultaneously with the Division of Forestry, is composed of seven members, who are appointed by the Governor, with the advice and consent of the Senate, for four-year terms. One member is required to represent one of each of the following: Pine producing industry, redwood producing industry, forest land ownership, range livestock industry, agriculture and the beneficial use of water. The seventh member is appointed from the general public at large. This board determines the general policies which guide the Division of Forestry and represents the State's interest in the acquisition and management of state forests, federal land matters pertaining to forestry and forest resources on private lands.

The operations of the Division of Forestry are divided into seven major categories:

A. The administration section provides over-all fiscal, property and personnel control service.

B. The conservation education section carries on a public educational program aimed at reducing fire incidence and preservation and conservation of all forest resources.

C. The forest protection section, which constitutes the major activity of the division, is divided into the three subsections of district headquarters, field services and forestry work camps. This section is responsible for the prevention and suppression of forest fires occurring on both state and private lands having a state-wide interest value; for the enforcement of state forest fire regulations and laws; for the reduction of fire hazards on forest and range land and the building of roads and truck trails to provide greater accessibility into hazardous areas. The forestry work camps provide occupational therapy for selected inmates from the California Youth Authority and the California Department of Corrections.

D. Forest management provides administration and enforcement of forest practice rules and forestry advisory services; provides management of state-owned forests; controls the white pine blister rust and other forest insect infestations in cooperation with federal and private agencies and cooperates with the Federal Government in making surveys of California's forest lands.

E. The range improvement section provides information and guidance for range improvement and standby fire suppression crews for controlled burning programs.

F. The maintenance of improvement section provides for the upkeep and repair of the numerous installations under control of the Division of Forestry such as roads, bridges, warehouses, residences, shops, fire suppression camps and lookouts.

G. The state nursery section is charged with the production of nursery stock for public planting, particularly for wind break and soil erosion control purposes. It also provides stock for the reforestation programs undertaken by the division from time to time.

General Problems. Following the close of the Legislative Session in 1949 the staff of the Legislative Auditor undertook a partial survey and investigation at the field level of the Division of Forestry in the course of which approximately 25 percent of all the headquarter stations, fire suppression stations, lookout stations, forestry work camps and district headquarters were visited. A preliminary evaluation of data obtained and observations made in the field follows:

1. The staffing of seasonal suppression crews, as provided in the 1949-50 Budget, appears to be sufficient to provide an adequate level of fire suppression and control service and should continue so for several years to come. The continued trend of state population increase and public utilization of outdoor activities, which are important factors in fire incidence, should be offset by the increased mobility and efficiency of the suppression crews made possible by the recently increased complement of fire trucks, heavy bulldozers, equipment transports and additional radio equipment. Furthermore, the work project activities of the forestry work camps are constantly increasing the accessibility of hazardous areas by the building of roads and truck trails. Another offsetting factor is the change in caliber and type of personnel available for suppression crew service since the manpower shortage during and immediately following the war. Present day suppression crews contain more and more men who return each year, and as a result are more efficient and more adequately trained. In this connection we recommend that the division undertake the study and formulation of a plan whereby the seven-month suppression crew men could be utilized by other state agencies requiring seasonal help for the balance of the year, such as the Division of Highways. This would assure the men of a full year's pay and assure the Division of Forestry that these trained and reliable men would be available for succeeding fire seasons. While such a plan could not be made to cover all the men involved, it should attempt to cover the greatest possible number.

The seven-months suppression crews represent a potential labor pool totaling approximately 2,250,000 man-hours based on a 40-hour week. This includes approximately 1,880,000 man-hours of direct state paid crews and approximately 370,000 of county reimbursed crews on agricultural fire protection. *Of this total it is reasonable to assume that not over 25 percent, or approximately 575,000 man-hours, are actually consumed in traveling to and from and fighting fire. This leaves a balance of 1,675,000 man-hours available for any other purpose to which this force may reasonably be put.* It is in the interests of both the morale and physical condition of these men that they be kept busy when not actually responding to or fighting fire. *We recommend, therefore, that the division so plan its future construction programs with regard to types of materials used and types of construction employed that this vast labor pool may be utilized to the fullest possible extent.*

2. The permanent overhead and supervisory positions in field services appear to be somewhat inequitably distributed and may be excessive. The following table, we believe, will demonstrate some of the major inequities that now exist:

County Unit	State Responsibility				Number of Acres State Pro- tection	County Responsibility		
	State Crews	Crew Men	Look- outs	Pa- trol- men		Stations	Schedule A Budget	Schedule C Budget
Dist. I								
A -----	11	76	5	2	2,076,885	1	\$2,983	-
B -----	5	31	-	-	729,347	-	600	-
C -----	11	80	6	2	2,064,765	3	3,907	-
D -----	6	43	2	-	657,832	5	17,958	-
E -----	8	47	2	1	839,309	6	31,357	-
Dist. II								
F -----	8	62	4	-	454,640	10	96,686	\$10,655
G -----	5	36	2	-	1,196,870	2	6,196	-
H -----	13	90	4	-	1,472,530	1	9,946	-
I -----	5	40	2	1	894,890	2	8,489	-
J -----	8	57	4	-	1,285,529	4	14,802	-
Dist. III								
K -----	4	29	1	-	290,640	1	3,069	-
L -----	6	46	3	-	505,610	4	8,500	-
M -----	4	30	2	-	469,240	1	3,069	-
N -----	4	32	1	-	287,000	1	2,600	-
O -----	4	34	1	-	233,629	1	6,259	-
P -----	5	31	1	-	317,480	1	5,400	-
Q -----	3	24	1	-	167,410	3	11,100	200
Dist. IV								
R -----	11	66	4	-	686,310	9	64,093	77,813
S -----	7	46	3	-	536,920	5	28,051	473
T -----	6	37	4	-	475,690	-	-	-
U -----	8	50	1	-	589,199	27	165,441	65,767
Dist. V								
V -----	8	56	4	-	1,151,160	4	24,367	3,100
W -----	4	28	2	-	692,590	2	6,803	-
X -----	9	61	1	-	1,248,160	5	21,162	9,500
Y -----	13	90	6	-	1,413,640	1	7,474	-
Z -----	6	35	3	-	222,100	3	13,691	500
Dist. VI								
AA -----	5	38	2	-	163,300	4	23,098	157,250
BB -----	9	62	1	1	645,209	20	136,460	41,600
CC -----	8	42	2	1	258,070	9	47,722	18,231
DD -----	15	92	4	4	1,624,186	5	139,342	6,235

County units designated by letters are areas consisting of one or more counties, or parts of counties, each area being under the administrative control of a state forest ranger. Schedule "A" designates expenditures made by the Division of Forestry for and reimbursed by the counties. Schedule "C" designates expenditures made directly by the counties with the advice and supervision of the state forest rangers. It will be noted that there is a wide variation in organizational strength, acreage responsibility and secondary county administrative responsibility. *For instance, note the difference between Unit "Q" and Unit "Y."*

While the foregoing table does not constitute the entire work load of each county unit, it nevertheless serves to indicate that some of the units have a considerably smaller burden of responsibility than other units.

Consequently, we recommend that the Division of Forestry study intensively during the 1950-51 Fiscal Year the problem of redistributing the burden of responsibility in such manner as to enable a reduction in numbers of overhead and supervisory personnel.

3. The radio communications system of the Division of Forestry is one of the most vital components of its fire fighting efficiency. However, certain factors have tended to reduce the over-all efficiency of the system below its potential. For instance, the equipment is a conglomeration of three different makes as a result of the necessity to purchase equipment on the three bid basis. This has led to situations where mobile equipment of one make operates through land stations of another make and through repeater stations of still a third make. Short wave equipment is particularly sensitive to lack of matching in transmitting and receiving equipment, and as a result the maintenance problem and the out-of-service time have been greater than necessary.

Heretofore the Division of Forestry maintained its own radio repair shops and technicians. During the 1949-50 Fiscal Year a new policy was instituted whereby the division's radio shops were discontinued, the technicians transferred and the maintenance work set up on a contract basis with the Division of Communications, Department of Finance. Prior to the establishment of the contract radio maintenance policy, and during the time the division was preparing its budget requests for the 1950-51 Fiscal Year, it was determined that \$76,899 would be required for salaries and wages, operating expenses and radio repair shop equipment in order to maintain radio communication facilities on the old basis during the 1950-51 Fiscal Year. In its current form the budget request for the 1950-51 Fiscal Year contemplates the expenditure of \$81,801 for contract radio maintenance. This is approximately \$5,000 in excess of the estimate based on the Division of Forestry doing its own maintenance, and does not allow for the inventory of radio parts and supplies, which the Division of Forestry will be turning over to the Division of Communications. We recommend that a study be made to determine the possibility of reallocating all of its various types of radio equipment on the basis of assigning one make of equipment to each two districts. Since there are six districts this method would take care of the three different makes that the division now uses.

4. The division is currently maintaining approximately 1,100 pieces of state-owned automotive equipment and approximately 171 pieces of county-owned automotive equipment. In the 1950-51 Fiscal Year it is estimated that the total cost of maintaining these units exclusive of gas, oil, tires and tubes will amount to \$63,482 in salaries and wages for automobile and heavy equipment mechanics, which includes \$6,525 reimbursable by the counties, and \$278,622 in operating expenses for parts and services, which includes \$31,774 reimbursable by the counties. The automotive equipment comprises types such as sedans, pick-ups, stake-side trucks, crew trucks, fire trucks having separately powered pumping equipment, caterpillar type bulldozers, equipment transports, panel trucks, jeeps, station wagons, compressor trucks and many others. The present method of maintenance of these units includes the use of outside repair facilities in many instances. The total inventory of equipment is so constituted that there are considerable numbers of the same size and type of equipment and of the same make. Consequently, in the interests

of reducing the cost of automotive equipment maintenance and reducing the duplication of shop facilities, we recommend that an intensive study be undertaken by the Division of Forestry with a view to determining methods whereby the cost of maintenance may be reduced. Particularly we recommend the exploration of the commercial "fleet" method of operation whereby the bulk of repair work is done on a unit component exchange basis with a single centralized shop repairing and reconditioning the various unit components, which are then exchanged with damaged components sent in from the field. This method would enable a fuller utilization of truck drivers and other semiskilled personnel in the maintenance and repair of automotive equipment.

5. The field construction program of the Division of Forestry appears to have been handled on the whole with economy and efficiency. The labor of suppression crews and inmate crews has been utilized to a considerable extent so that the resultant cost of each individual project or piece of construction work has been considerably less than would have been possible if the projects were constructed on a contract basis. Barracks, kitchen and mess hall structures, shop buildings, equipment storage buildings and many other types have been constructed at a cost, in many cases, of \$5 or less per square foot.

However, we feel that the division has not been entirely realistic in its determinations as to the need for a specific structure or as to its size. As an example the new district headquarters office building in Redding, which was constructed by the Division of Architecture under contract, was designed to include approximately 6,000 square feet. Five hundred square feet of this space is leased to the Division of Mines and the balance is available for use by the district headquarters staff. The staff consists of approximately 23 technical and clerical positions, including that of the deputy and assistant deputy state forester. Some of these positions are required to spend the greatest part of their time in the field, and consequently would not need as much office space as those positions which are required to spend full time at headquarters. The space available to the staff averages approximately 250 square feet per person. This is considerably in excess of that found to be adequate in other districts. It should also be noted that this building, which is a simple type of frame structure, cost approximately \$93,000 or about \$15.50 per square foot. District III headquarters office has only 3,200 square feet on lease, District V has 2,755 square feet on lease. Both of these districts, which have approximately the same staffing pattern as District II, appear to have ample space for both current needs and future expansion.

The divisional policy with regard to supplying residence buildings for its field personnel is excessive both as to size of building and the need of such residences in the case of certain personnel. State forest rangers stationed at county unit headquarters are supplied with a residence in every case, even though the headquarters is generally located in a town of some size and the ranger is not required to be on 24-hour duty at the station itself.

The division recently changed its policy with regard to its construction projects so that control passed from a centralized staff of qualified engineering and technical personnel to the individual district deputy state foresters, with a comparatively minor control remaining at the central level. This has resulted in certain abuses such as unauthorized

change of standard plan, unauthorized enrichment of equipment and other detail and unauthorized increases in the planned sizes of some buildings.

In view of the foregoing, we recommend the following:

1. That the Division of Forestry make a survey to determine on a realistic basis the actual needs in field office space.

2. That the division study and reconsider its policy regarding the furnishing of residences to its field employees with a view to supplying such facilities only as actually needed.

3. That the division consider recentralizing its control of all construction projects with a view to standardizing types of buildings, standardizing types of materials used and controlling construction projects on a state-wide priority basis.

**Department of Natural Resources
DIVISION OF FORESTRY**

ITEM 195 of the Budget Bill

Budget page 609
Budget line No. 6

**For Direct Allotment to Counties for Cooperative Watershed Protection From
the General Fund**

Amount requested	\$595,066
Estimated to be expended in the 1949-50 Fiscal Year	581,497
 Increase (2.3 percent)	 \$13,569

RECOMMENDATIONS

Amount budgeted	\$595,066
Legislative Auditor's Recommendation	595,066
 Reduction	 None

ANALYSIS

The so-called "outside" counties of Contra Costa, Kern, Los Angeles, Marin, San Mateo, Santa Barbara and Ventura, each maintain their own fire fighting services on a county-wide basis at such level as is agreed upon. For the areas within each of these counties, which are normally considered as having state-wide interest and responsibility, the Division of Forestry reimburses the counties on the basis of the same standard of protection that would be provided if these areas were under the direct protection of the Division of Forestry. The cooperative agreements concluded between the Division of Forestry and the counties for prevention and suppression of forest fires within the counties are based on the authority contained in Sections 4006 and 4050 of the Public Resources Code.

The increase reflects salary adjustment increases of the county personnel on the same basis as the salary adjustments of the Division of Forestry personnel. *We recommend approval of the budget as requested.*

**Department of Natural Resources
DIVISION OF FORESTRY**

ITEM 196 of the Budget Bill

Budget page 609
Budget line No. 31

***For Allotments to United States Forest Service for Protection of Private Lands
Within and Adjacent to National Forests From the General Fund***

Amount requested	\$498,206
Estimated to be expended in the 1949-50 Fiscal Year	503,097
Decrease (0.9 percent)	\$4,891

RECOMMENDATIONS

Amount budgeted	\$498,206
Legislative Auditor's Recommendation	498,206
Reduction	None

ANALYSIS

The Division of Forestry, by the authority contained in Section 4005 of the Public Resources Code, enters into cooperative agreements with the United States Forest Service for the prevention and suppression of forest fires in privately owned timber, brush or grass lands, which are within or adjacent to the national forests in the State of California. In this category the State recognized for the 1950-51 Fiscal Year a total of 5,750,442 acres. From this is deducted 139,785 acres of national forest land, which is protected by the State, leaving a net of 5,610,657 acres for the protection of which the United States Forest Service is to receive payment from the State.

The rate of payment due the United States Forest Service is calculated on the basis of 65 percent of the United States Forest Service cost of protection per acre, excluding overhead and maintenance of improvements. For the 1950-51 Fiscal Year the United States Forest Service has calculated its cost per acre at \$0.13661. The cost to the State is 65 percent of this figure, or \$0.088796 per acre. *We recommend approval of this item as requested.*

**Department of Natural Resources
DIVISION OF FORESTRY—FOREST LAND SURVEY**

ITEM 197 of the Budget Bill

Budget page 609
Budget line No. 48

For Forest Land Survey in Cooperation With California Forest and Range Experiment Station of the United States Department of Agriculture From the General Fund

Amount requested	\$100,000
Estimated to be expended in the 1949-50 Fiscal Year	77,000
Increase (29.9 percent)	\$23,000

RECOMMENDATIONS

Amount budgeted	\$100,000
Legislative Auditor's Recommendation	77,000
Reduction	\$23,000

ANALYSIS

State participation in a cooperative forest land survey was first authorized by Chapter 1538 of the Statutes of 1947. It was originally contemplated as a three- to four-year program, and was particularly aimed at the classification of timber, vegetation and soil types to be found on areas of special interest to the Division of Forestry. All the work is actually performed by the California Forest and Range Experiment Station, which is maintained by the United States Department of Agriculture, and this Budget Bill item constitutes the State's share of the work contemplated for the 1950-51 Fiscal Year.

While the original program contemplated that the project would require three to four years for completion, the 1950-51 Fiscal Year being the fourth, it now appears that the end of the 1950-51 Fiscal Year will see the completion of only one phase of this project, timber classification and approximately 40 percent of the vegetation and soil classification phases. These latter phases will require an additional four to five years and approximately \$450,000 of state money.

In view of the foregoing there does not appear to be a justification for expanding the program in the 1950-51 Fiscal Year since any work that remains undone on the first phase can be carried over to the following year without harm. *Consequently we recommend that this item be reduced by \$23,000 to the level of the 1949-50 Fiscal Year.*

Department of Natural Resources DIVISION OF FORESTRY

ITEM 198 of the Budget Bill

Budget page 609
Budget line No. 64

For Watershed Research in Cooperation With California Forest and Range Experiment Station of the United States Department of Agriculture

Amount requested	\$30,000
Estimated to be expended in 1949-50 Fiscal Year	24,000
Increase (25 percent)	\$6,000

RECOMMENDATIONS

Amount budgeted	\$30,000
Legislative Auditor's Recommendation	24,000
Reduction	\$6,000

ANALYSIS

State participation in a cooperative watershed research program at the San Dimas experimental forest was first authorized by Chapter 1415, Statutes of 1947. The program as originally contemplated is a continuous one and will probably be of many years duration. The research is performed entirely by the United States Department of Agriculture, and this item constitutes the State's share of the cost of a level of activity determined by the experimental station.

While the information being developed by this research is important to the watershed management policies of the State, in view of the long range nature of the program and in the interests of economy, *we recommend the same level of expenditure that was provided in the 1949-50 Budget.* This would effect a saving of \$6,000.

**Department of Natural Resources
DIVISION OF FORESTRY**

ITEM 199 of the Budget Bill

Budget page 610
Budget line No. 7

For White Pine Blister Rust Control Protection in Cooperation With the United States Department of Agriculture From the General Fund

Amount requested	\$168,437
Estimated to be expended in the 1949-50 Fiscal Year	168,437

Increase	None
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RECOMMENDATIONS

Amount budgeted	\$168,437
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Legislative Auditor's Recommendation	168,437
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Reduction	None
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ANALYSIS

State cooperation in a white pine blister rust control program was first authorized by Chapter 897, Statutes of 1941. Most of the work is performed by the Bureau of Entomology and Plant Quarantine of the United States Department of Agriculture with the State providing 50 percent of the funds and the Federal Government matching this amount. This item, together with a like sum provided by the Federal Government, makes a total of \$336,874, which is expended for blister rust control. In addition, the Division of Forestry provides man power for this work from the California Youth Authority Forest Work Camps to the equivalent of approximately \$42,000. The Department of Agriculture likewise matches this sum with cash, which is also expended by it in the program.

The control of blister rust is of very great importance to the health and stability of the white pine timber industry in the State of California. Therefore, we recommend approval of this item as requested.

**Department of Natural Resources
DIVISION OF FORESTRY—EMERGENCY FIRE SUPPRESSION**

ITEM 200 of the Budget Bill

Budget page 610
Budget line No. 20

For Emergency Fire Suppression From the General Fund

Amount requested	\$240,000
Estimated to be expended in the 1949-50 Fiscal Year	250,000

Decrease (4 percent)	\$10,000
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RECOMMENDATIONS

Amount budgeted	\$240,000
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Legislative Auditor's Recommendation	240,000
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Reduction	None
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ANALYSIS

This item is normally expended only in the event of the occurrence of large "campaign" fires which exceed the ability of the regular suppression crews to handle. The money is used for contract labor,

special equipment rental, subsistence, etc. Since the 1945-46 Fiscal Year, emergency expenditures never exceeded \$254,000 in any one fiscal year.

The amount requested for the 1950-51 Fiscal Year will be sufficient to provide the same level of emergency coverage as was allowed for the 1949-50 Fiscal Year in view of the fact that the six new forestry work camps will be able to supply additional manpower as needed. Therefore, we recommend approval of this item as requested.

**Department of Natural Resources
DIVISION OF FORESTRY—PINE BEETLE CONTROL**

ITEM 201 of the Budget Bill

Budget page 610
Budget line No. 47

For Pine Beetle Control From the General Fund

Amount requested	\$25,000
Estimated to be expended in 1949-50 Fiscal Year	25,000
 Increase	 None

RECOMMENDATIONS

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

ANALYSIS

The program for the control of the pine beetle is based on the authority contained in Chapter 3, and particularly Section 4455 of the Public Resources Code. The work of eradication and control is carried out by the Division of Forestry in cooperation with the owners of the land where such an infestation may occur. This item provides the same level of service as was authorized in the 1949-50 Budget. Consequently, we recommend approval of the item as requested.

**Department of Natural Resources
DIVISION OF MINES**

ITEM 202 of the Budget Bill

Budget page 612
Budget line No. 41

For Support of the Division of Mines, Department of Natural Resources, From the General Fund

Amount requested	\$331,362
Estimated to be expended in 1949-50 Fiscal Year	334,123
 Decrease (0.82 percent)	 \$2,761

Summary of Increases

	Total increase	INCREASE DUE TO Work load or salary adjustments	New services	Budget page	Line No.
Salaries and Wages	\$6,313	\$5,569	\$744	612	56
Operating Expenses	—4,996	—4,996	---	612	57
Equipment	—4,078	—4,078	---	612	58
 Total Increase	 \$2,761	 —\$3,505	 \$744		

RECOMMENDATIONS

Amount budgeted	\$331,362
Legislative Auditor's Recommendation	322,438
Reduction	\$8,924

ANALYSIS

Salaries and Wages

Increase in this category is due partially to normal salary increases with the major portion the result of two proposed new positions and the reclassification of two existing positions. One intermediate office appliance operator is proposed to handle the addressograph and mimeograph equipment. In this connection it should be noted that one intermediate typist-clerk was allowed in the 1949-50 Fiscal Year Budget specifically for performing the addressograph and mimeograph functions; therefore, the request for this position is in effect a request for additional clerical assistance. Work load statistics, while indicating a slight increase in 1950-51, are not sufficient to justify an additional clerical position. Consequently, we recommend that this position be disallowed and that the existing intermediate typist-clerk position be reclassified to that of intermediate office appliance operator resulting in a saving of \$2,280.

The second proposed new position is that of mining geologic aid at \$2,772 per annum. We recommend approval of this position in consideration of the fact that the item of seasonal help is being reduced from \$2,850 in the current fiscal year to \$600 in the 1950-51 Fiscal Year. This position will, in effect, substitute for a number of temporary positions of the same classification.

In the reclassification of two junior mining geologist positions to that of assistant mining geologist positions, we recommend that the request be disapproved. This category of position is not now contained within the organizational structure of this division, and the establishment of this classification would be both setting a precedent and expanding the service of the division. This would produce a saving of \$744.

Operating Expenses

In this category it is proposed to expend \$130,959 in the 1950-51 Fiscal Year, which is \$4,996 or 3.6 percent less than the \$135,955 estimated to be expended in the 1949-50 Fiscal Year. Actually, practically all items in this category have either remained the same in the proposed fiscal year as in the current one, or have increased. *The over-all reduction is brought about entirely by the item of repairs and maintenance*, which is proposed at \$500 for the 1950-51 Fiscal Year as against \$7,905 for the 1949-50 Fiscal Year, a reduction of \$7,405. While the over-all reduction is commendable we suggest that further reductions are possible and we recommend the following:

1. *Printing bulletins and maps*: This item is for \$60,000 and has remained at this figure since the 1948-49 Fiscal Year. Within this item is a sub-item for \$1,000, which is the cost of binding 250 sets of the four quarterly issues of the *California Journal of Mines and Geology*. This is in sharp contrast to the 100 sets bound in the 1949-50 Fiscal Year and the same number in the 1948-49 Fiscal Year; consequently, we recommend that for the 1950-51 Fiscal Year production be held to 100 sets

at \$400, a reduction of \$600. There is another sub-item for \$10,000 for printing a guide book to the San Francisco Bay Counties, which will be similar to the previously printed bulletin No. 141 titled "Geologic Guide Book Along Highway 49." This latter publication was a radical departure from the usual technical bulletins published by the division. It contained far more of romantic history and pictures of the Mother Lode country than of technical material pertinent to present day mining conditions. It was embellished with an elaborate format and was printed on an expensive glossy paper. It is our belief that a publication of this character is not an essential publication of the Division of Mines. Consequently, we recommend that only \$5,000 be allowed for the new guide book to the San Francisco Bay Counties, which should be sufficient for the subject matter which is appropriately within the technical sphere of the normal functions of the division. These two sub-items represent a total reduction of \$5,600.

2. *Telephone and telegraph*: In this category of expense the division proposes the expenditure of \$2,800, which is \$150 more than the \$2,650 estimated to be expended in the 1949-50 Fiscal Year. The increase is ascribed to the increased cost of telephone service; however, we submit that the increase in cost of telephone service can be offset by a more careful and judicious use of the service, and consequently we recommend a reduction of \$150.

3. *Exhibits*: The division is proposing the expenditure of \$500 in this category for the 1950-51 Fiscal Year, which is \$150 more than the \$350 estimated to be expended in the 1949-50 Fiscal Year. This represents an expansion of this type of service, and consequently we recommend that the item be reduced by \$150.

The grand total of recommended reductions in operating expenses is, therefore, \$5,900.

GENERAL SUMMARY

The activities of this agency were originally established as the State Mining Bureau by an Act of the Legislature in 1880. In 1927 upon the establishment of the Department of Natural Resources by Chapter 128, Statutes of 1927, the title was changed to the Division of Mines, and it became one of the divisions of that department. It is supported entirely by the General Fund.

The original Act defined the activities of the organization as follows: "To make, facilitate, and encourage the special studies of the mineral resources and the mineral industries of the State." With the passage of time the interpretation of this definition has been considerably expanded, particularly since 1945. As the division operates today its functions include:

A. The maintenance of information bureaus at the division's main office in San Francisco and at its branch offices in Sacramento, Los Angeles and Redding. The division makes available for sale to the public at the State's cost of printing, the various reports, bulletins and maps developed and published in the course of its surveys, showing the various kinds and grades of minerals, their ownership, size of deposit, extent of development, distance from rail or other transportation, and much other pertinent data of technical, semitechnical or historical economic importance.

B. The maintenance of libraries and mineral exhibits open to the public.

C. The maintenance of a coordinated and comprehensive geological survey of California to which has been added as the result of an appropriation, first by the Fifty-sixth Legislature and subsequently by each succeeding Legislature, a cooperative program with the United States Geological Survey. This survey is a continuous one and will probably take many years to complete.

D. The maintenance of a continuous survey of markets for California's many and varied minerals.

E. The maintenance of continuous and intense field work on developmental surveys of various important and strategic minerals.

F. The division also maintains a laboratory at its San Francisco headquarters where samples of California ores and minerals may be sent by the public for free testing. The laboratory makes only qualitative assays and not quantitative.

The activities of the division have been increasing year by year with more laboratory tests made, more publications issued, more bulletins and maps issued and more surveys undertaken each year. The work load is not such that it can be tied directly to public need; instead it is largely a flexible load which can be increased or decreased by the director based on his determination of the need and desirability for many different types of surveys.

During the past year the division published and distributed an elaborate document called "Bulletin No. 141" which concerned the Mother Lode country. While basically the subject matter of this bulletin is of considerable importance, it contains much that is nontechnical, irrelevant to the basic subject and romantically historical in nature. The bulletin contained many pictures of old structures which were historical in value, but hardly of any importance to the present and future mining possibilities and economy of this area. The subject of the social and economic history of the Mother Lode country, although extremely interesting, is certainly not within the purview of the Division of Mines.

The division is now contemplating the publication of a somewhat similar bulletin dealing with the counties of the San Francisco Bay Area. Actual publication is expected to occur during the 1950-51 Fiscal Year.

With regard to the cost of publication of these bulletins, and, in fact, all publications produced by the division, *we recommend that Section 2209 of the Public Resources Code which governs the fixation of price of all division publications be reinterpreted on a more realistic basis.* The aforementioned section reads as follows:

"The State Mineralogist may fix a price upon and dispose of to the public all publications of the Division, including reports, bulletins, maps, registers or other publications. The price shall approximate the *cost of publication and distribution*. He may also furnish the publications of the Division to public libraries without cost and may exchange publications with geological surveys, scientific societies and other like bodies."

It will be noted that the term used in the section is "cost of publication and distribution." Nevertheless, this is construed by the division to mean printing cost only, since that is the basis upon which the division

charges for all its publications. It would appear that the intent of the section was that the phrase "cost of publication" was to include not only actual printing cost, but many of the preliminary map making, picture making, surveying and assembly of material costs which, from a realistic standpoint, should be included in the cost of publication of any document.

A laboratory is maintained in the San Francisco office in accordance with Section 2202 of the Public Resources Code. *However, there is no specific authorization in the code which can be construed as directing the laboratory to make analyses free of all charge for any person or persons requesting them.* We recommend, therefore, the establishment of a nominal charge covering the actual cost of the analyses which would be fair and equitable for the service rendered as being for the particular benefit of the person requesting the service and not primarily for the general benefit of the State.

**Department of Natural Resources
DIVISION OF MINES**

ITEM 203 of the Budget Bill

Budget page 613
Budget line No. 74

For Geological Exploration in Cooperation With the United States Geological Survey From the General Fund

Amount requested	\$50,000
Estimated to be expended in 1949-50 Fiscal Year	50,000
Increase	None

RECOMMENDATIONS

Amount budgeted	\$50,000
Legislative Auditor's Recommendation	50,000
Reduction	None

GENERAL SUMMARY

The cooperative program with the United States Geological Survey was first undertaken in 1945 when the Budget Act of that year appropriated the sum of \$100,000 for the biennium to be expended only on the basis of matching funds provided by the United States Geological Survey. Actually, all the survey work is performed by the United States Geological Survey, and the expenditure for this item is in the form of contractual payments.

This survey enables the State to obtain reports on areas and subjects which have not been studied by the Division of Mines. The program provides information, geologic quadrangle maps, quadrangle reports and bulletins on a number of the important mineral deposits in the State. We recommend approval of this item because the value of the information secured is greater than the State's share of the cost of the program.

**Department of Natural Resources
DIVISION OF OIL AND GAS**

ITEM 204 of the Budget Bill

Budget page 614
Budget line No. 34

For Support of the Division of Oil and Gas From the Petroleum and Gas Fund

Amount requested	\$375,000
Estimated to be expended in 1949-50 Fiscal Year	369,011
 Increase (1.6 percent)	 \$5,989

Summary of Increases

		INCREASE DUE TO			
	Total increase	Work load or salary adjustments	New services	Budget page	Line No.
Salaries and Wages	\$2,760	\$2,760	---	614	49
Operating Expenses	7,352	7,352	---	614	50
Equipment	—4,123	—4,123	---	614	51
 Total Increase	 \$5,989	 \$5,989			

RECOMMENDATIONS

Amount budgeted	\$375,000
Legislative Auditor's Recommendation	375,000
 Reduction	 None

ANALYSIS

The work load figures and proposed level of service indicate a fairly static condition with no increase in the 1950-51 Fiscal Year over the current fiscal year. The unbudgeted surplus in the Petroleum and Gas Fund, which is a special fund, will be \$80,336 as of July 1, 1950. The estimated revenue into the fund for the 1950-51 Fiscal Year is \$369,814, making a total of \$450,150 available for expenditure during 1950-51. Expenditures for 1950-51 are budgeted at \$375,000 for support plus \$21,800 for contributions to State Employees' Retirement Fund and capital outlay of \$3,350, making a total of \$400,150. This will leave a surplus of \$50,000 in the fund as of June 30, 1951, in accordance with the requirements of the Public Resources Code. In view of the factors outlined in the foregoing, we recommend that the budget of the Division of Oil and Gas be approved as requested.

GENERAL SUMMARY

This agency was established in 1915 and in 1929 was made one of the five divisions of the Department of Natural Resources. It is supported solely by the Petroleum and Gas Fund which receives its revenue from an annual assessment against oil and gas producers at a uniform rate per barrel of oil produced and per 10,000 cubic feet of gas produced and sold, and is calculated to yield an amount sufficient to defray the estimated cost of operation for the fiscal year plus the maintenance of a surplus of \$50,000.

Agency headquarters are maintained in San Francisco, while the six districts into which the State is divided by law maintain offices in Los Angeles, Santa Paula, Santa Maria, Bakersfield and Coalinga, together with two branch offices at Long Beach and Taft.

The primary function of the division is to supervise the method of drilling and the maintenance of wells in the various oil fields of the State in order to prevent waste and damage to the oil and gas resources, and to protect the surface and subsurface fresh water resources from contamination.

Since, by law, the expenditures from the Petroleum and Gas Fund are rigidly limited to supervisory work in operating areas, no funds are made available for geologic surveys of oil and gas resources of the State in untested areas.

The work load of the agency consists principally of well-drilling supervision and the collection and analysis of well-drilling and production data. This work load is influenced entirely by the activity of the industry, both in the drilling of new wells and in the production from existing wells. For the past three years this activity has remained fairly level so that the work load of the agency has been static, and no increases in personnel have been needed or are requested in the 1950-51 Budget.

**Department of Natural Resources
SOIL CONSERVATION COMMISSION**

ITEM 205 of the Budget Bill

Budget page 616
Budget line No. 30

For Support of the Soil Conservation Commission From the General Fund

Amount requested	\$31,727
Estimated to be expended in 1949-50 Fiscal Year	25,741
Increase (23.6 percent)	\$5,986

Summary of Increases

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and Wages	\$7,395	\$2,883	\$4,512	616	42
Operating Expenses	1,138	—586	1,724	616	43
Equipment	—2,514	—4,096	1,582	616	44
Less:					
Increased Reimburse- ment	33	33	---	616	47
Total Increase	\$5,986	—\$1,832	\$7,818		

RECOMMENDATIONS

Amount budgeted	\$31,727
Legislative Auditor's Recommendation	23,679
Reduction	\$8,048

ANALYSIS

Salaries and Wages

This category is estimated to increase by \$627 occasioned by normal salary adjustments for the three positions currently authorized. In addition there is an increase of \$2,256 as the result of no salary savings estimated for the 1950-51 Fiscal Year against a salary savings of \$2,256 estimated in the 1949-50 Fiscal Year. The estimated saving in the current year is a result of the new position which was authorized by the 1949

Legislature and which could not be filled for the entire 1949-50 Fiscal Year. *In other words, the services of this position were available for only part of the current fiscal year. In the 1950-51 Fiscal Year the services of this position will be available for the entire year.*

The commission is proposing an additional position of associate soil conservationist at an initial salary of \$4,512. This position is similar to the one granted by the previous Legislature. Justification for this additional position is based upon certain work load figures which follow :

	Actual 1948-49	Estimated 1949-50	Estimated 1950-51
No. of proposals investigated-----	35	60	75
No. of additions completed-----	17	20	35
No. of new districts formed-----	3	14	20

Using these work load figures as furnished by the commission, it can be demonstrated that the work load does not justify the additional position. Furthermore, we do not agree with the estimated work load for both Fiscal Years 1949-50 and 1950-51, based on the fact that previous estimates made by the commission have materialized as over-estimates by as much as 50 percent. Note the work load figures which are actual for 1948-49; in this year only one man was available to produce the work shown by these figures. In the 1949-50 Fiscal Year two men are available to do the work, and the load by the commission's own figures has not doubled. In the 1950-51 Fiscal Year the same two positions will still be available and the estimated work load is just barely double that of 1948-49. In addition, it might be pointed out that previous work load *estimates* for the year 1948-49 indicated 30 proposals investigated, 26 additions completed and 10 new districts formed compared with the actual numbers realized as shown in the table above. In view of the foregoing, we recommend that the proposed new position be disapproved at a saving of \$4,512.

Operating Expenses

Expenditures in this category would show a decrease of \$586 exclusive of the increased expenditures made necessary by the proposed new position. Operating expenses directly attributable to the new position amount to \$1,724.

Printing costs are estimated to be reduced from \$1,310 in the 1949-50 Fiscal Year to \$1,000 in the 1950-51 Fiscal Year. Contained in the latter figure is a sum of \$750 for printing 800 copies of the biennial commission report. The same number of copies for the 1948-49 Fiscal Year cost \$520 for an expensive and over-elaborate publication. Consequently, we recommend that printing expenditures be reduced by \$230, making a total saving in operating expenses of \$1,954.

Equipment

Expenditures for this object would be reduced by \$4,096 in the 1950-51 Fiscal Year as compared with the 1949-50 Fiscal Year except for the fact that the proposed new position requires additional equipment to the extent of \$1,582. Consequently, in view of our recommendation that this position be disapproved, we recommend the *reduction of \$1,582 in equipment expenditures.*

GENERAL SUMMARY

The California Legislature in 1938 authorized setting up a soil conservation committee to advise and assist in the organization of soil conservation districts. In 1940 the act was repealed and was replaced by Division 9 of the Public Resources Code, which contained provisions similar to the original act and which changed the name of the organization to the State Soil Conservation Commission. The Statutes of 1949, by Chapter 1031, repealed entirely Division 9 of the code and added a new Division 9 which is essentially the same as the previous one.

The staff of the commission acts in an advisory capacity to the district directors, assists districts in their educational programs and investigates and advises on the formation of new districts or the additions to the existing districts. As of recent date there were 62 organized districts of which seven are listed as newly organized with an undeterminable activity; 15 are listed as extremely active and progressive; 24 are moderately active; 15 are moderately inactive and one is entirely inactive. For all practical purposes the latter two categories comprising 16 districts are actually completely inactive.

Department of Natural Resources MARINE RESEARCH COMMITTEE

ITEM 206 of the Budget Bill

Budget page 617
Budget line No. 18

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

Amount requested	\$97,500
Estimated to be expended in 1949-50 Fiscal Year	96,062
Increase (1.4 percent)	\$1,438

Summary of Increases

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Contractual Services	\$1,438	\$1,438	---	617	35
Total Increase	\$1,438	\$1,438			

RECOMMENDATIONS

Amount budgeted	\$97,500
Legislative Auditor's Recommendation	97,500
Reduction	None

ANALYSIS

The amount requested is the same as the amount allowed by the Legislature for the 1949-50 Fiscal Year. The increase of \$1,438 in proposed expenditures represents merely the estimated savings or unexpended balance from the appropriation of the current fiscal year. The proposed research program for 1950-51 will, however, probably require the full amount requested, barring unforeseen contingencies. We recommend appropriation of the sum requested.

GENERAL SUMMARY

The Marine Research Committee and its activity was authorized by the Legislature in 1947 by Chapter 1276. The money is derived from a special tax authorization of 50 cents per ton on sardines. The tax authorization, which will expire in 1951, is used for research in marine fisheries with particular emphasis, in the past several years, on the problem of a diminishing sardine catch. The work of the Marine Research Committee, which is considered important to the health and productivity of the commercial marine fisheries industry of the State, is carried on in close cooperation with the Marine Fisheries Bureau of the Division of Fish and Game, the University of California through the Scripps Institute of Oceanography at La Jolla, the United States Fish and Wildlife Service, the California Academy of Science and additional research financed by other means. To date this research has apparently developed little information of a conclusive nature with regard to the disappearance of the sardine beyond what was already known or predicted by the biologists of the Bureau of Marine Fisheries, which is that the previously propounded theory of overfishing is still valid. This belief has been substantiated by the recent increase in sardine run which followed several years of sharply decreased fishing.

Department of Professional and Vocational Standards

DEPARTMENTAL ADMINISTRATION

(There is no direct appropriation for support of this function since the necessary funds are obtained from assessments against the several agencies within the Department of Professional and Vocational Standards.)

From ITEMS 207 to 231 of the Budget Bill

Budget page 618
Budget line No. 67

For Support of Departmental Administration From the Professional and Vocational Standards Fund

Amount requested	\$98,752
Estimated to be expended in 1949-50 Fiscal Year	82,376
Increase (19.9 percent)	\$16,376

Summary of Increases

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and Wages	\$4,667	\$4,667	---	618	62
Operating Expenses	970	970	---	618	63
Equipment	10,739	—2,711	\$13,450	618	64
Total Increase	\$16,376	\$2,926	\$13,450		

RECOMMENDATIONS

Amount budgeted	\$98,752
Legislative Auditor's Recommendation	98,752
Reduction	None

ANALYSIS

The increase in salaries and wages in the amount of \$4,667 is attributable to salary adjustments in the amount of \$2,387 and \$2,280 requested