

**NATIONAL CENTER FOR STATE COURTS**

Item 20 from the General Fund

Budget p. 15

|                                   |          |
|-----------------------------------|----------|
| Requested 1976-77 .....           | \$14,000 |
| Estimated 1975-76.....            | 14,000   |
| Actual 1974-75 .....              | None     |
| Requested increase—None           |          |
| Total recommended reduction ..... | None     |

**GENERAL PROGRAM STATEMENT**

The National Center for State Courts was established in 1971 to encourage judicial reform, recommend standards for fair and expeditious judicial administration and seek solutions to state judicial problems.

**ANALYSIS AND RECOMMENDATIONS**

*We recommend approval.*

This item provides the state's membership fee in the National Center for State Courts, which is supported by a combination of state fees and a federal grant. The fee is based on state population. California's fee represents approximately 7 percent of the total state fees requested. Prior to 1975-76, cash match requirements for the federal grant were met by donations from private foundations.

**GOVERNOR'S OFFICE**

Items 21-24 from the General Fund

Budget p. 16

|                                   |             |
|-----------------------------------|-------------|
| Requested 1976-77 .....           | \$3,230,148 |
| Estimated 1975-76.....            | 3,230,148   |
| Actual 1974-75 .....              | 3,038,537   |
| Requested increase None           |             |
| Total recommended reduction ..... | None        |

**1976-77 FUNDING BY ITEM AND SOURCE**

| Item | Description   | Fund    | Amount             |
|------|---|---------|--------------------|
| 21   | Governor's Office—Support                                   | General | \$2,847,748        |
| 22   | Residence—Support (Primarily for security and housekeeping) | General | 17,400             |
| 23   | Contingency expenses  | General | 15,000             |
| 24   | Governor's Budget—Printing                                  | General | 350,000            |
|      |   |         | <u>\$3,230,148</u> |

**ANALYSIS AND RECOMMENDATIONS**

*We recommend approval.*

Under the California Constitution, the Governor is chief executive of the state and responsible for seeing that the law is executed.

The Governor's Budget request consists of four elements as shown

above. The major changes are a \$26,576 reduction in general expenses within the Governor's Office support item offset by increases in travel and other operating expenses. A separate budget element for rental of the Governor's residence has been deleted in both the current and budget years. The budget contains information only on broad expenditure categories with no supporting detail.

### Governor's Office

### SECRETARY FOR AGRICULTURE AND SERVICES

Item 25 from the General Fund

Budget p. 17

|  |           |
|--|-----------|
| Requested 1976-77 .....                    | \$391,118 |
| Estimated 1975-76.....                     | 473,483   |
| Actual 1974-75 .....                       | 428,440   |
| Requested decrease \$82,365 (17.4 percent) |           |
| Total recommended reduction .....          | None      |

#### GENERAL PROGRAM STATEMENT

As one of the Governor's four agency secretaries, the Secretary for Agriculture and Services is responsible for (1) providing leadership and policy guidance to the departments under the agency's jurisdiction, (2) serving as a communications link between the Governor and the departments, and (3) reviewing departmental budgets and legislative and administrative programs. The departments over which the secretary exercises general supervision include:

1. Department of Food and Agriculture
2. Department of Industrial Relations
3. Public Employees' Retirement System
4. Department of General Services
5. Department of Consumer Affairs
6. Teachers' Retirement System
7. Department of Veterans Affairs
8. State Fire Marshal
9. Franchise Tax Board
10. State Personnel Board
11. Museum of Science and Industry
12. California Public Broadcasting Commission

In addition, the secretary is responsible for administering (1) the California plan for the development and enforcement of occupational safety and health standards (Cal/OSHA) and (2) the state's federally funded program for improving personnel administration in state and local government through education and training under the Federal Intergovernmental Personnel Act.

The secretary also serves as the Governor's liaison agency to the Agricultural Labor Relations Board. The secretary's former employee relations responsibility to "meet and confer" with state employee groups under the

**SECRETARY FOR AGRICULTURE AND SERVICES—Continued**

George Brown Act were transferred in the current year to the Governor's Office.

**ANALYSIS AND RECOMMENDATIONS**

*We recommend approval.*

The Secretary of Agriculture and Services is requesting \$391,118 from the General Fund in the budget year, a decrease of \$82,365 or 17.4 percent under anticipated expenditures for the current year. This decrease is mainly attributable to the transfer of the employee-relations unit (consisting of four positions) from the agency to the Governor's Office.

**Governor's Office****SECRETARY FOR BUSINESS AND TRANSPORTATION**

Items 26 and 27 from the Motor  
Vehicle Account and General  
Fund

Budget p. 18

|   |           |
|---|-----------|
| Requested 1976-77 .....                     | \$505,947 |
| Estimated 1975-76.....                      | 370,147   |
| Actual 1974-75 .....                        | 317,653   |
| Requested increase \$135,800 (36.7 percent) |           |
| Total recommended reduction .....           | None      |

**1976- 77 FUNDING BY ITEM AND SOURCE**

| Item | Description   | Fund  | Amount           |
|------|---|---|------------------|
| 26   | Support   | Motor Vehicle Account                           | \$363,007        |
| 27   | Support   | General Fund                                    | 17,940           |
| —    | Prior year balance from Chapter 1130,<br>Statutes of 1975 | Transportation Planning and<br>Research Account | 125,000          |
|      |   |   | <u>\$505,947</u> |

**GENERAL PROGRAM STATEMENT**

The Secretary for Business and Transportation, as one of four agency secretaries in the Governor's Cabinet, administers the Office of the Business and Transportation Agency. As the title implies, the organization of this agency includes two distinct groupings of departments, those oriented toward business regulatory activities and those related to various transportation activities. The agency consists of the following departments:

- California Highway Patrol
- Department of Motor Vehicles
- Department of Transportation
- Office of Traffic Safety
- Department of Banking
- Department of Corporations
- Department of Housing and Community Development
- Department of Insurance

Department of Real Estate  
 Department of Savings and Loan  
 Housing Finance Agency

**ANALYSIS AND RECOMMENDATIONS**

*We recommend approval.*

The budget proposes an expenditure of \$505,947, which represents funding for 18.4 positions (10 professional and 8.4 clerical) the same number authorized in the current year. The proposed budget also contains a reimbursement of \$193,230 which is derived from charging constituent departments a pro rata share of the cost of utilizing eight exempt professional positions on a contractual basis from selected departments in the agency. Contracting for and utilizing the exempt position at the agency level does not increase the total number of agency positions because such utilization is offset by increased deductions for salary savings in the proposed budget.

The request includes \$125,000 from the Transportation Planning and Research Account which will be unexpended in the current year. The funds were authorized by Chapter 1130, Statutes of 1975. The secretary is required to expend the funds on a contractual basis for the purpose of converting a bus from conventional power to hydrogen power in order to "demonstrate the air quality benefits, cost effectiveness, and operational practicality of hydrogen power in bus transportation." The balance of the budget effects the same workload level experienced in the current year budget.

**Governor's Office**

**SECRETARY FOR HEALTH AND WELFARE**

Item 28 from the General Fund

Budget p. 20

|  |           |
|--|-----------|
| Requested 1976-77                          |           |
| Item 28.....                               | \$580,096 |
| Prior year balance available.....          | 140,000   |
| Total .....                                | 720,096   |
| Estimated 1975-76.....                     | 630,189   |
| Actual 1974-75 .....                       | 506,327   |
| Requested increase \$89,907 (14.3 percent) |           |
| Total recommended reduction .....          | \$60,366  |

**SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS**

*Analysis  
page*

1. *Personnel Reduction. Reduce \$10,366.* We recommend approval of two clerical positions and deletion of one clerical position. 19
2. *EDP Consultant Services. Reduce \$50,000.* Recommend funds for EDP-related consultant services be eliminated. 19
3. *EDP Special Consultant.* Recommend use of civil service data processing series position in lieu of special consultant position. 20

**SECRETARY FOR HEALTH AND WELFARE—Continued****GENERAL PROGRAM STATEMENT**

The Secretary for Health and Welfare provides the administrative and policy direction for state departments and organizations providing health, welfare, manpower, and correctional services. The following departments are within the agency:

- Department of Corrections
- Department of Benefit Payments
- Department of Health
- Department of Rehabilitation
- Department of the Youth Authority
- Employment Development Department

Also within the agency are the Office of Alcoholism, the Office on Aging, the Office of Narcotics and Drug Abuse, and the California Health Facilities Commission.

On January 1, 1976, the Office of Alcohol Program Management became the Office of Alcoholism. The new Office of Alcoholism will assume the current responsibilities of the Office of Alcohol Program Management. In addition, it will receive a direct budgetary appropriation and assume many of the budgeting and administrative functions previously performed by the Department of Health and the Short-Doyle Community Mental Health Program. The budget proposes that the Office of Alcoholism be merged with the Department of Alcoholic Beverage Control and that the department be placed within the Health and Welfare Agency. This merger would place the licensing and regulation functions for the alcohol industry as well as the alcoholism prevention, treatment, and rehabilitation functions in the new department.

**ANALYSIS AND RECOMMENDATIONS**

The budget proposes a General Fund expenditure of \$720,096 for the 1976-77 fiscal year, which is \$89,907, or 14.3 percent, more than is estimated for the current fiscal year. The primary reason for the increase is the full implementation of the Displaced Homemaker Pilot Program established by Chapter 1063, Statutes of 1975.

**Displaced Homemaker Program**

*We recommend approval.*

Chapter 1063, Statutes of 1975, designated to the Secretary for the Health and Welfare Agency, the responsibility for establishing in Alameda County a two-year service center pilot program for displaced homemakers. Chapter 1063 further appropriated \$200,000 to be made available to the program from January 1, 1976, until January 1, 1978. The program is designed to provide training, jobs, services, and health care to women who find themselves "displaced" in their middle years through divorce, widowhood, or other situations which may result in loss of family income. The budget estimates that \$60,000 of the appropriated funds will be spent during the current fiscal year and the balance, \$140,000, will be spent during the budget year.

The agency indicates that grants will be awarded to one or more organizations by January 31, 1976, and that the pilot program will begin the following April or May. Chapter 1063 requires the director of the program is to submit periodic evaluations to the Secretary for the Health and Welfare Agency. The Secretary and the Legislative Analyst are to submit evaluation reports to the Legislature at the end of the two-year program.

#### **EDP Task Force**

Prior to adoption of the Budget Act of 1975, the Health and Welfare Agency was precluded by Control Section 4.1 of previous Budget Acts from planning or implementing a consolidated data center. This restriction, which was based on the Legislature's overall concerns regarding implementation of the Teale Data Center, had the effect of restricting the agency's ability to conduct central planning for electronic data processing (EDP). In recognition of the need for an agency plan because of an expanding use of EDP coupled with insufficient computing resources, the Legislature deleted Section 4.1 from the Budget Act of 1975.

During the current year, the agency has begun to develop a plan to meet the current and anticipated computing capacity requirements of the constituent departments. A task force of EDP personnel loaned by agency departments has been formed, and plans include the administrative establishment of four additional positions within the agency. Current year expenditures are estimated at \$121,481 and include contract funds to support a project director. The proposed budget includes \$210,729 to continue development of the plan. Although this amount includes \$40,904 to contract for the project director, the Personnel Board recently approved an agency proposal to establish a research specialist position which we understand will be the project director's position.

#### **Personnel Reduction**

*We recommend approval of \$19,764 in salaries for one senior stenographer position and one senior clerk typist position and recommend deletion of one clerk typist II position for a savings of \$10,366 in salary and staff benefits.*

The proposed budget contains \$28,402 for three clerical positions. Although the Governor's Budget indicates that all three positions were established administratively in the current year, our discussions with the project director indicate that a firm requirement for only two clerical positions exists. We therefore recommend deletion of the clerk typist II position for a combined salary and staff benefits savings of \$10,366.

#### **Consultant Services**

*We recommend that the \$50,000 budgeted for EDP-related consultant services be deleted.*

The proposed budget contains \$50,000 for consultant services. These funds represent approximately one-fourth of the proposed EDP task force budget. There is considerable EDP expertise on the task force and within agency departments. Therefore, we recommend deletion of the \$50,000 budgeted for consultant services.

**SECRETARY FOR HEALTH AND WELFARE—Continued****Special Consultant**

*We recommend that the proposed EDP special consultant position be replaced with a civil service data processing series position.*

The proposed budget contains \$27,600 for a special consultant position to be established administratively in the current year. According to the agency, the position will be used to provide leadership to the EDP task force in order to enable the existing coordinator to assume more general data processing responsibilities. This approach appears reasonable because of the substantial use of computers within the agency and the potential for a number of major new systems.

However, in our judgment, the title and duties of such a position should be selected from the existing data processing position series rather than using the title "special consultant." The state developed this new series in 1975 after the Legislature funded a project to perform a comprehensive evaluation of state EDP personnel requirements and practices. We believe that establishing a special consultant position for a purpose which is clearly associated with data processing represents an unwarranted deviation from this new series.

**Borrowed Positions**

The budget shows that the agency currently has 18 authorized positions. In addition, the budget proposes that one senior stenographer position established for support operations during fiscal year 1975-76, be continued during the budget year. This position is to be funded by an offsetting adjustment made in consultant and professional services. An additional four new positions are proposed for Electronic Data Processing for a total of 23.

The current number of authorized positions reflects an increase of 10 positions made in the fiscal year 1975-76 budget over the eight positions authorized in fiscal year 1974-75. These 10 positions were to be used by the agency to replace positions which had previously been borrowed from other departments. In the past, we have recommended that positions be budgeted and funded in the agency budget rather than borrowed from other departments within the agency. However, during fiscal year 1975-76, it appears that five of those 18 positions were not filled because they lacked exempt status. Instead, the agency has continued to borrow five exempt positions from other departments. The agency indicates legislation is being prepared to be introduced during this session which will establish the exempt status for these five positions.

In addition to the 18 authorized positions and the five borrowed exempt positions, the agency is also borrowing five positions for the mailroom and business services office. The agency indicates it plans to contract with the Department of Benefit Payments for such services. The Department of Benefit Payments will administer these positions and in turn will contract with other departments in the agency for these positions based on services rendered. The agency estimates such a contract will be completed by February 1, 1976.

**Rural and Migrant Affairs**

In order to display how state dollars and services are currently being used for rural and migrant populations, the budget has drawn together much of the funds for rural and migrant programs currently being administered by departments within the Health and Welfare Agency, Business and Transportation Agency, Agriculture and Services Agency, and Resources Agency. Page 696 of the budget document identifies the dollars available for rural and migrant programs. Funds will continue to be appropriated directly to those departments. However, the budget indicates that in order to improve state services for rural and migrant populations, an Executive Order will designate the Health and Welfare Agency to coordinate all existing activities through a Rural and Migrant Program Coordinator to be appointed by the Governor. At this time, an Executive Order has not yet been prepared nor has a coordinator been designated within the agency. The budget proposes no additional funds for salary or program activities of the coordinator.

**Governor's Office  
SECRETARY FOR RESOURCES**

| Item 29 from the General Fund               | Budget p. 22 |
|---|--------------|
| Requested 1976-77 .....                     | \$783,247    |
| Estimated 1975-76.....                      | 465,981      |
| Actual 1974-75 .....                        | 469,519      |
| Requested increase \$317,266 (68.1 percent) |              |
| Total recommended reduction .....           | \$39,546     |

| SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS  | Analysis page |
|--|---------------|
| 1. Organizational Responsibilities. Withhold recommendation on total budget amount requested pending status of related agencies and functions. | 22            |
| 2. Lake Tahoe Regional Matters. Reduce \$39,546. Recommend deletion of assistant to the Resources Secretary.                                   | 23            |

**GENERAL PROGRAM STATEMENT**

The Secretary for Resources as the administrative head of the Resources Agency, is responsible directly to the Governor for the management of the state's activities relating to the management, preservation and enhancement of California's air, water and land; its natural, wildlife, and recreational resources; and general coordination of environmental programs. The Secretary is a member of the Governor's Cabinet. The Secretary also is responsible for liaison between the Governor's office and the agency's commissions and boards, coordination of state and federal programs, and supervision of departmental fiscal affairs.

The Resources Agency is composed of the following units:  
Department of Conservation



**Governor's Office**  
**OFFICE OF INFORMATION SERVICES**

Item 30 from the General Fund

Budget p. 24

|  |           |
|--|-----------|
| Requested 1976-77 .....                  | \$280,413 |
| Estimated 1975-76.....                   | 283,112   |
| Actual 1974-75 .....                     | 216,545   |
| Requested decrease \$2,699 (1.0 percent) |           |
| Total recommended reduction .....        | \$280,413 |

**SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS**

*Analysis*  
*page*

1. *Eliminate office. Reduce \$280,413.* Recommend deletion of item. 24

**GENERAL PROGRAM STATEMENT**

The Office of Information Services was created by executive order in April 1973 for the purpose of coordinating information activities among state agencies to eliminate duplication of effort and equipment. The office provides tape-recorded news stories by telephone to radio stations, maintains an information office in southern California, conducts professional development workshops for state information officers and advises department administrators on information program planning.

**ANALYSIS AND RECOMMENDATIONS**

*We recommend deletion of the Office of Information Services for an annual General Fund saving of \$280,413.*

The requested budget of \$280,413 is \$2,699 or 1.0 percent below estimated current-year expenditures. The budget narrative indicates that the administration has not yet determined whether there is a continuing need for the Office of Information Services. Therefore, as was the case in the current budget, specifically budgeted positions have been deleted with the equivalent dollars and the authorized eight positions shown as temporary help.

**Continued Need Not Justified**

The functions of the office can be grouped into two broad categories (1) providing overall coordination of information activities and (2) operating the broadcasting center. The office does not become involved in the actual development of information for dissemination. In its capacity as the overseer of the state's public information programs, the office has no real management authority, including coordinating functions over the activities of state information officers and state agencies. For example, the office has no authority to enforce conformance by an information officer or state agency to any standards of quality it might develop. This lack of authority has made the office of little value in achieving efficiencies in the use of state funds by matching an agency's actual public information needs to its available information resources.

The most tangible service provided by the office is its broadcasting of

tape-recorded news releases prepared by state agencies to radio stations over a toll-free telephone line three times daily during weekdays. A random survey of a number of radio stations disclosed that this service is utilized primarily by smaller radio stations. Most of the larger radio stations do not use the service because they generally have contracts with correspondents in Sacramento for their own state government news releases; are able to report in greater depth than is provided by the state information office, and maintain a negative attitude toward what many reporters term "canned government news." The decline in utilization of this free service is largely attributable to this attitude of news reporters and to complaints that government-generated news releases are seldom of either sufficient state program importance or local interest to warrant their use.

We believe the Office of Information Services has failed to demonstrate an ability to impact significantly either the administration of the state's information program or the public's awareness of state government sufficiently to justify its continued funding.

**Governor's Office**  
**OFFICE OF EMPLOYEE RELATIONS**

Item 31 from the General Fund

Budget p. 25

|  |           |
|--|-----------|
| Requested 1976-77 .....                      | \$203,424 |
| Estimated 1975-76.....                       | 90,128    |
| Requested increase \$113,296 (125.7 percent) |           |
| Total recommended reduction .....            | None      |

**GENERAL PROGRAM STATEMENT**

This item supports the Office of Employee Relations which administers the "meet and confer" process prescribed by the George Brown Act. This act requires the state to "meet and confer with representatives of employee organizations upon request and to consider as fully as possible as such representatives deem reasonable" presentations made by the employee representatives before adopting a policy or determining a course of action affecting employees. It also gives employee organizations the right to represent their members in employee relations matters, including grievances.

The employee relations office, staffed with four positions, was established by an executive order in 1973 in the Agriculture and Services Agency. It was transferred to the Governor's Office in the current year. Its activities include (1) representing the Governor in meeting and conferring with employee groups, (2) establishing policies and procedures for conducting an employee relations program in the state under the meet and confer process, (3) providing leadership and guidance to state agencies in employee relations, (4) establishing a communications link between the Governor and the various state agencies on employee relations matters, (5) identifying managerial and supervisory staff and train-

**OFFICE OF EMPLOYEE RELATIONS—Continued**

ing them in employee relations, (6) analyzing and advising the Governor on legislation affecting employee benefits, (7) developing contingency plans for utilization in the event of work stoppages, and (8) establishing procedures for handling employee grievances which are not under the jurisdiction of the State Personnel Board. These types of grievances, which have always been under the jurisdiction of the appointing power, include such things as discretionary salary rates, leaves of absence, working conditions and other employee relations matters. Under the Executive Order (R-25-71) formulated by the previous administration, the agency secretaries have final authority to settle such grievances on an appeal basis.

Other types of grievances may be appealed to the State Personnel Board. Examples of these appealable matters are position classification, layoff procedures, denial of sick leave or merit salary adjustment, appraisal of job performance and job transfer.

**ANALYSIS AND RECOMMENDATIONS**

*We recommend approval.*

The Office of Employee Relations requests \$203,424, which is an increase of 125.7 percent over estimated expenditures of \$90,128 for the current year. This increase reflects three new positions in the budget year (for a total staff of seven) to handle increased workload in the employee relations program. The office reports that it must now meet and confer with more than 110 employee organizations representing approximately 85 percent of the state's workforce, and that membership in such organizations has risen by almost 3,000 in the last year alone. During the past year there has also been an increase in state employee membership in the more traditional, industrial-type employee organizations. The agency secretaries, who are responsible for hearing appeals on grievances not under the jurisdiction of the State Personnel Board, also report a sharp increase in employee grievances in a number of agencies. While precise data are not available on the number of such grievances, those under the jurisdiction of the State Personnel Board have more than doubled in the current year over the past year.

The new positions are proposed to assist (1) in meeting and conferring with a larger number of employee organizations, (2) in developing policies and procedures for handling grievances not within the jurisdiction of the State Personnel Board and (3) in developing training programs in employee relations for managerial and supervisory personnel.

**Governor's Office**  
**OFFICE OF PLANNING AND RESEARCH**

Item 32 from the General Fund

Budget p. 26

|   |           |
|---|-----------|
| Requested 1976-77 .....                   | \$585,069 |
| Estimated 1975-76.....                    | 633,824   |
| Actual 1974-75 .....                      | 462,068   |
| Requested decrease \$48,755 (7.7 percent) |           |
| Total recommended reduction .....         | Pending   |

**GENERAL PROGRAM STATEMENT**

The Office of Planning and Research serves as an umbrella organization for several planning and grant functions. The core program is the administration of state laws pertaining to statewide planning. Other programs are (1) serving as research staff to the Governor in the development of planning policy, (2) administering federal financial assistance programs directed toward improving local planning activities and (3) acting as a clearinghouse for environmental impact reports.

**ANALYSIS AND RECOMMENDATIONS***We defer recommendation.*

The 1976-77 request is for \$585,069, which is a 7.7 percent reduction from the preceding year.

When preparing the 1975-76 budget a year ago, the new administration determined to reexamine the role, purpose and programs of the Office of Planning and Research (OPR). No program was included in the budget submission to the Legislature and no positions were designated. Only a lump sum appropriation was proposed. Between the submission of the Governor's Budget and the conclusion of legislative action on the Budget Bill, the Administration had an opportunity to review OPR's functions and operation. The review was designed to explore new orientations that the office could assume and to define activities which would assist the Governor in formulating planning policies as well as to improve implementation of OPR statutory planning requirements. In the process of review, several new programs were proposed. The review was made by OPR staff, the Department of Finance, federal Department of Housing and Urban Development, Assembly Ways and Means Committee, Senate Finance Committee, and this office. The resulting budget was submitted to the Legislature and approved.

The 1976-77 proposed budget is a continuation of the effort begun in the current year. Several programs have been in operation only a few months. Consequently, insufficient time has elapsed to permit any realistic evaluation. Furthermore, studies now under way which probably will propose new or revised programs or require implementation in the budget year have not been completed. Therefore the 1976-77 budget for OPR lacks much information, clarification and some justification which can be derived more fully later from projects now underway.

In particular, additional information is needed concerning the proposed

**OFFICE OF PLANNING AND RESEARCH—Continued**

work next year on a rural development policy, the development of an environmental data base, the implementation of the current study on urban growth policies, the implementation of revisions in the California Environmental Quality Act, and changes resulting from the evaluation of state permit procedures.

OPR appears to be making progress in its efforts to conduct useful, meaningful and timely studies of program and planning problems. We believe that the best interests of the administration and the Legislature are served by deferring analysis until additional work under OPR's new programs can be evaluated and the needs for next year become more apparent.

**Governor's Office**

**OFFICE OF EMERGENCY SERVICES**

Item 33 from the General Fund

Budget p. 31

|   |             |
|---|-------------|
| Requested 1976-77 .....                     | \$1,721,493 |
| Estimated 1975-76.....                      | 1,959,695   |
| Actual 1974-75 .....                        | 1,952,624   |
| Requested decrease \$238,202 (12.2 percent) |             |
| Total recommended reduction .....           | None        |

**SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS**

*Analysis  
page*

1. Emergency Plans. Recommend Department of Finance study state emergency plans and report to the Joint Legislative Budget Committee by November 1, 1976. 31
2. Information Program. Recommend Office of Emergency Services conduct a more vigorous public information program. 32

**GENERAL PROGRAM STATEMENT**

The Office of Emergency Services coordinates emergency activities necessary to save lives and reduce property losses arising from natural or other disasters in the state. Its mission is carried out under two programs, administration and emergency mutual aid services. The latter has four elements.

1. *Provision and Coordination of Mutual Aid.* This program encourages and coordinates mutual aid agreements between and among various state and local agencies having fire, rescue, law enforcement and communication capabilities and equipment. It also distributes federal surplus equipment and federal and state disaster aid funding. The latter function results from Chapter 290, Statutes of 1974 (The Natural Disaster Assistance Act), which created the Natural Disaster Assistance Fund, abolished certain other funds and made the Director of the Office of Emergency Services responsible for administration of the program.

2. *Development and Utilization of Emergency Communications Systems.* This program maintains a statewide disaster warning system on a 24-hour basis with major control exercised at the Sacramento headquarters. It assists in the development of local communication networks to permit interties between and among state and local fire and law enforcement agencies as well as local civil defense agencies.

3. *Development and Implementation of Emergency Plans.* This program maintains a statewide emergency plan and encourages and assists other agencies and local jurisdictions in the development and periodic updating of compatible local plans. It also administers the Dam Safety Program established by Chapter 780, Statutes of 1972, which directed the owners of certain dams throughout the state to file maps of the downstream areas showing various levels of possible inundation in the event of a total dam failure at both high-pool and low-pool conditions behind the dam.

4. *Management and Maintenance of State Resources.* The state owns a substantial inventory of fire pumper trucks and equipment, rescue trucks and equipment, communications trucks or vans and portable equipment, medical equipment, radiation detection equipment and training equipment, most of which is deployed to local government jurisdictions and other state agencies.

The office engages in special studies under contract with the federal government for which it receives various percentages of federal funding. The federal government contributes about 45 percent of the support costs for the remaining office activities.

#### **ANALYSIS AND RECOMMENDATIONS**

*We recommend approval.*

The Office of Emergency Services (OES) proposes a General Fund expenditure of \$1,721,493, representing a decrease of \$238,202 or 12.2 percent below estimated current-year expenditures. Federal funds and reimbursements produce a total expenditure program of \$34,069,474. Funding sources, dollar and man-year expenditures by program are presented in Table 1.

The decline in federal and General Fund support results primarily from the termination of four federally funded contract programs involving community civil defense planning, local law enforcement communication system coordination, the radiological instrument maintenance program, and a natural disaster preparedness planning program. It is expected that the latter two contracts will be renewed during the budget year. The Governor's Budget shows that \$30,866,122 in federal disaster assistance will be distributed to local government agencies, although the amount of such aid cannot be determined precisely because the cost of damage caused by natural disasters cannot be forecast. Approximately \$13.3 million in such aid was distributed in 1974-75 and an estimated \$25.3 will be allocated in the current year, largely representing final payments on major construction projects necessitated by the Los Angeles earthquake of 1971. The reimbursements reflect a grant from the Law Enforcement Assistance Administration (LEAA), matched with state funds from the Office of

## OFFICE OF EMERGENCY SERVICES—Continued

**Table 1**  
**Budget Summary**

|  | 1975-76<br>Estimated | 1976-77<br>Proposed | Change from<br>Current Year |              |
|--|----------------------|---------------------|-----------------------------|--------------|
|  |                      |                     | Amount                      | Percent      |
| <b>Funding</b>   |                      |                     |                             |              |
| General Fund .....   | \$1,959,695          | \$1,721,493         | \$-238,202                  | -12.2%       |
| Federal funds (support).....   | 1,530,780            | 1,422,212           | -108,568                    | -7.1         |
| Federal funds (local assistance) .....                               | 25,327,925           | 30,866,122          | 5,538,197                   | 21.9         |
| Reimbursements.....  | 419,319              | 59,647              | -359,744                    | -85.8        |
| <b>Total .....</b>   | <b>\$29,237,791</b>  | <b>\$34,069,474</b> | <b>\$4,831,683</b>          | <b>16.5%</b> |
| <b>Program</b>   |                      |                     |                             |              |
| Administration .....   | (\$522,613)          | (\$544,464)         | (\$21,851)                  | (4.2%)       |
| Man-years.....   | 26.1                 | 24.7                | -1.4                        | -            |
| Provision and Coordination of Mutual Aid .....                       | \$26,084,892         | \$31,636,266        | \$5,551,374                 | 21.3         |
| Man-years.....   | 26                   | 27                  | 1                           | -            |
| Development and Utilization of Emergency Communications System ..... | \$1,089,005          | \$988,843           | \$-100,162                  | -9.2         |
| Man-years.....   | 20                   | 15                  | -5                          | -            |
| Development and Implementation of Emergency Plans .....              | \$1,214,947          | \$865,198           | \$-349,749                  | -28.8        |
| Man-years.....   | 39.6                 | 26.7                | -12.9                       | -            |
| Management and Maintenance of State Mutual Aid Resources.....        | \$848,947            | \$579,167           | \$-269,780                  | -31.8        |
| Man-years.....   | 13.2                 | 8.6                 | -4.6                        | -            |
| <b>Total .....</b>   | <b>\$29,237,791</b>  | <b>\$34,069,474</b> | <b>\$4,831,683</b>          | <b>16.5%</b> |
| <b>Man-years.....</b>  | <b>124.9</b>         | <b>102</b>          | <b>-22.9</b>                | <b>-</b>     |

Criminal Justice Planning (OCJP), to conduct a statewide mutual aid training program.

**New Positions**

The office's currently authorized staff of 102 declines to 91.8 positions in the budget year because of the termination of 10.2 limited-term positions which expire June 30, 1976. The Governor's Budget proposes a further reduction of three positions, made possible by organizational consolidation within OES and an increase of 15.2 positions for a net increase of 12.2 positions or a total authorized staff of 104. After deducting the equivalent of two man-years for salary savings, the budget proposes a total of 102 man-years, as shown in Table 1. Positions for the radiological instrument maintenance and natural disaster preparedness programs will probably be administratively added to this total in the budget year when the contract grants are renewed. The 15.2 new positions are as follows:

1. Continuation of 2.2 of 11 positions which were added administratively in the current year for the federal radiological instrument maintenance program for the months of July, August and September 1976. This contract expires September 30, 1976 at which time it will probably again be renewed administratively with 100 percent federal reimbursement.
2. Continuation of the 3.2 positions which were added administratively in the current year plus an additional 1.8 positions to revise the

- California Emergency Plan and to implement, pending legislative authority, a federal program to provide grants directly to individuals and families victimized by natural disasters. These positions are 100 percent federally reimbursable and are limited to a 30-month term.
3. One senior coordinator to direct OES's participation in "Firescope," a program designed to improve the management of resources in large, multi-agency wildland fire situations, primarily in southern California. This position has been added administratively in the current year and receives 50 percent federal reimbursement.
  4. Two positions to be transferred from the Department of Health, to coordinate emergency medical mutual aid at the regional level. These positions are funded 50 percent by the Department of Health and 50 percent by the federal government.
  5. Two senior coordinators and one stenographer to conduct a state-wide mutual aid training program with state and local law enforcement agencies. These positions are limited to February 28, 1977, and are funded 90 percent by LEAA and 10 percent by OCJP.
  6. One senior emergency operations planner plus one man-year of temporary help to complete earthquake and dam safety planning begun with four technical and two clerical positions that had been administratively added. These positions are limited to June 30, 1977.

#### **Major Equipment**

The budget includes \$192,000 to replace three obsolete fire pumper trucks. In 1953, the state acquired a 100-truck fleet of pumper trucks with federal funds and assigned them to local fire departments throughout the state to combat major fire disasters on a mutual aid basis. Replacement of these trucks began in 1964 at 100 percent state cost. The three new trucks proposed for the budget year will complete the replacement cycle. The administration is reviewing the policy of continuing the replacement program in future years.

#### **Study of Emergency Plans**

*We recommend that the department conduct a comprehensive study of certain state emergency plans and report to the Joint Legislative Budget Committee by November 1, 1976.*

One of the functions of OES is to assist other state agencies and local governments in the preparation, review and updating of emergency plans. In a July 1975 program review of the Military Department, the Department of Finance found a "lack of specification" in the State Emergency Plan prepared by OES regarding the use of the National Guard in emergency situations. The review also disclosed that not all of the emergency plans prepared by the Military Department are current, specific or coordinated with other jurisdictions and that the department's existing planning effort emphasizes civil disorder emergencies at the expense of developing other plans relating to natural disasters such as earthquakes.

Because of questions regarding the emergency plans prepared by OES and the Military Department and the coordination of these plans with those of other agencies, we believe a more in-depth study than was provided in the program review is warranted. We therefore recommend that



**OFFICE OF EMERGENCY SERVICES—Continued**

the program evaluation unit of the Department of Finance conduct a comprehensive study, focusing on the currency and adequacy of the state's emergency plans relating to natural disasters and report with recommendations to the Joint Legislative Budget Committee by November 1, 1976. This study should include an assessment of the existing natural disaster emergency plans of state agencies, particularly those of OES and the Military Department, the coordination of the plans with other state agencies and with other levels of government (especially local government), and specific recommendations to improve the state's development and administration of emergency plans.

**Public Information**

*We recommend that the Office of Emergency Services conduct a more vigorous public information program.*

Section 8570 of the Government Code grants OES broad powers for dealing with state emergencies, including the authority to institute information programs, advising the public on how to respond to emergency situations. We find that OES has a limited view of its public information responsibilities. For example, it has developed plans for evacuating people who would be endangered by a nuclear reactor accident, but it does not intend to inform residents in the endangered areas about the plan's existence or give them specific instructions to implement the plan on the basis that these are responsibilities of local government. Our discussions with a number of local officials indicate that civil defense and natural disaster planning activity receives low priority relative to other local governmental functions.

We believe that unless citizens are informed of emergency plans and precautions that should be taken to minimize danger and hardship in the event of a natural disaster these plans have minimum value. We therefore recommend that OES address this need by improving its own information program and enlisting greater support in this area from local government agencies.

## OFFICE OF THE LIEUTENANT GOVERNOR

Item 34 from the General Fund

Budget p. 36

|  |           |
|--|-----------|
| Requested 1976-77 .....                    | \$607,269 |
| Estimated 1975-76.....                     | 551,276   |
| Actual 1974-75 .....                       | 490,833   |
| Requested increase \$55,993 (10.2 percent) |           |
| Total recommended reduction .....          | None      |

**GENERAL PROGRAM STATEMENT**

The Lieutenant Governor is elected pursuant to the California Constitution to serve concurrently with the Governor. He assumes the responsibilities of chief executive in the absence of the Governor and serves as presiding officer of the Senate, voting only in the case of a tie. In addition to serving on numerous commissions and task forces, the Lieutenant Governor is a member of the Regents of the University of California and the Board of Trustees of the California State University and Colleges.

**ANALYSIS AND RECOMMENDATIONS**

*We recommend approval.*

The proposed budget increase of \$55,993 is primarily for operating expenses and equipment. An increase of \$12,177 is requested to fund higher communications expenses associated with a revised telephone system and a greater volume of telephone calls and correspondence. An increase of \$9,400 in the facilities operations category represents the rental charge imposed on all offices occupying space on the first floor of the East Wing of the Capitol Building. A rental charge was not assessed in past years when the Lieutenant Governor's office occupied space on the second floor of the West Wing.

The budget also proposes an increase of \$26,000 in consultant and professional services to reimburse the California Highway Patrol budget for costs of an officer assigned to drive and protect the Lieutenant Governor. In past years, the patrol has not been reimbursed for this expense.

**COMMISSION OF THE CALIFORNIAS**

Item 35 from the General Fund

Budget p. 37

|  |          |
|--|----------|
| Requested 1976-77 .....                  | \$68,983 |
| Estimated 1975-76.....                   | 65,073   |
| Actual 1974-75 .....                     | 50,862   |
| Requested increase \$3,910 (6.0 percent) |          |
| Total recommended reduction .....        | \$9,660  |

**SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS**

*Analysis  
page*

- 1 *Executive Director. Reduce \$9,660. Recommend return to salary level of former executive officer.* 34
- 2. Commission Headquarters. Recommend closure of Sacramento office and reopening of San Diego office. 35
- 3. Contract Review. Recommend the commission comply with contract review regulations. 35

**GENERAL PROGRAM STATEMENT**

The Commission of the Californias was established in 1964 to promote favorable economic and cultural relations with the States of Baja California and Baja California Sur of the Republic of Mexico. Chapter 965, Statutes of 1975, (AB 249) effective January 1, 1976, required the commission to expand its efforts into furthering educational relations and increased the size of the commission to 18 members by adding the Lieutenant Governor to the seven public members and 10 legislative members. The main purpose of the commission is to improve relations between the communities of northern Mexico and those in southern California and to seek cooperation on mutually beneficial programs and projects. The commission has an authorized staff of two positions.

**ANALYSIS AND RECOMMENDATIONS**

**Executive Director's Salary**

*We recommend a reduction of \$9,660 in the executive director's salary.*

Effective May 1, 1975, the commission's executive officer was administratively reclassified to executive director and given an annual salary increase which, after a 4.9 percent salary increase on July 1, 1975, amounted to \$10,608 (from \$19,236 to \$29,844). The conference committee on the Budget Act of 1975 augmented the commission's 1975-76 budget by \$7,500 for adjustments in salaries and travel expenses.

The commission serves largely a ceremonial function in that it seeks to promote goodwill and ensure amicable relations with top officials in Mexico, primarily through periodic meetings on both sides of the border. The commission has no substantive program responsibilities, but seeks to provide channels of communication between other California state agencies and those of Mexico. We believe that the nature of the commission's work does not justify an executive director salary which approximates, for example, that of the director of the Office of Emergency Services who heads

a major statewide program with a budget of \$34 million and 102 positions, the director of Housing and Community Development and the State Fire Marshal who has extensive regulatory powers. We believe that the \$19,236 salary of the former executive officer is more commensurate with the responsibilities of the current executive director position. We therefore recommend that the salary for this position be returned to its former level (adjusted for a 4.9 percent increase on July 1, 1975) for an annual General Fund savings of \$9,660, plus a reduction in related staff benefits.

#### **Commission Headquarters**

*We recommend that the commission close its Sacramento office and reopen the San Diego office.*

Because its geographical area of concern is primarily southern California and northern Mexico, the commission has historically been headquartered in San Diego. The 1975-76 budget provided \$1,498 for support of the San Diego office, but since May 1975 that office has been closed, the clerical employee released and the commission office moved to rent-free space in Sacramento supplied by the Commission for Economic Development. The stated justification for this action was the need to be convenient to the Legislature and the Lieutenant Governor who serves as the commission chairman.

The commission has experienced no difficulty in the past communicating with either its legislative members (eight of whom represent southern California districts) or the Lieutenant Governor. We therefore believe the commission could better serve its mandate by closing its Sacramento office and returning to San Diego where it could be more immediately aware of and involved in its mission.

#### **Contract Review**

*We recommend that the commission comply with pertinent contract review regulations.*

Section 1208 of the State Administrative Manual requires that contracts for consultant or personal services have prior State Personnel Board (SPB) approval. In determining the validity of contracting for work outside the civil service system, the board's staff is required to make a finding that "the services are so urgent, temporary, special and highly technical that the work could not properly be performed by resorting to civil service procedures." Certain contracts are exempted from the requirement to obtain SPB prior approval. Among these are contracts relating to specific services (training consultants, lecturers, medical doctors or hearing reporters), contracts between state agencies and contract revisions amounting to less than \$5,000.

On October 15, 1975, the commission contracted with a private individual for certain consultant and administrative services for four months at a cost of \$400 per month. On June 23, 1975, the commission contracted with the United States International University in San Diego for assistance in the planning and management of the commission-sponsored Border Cities Leadership Conference for a fixed fee of \$1,800. These contracts were not transmitted to SPB for review, even though their nature did not qualify them for exemption from SPB approval. SPB staff advises that

**COMMISSION OF THE CALIFORNIAS—Continued**

approval of these contracts would not have been granted because the services could have been provided through employment of a temporary civil service position. We recommend that the commission comply with the contract review regulations of the State Administrative Manual.

**DEPARTMENT OF JUSTICE**

Items 36-38 from the General Fund, Item 39 from the Peace Officers' Training Fund, and Item 40 from the Motor Vehicle Account, State Transportation Fund

Budget p. 39

|  |              |
|--|--------------|
| Requested 1976-77 .....                      | \$56,070,084 |
| Estimated 1975-76.....                       | 52,530,953   |
| Actual 1974-75 .....                         | 43,041,797   |
| Requested increase \$3,539,131 (6.7 percent) |              |
| Total recommended reduction .....            | \$21,248     |

**1976-77 FUNDING BY ITEM AND SOURCE**

| Item | Description              | Fund   | Amount       |
|------|--------------------------|--|--------------|
| 36   | Department Support       | General Fund                                       | \$46,774,844 |
| 37   | Fingerprint Fees         | Fingerprint Fees, General Fund                     | 2,435,112    |
| 38   | Antitrust                | Attorney General's Antitrust Account, General Fund | 1,290,705    |
| 39   | Advanced Training Center | Peace Officers' Training Fund                      | 176,045      |
| 40   | Department Support       | Motor Vehicle Account, State Transportation Fund   | 5,393,378    |
|      |                          |  | \$56,070,084 |

**SUMMARY OF MAJOR ISSUES AND RECOMMENDATIONS**

*Analysis page*

1. *Advanced Training Center. Reduced by \$21,248 (from Item 36 and partially from Item 39). Recommend reduction for special agent overtime.* 44
2. *Antitrust Program. Recommend transfer of \$97,385 (Item 38) from consultant services to personnel services and other operating expense categories to allow Attorney General to hire three attorneys rather than employ consultants.* 44
3. *Automated Criminal Justice History. Withhold recommendation on 44 proposed General Fund positions (Item 36) pending specified report.* 45

**GENERAL PROGRAM STATEMENT**

The Department of Justice, under the direction of the Attorney General who is the chief law enforcement officer in the state, provides legal and law enforcement services to state and local agencies. Departmental func-