

RECOMMENDATIONS

| | |
|--|---------|
| Amount budgeted ----- | \$1,000 |
| Legislative Auditor's recommendation ----- | 1,000 |
| Reduction ----- | None |

CALIFORNIA HIGHWAY PATROL

ITEM 143 of the Budget Bill

Budget page 436
Budget line No. 23

For Support of California Highway Patrol From the Motor Vehicle Fund

| | |
|---|--------------|
| Amount requested ----- | \$10,175,498 |
| Estimated to be expended in 1950-51 Fiscal Year ----- | 9,069,851 |
| Increase (12.2 percent) ----- | \$1,105,647 |

Summary of Increase

| | Total increase | INCREASE DUE TO | | Budget page | Line No. |
|-------------------------------------|--------------------|------------------------------------|------------------|----------------|-------------|
| | | Work load or salary adjustments | New services | | |
| Salaries and wages ----- | \$560,889 | \$104,705 | \$456,184 | 442 | 42 |
| Operating expense ----- | 388,638 | 243,603 | 145,035 | 442 | 43 |
| Equipment ----- | 153,105 | —123,585 | 276,690 | 442 | 44 |
| Plus: | | | | | |
| decrease in reimburse ment ----- | 3,015 | 3,015 | --- | 442 | 48 |
| Total increase ---- | \$1,105,647 | \$227,738 | \$877,909 | | |

RECOMMENDATIONS

| | |
|--|--------------|
| Amount budgeted ----- | \$10,175,498 |
| Legislative Auditor's recommendation ----- | 9,327,391 |
| Reduction ----- | \$848,107 |

ANALYSIS

The proposed budget request for support of the California Highway Patrol for the fiscal year 1951-52 is \$10,175,498. This is an increase of \$1,105,647, or 12.2 percent, over the amount requested for the Fiscal Year 1950-51.

The justification given for this increase is:

“This increase is due mainly to a very necessary increase in the agency’s uniformed structure. Vehicle registrations and vehicle miles have increased sharply over previous years and are expected to increase still more. The present structure cannot properly cope with current conditions.”

A similar justification has been given for each fiscal year since the separation of the California Highway Patrol from the Department of Motor Vehicles in 1948.

Our recommended reduction of \$848,107 is the total estimated cost for salaries and wages, operating expenses and equipment of an additional 14 lieutenants, 10 sergeants, 100 state traffic officers and corresponding clerical help. *We recommend that no additional patrolmen be allowed until sufficient justification is furnished to prove their effectiveness in the further prevention and decrease of accidents.*

Comparative Statistics, California Highway Patrol

TABLE I

| | <i>Actual</i> 1946-47 | <i>Estimated</i> 1950-51 | <i>Proposed</i> 1951-52 | <i>Percentage</i> <i>increase</i> <i>over</i> 1950-51 |
|--|--------------------------|-----------------------------|----------------------------|--|
| Expenditures for support----- | \$5,256,032 | \$9,009,851 | \$10,175,498 | 12.2 |
| Number of traffic officers*----- | 778 | 1,165 | 1,265 | 8.6 |
| Number of motor vehicle registrations ----- | 3,850,535 | 5,088,833 | 5,334,705 | 4.8 |

* Does not include supervisory personnel.

TABLE II

Estimated Vehicle Miles Driven by Motorists in California

| 1946 | 1947 | 1948 | 1949 | 1950 | 1951 |
|-------------|-------------|-------------|-------------|-------------|-------------|
| 185,845,215 | 209,023,222 | 216,308,557 | 225,826,096 | 254,000,000 | 263,000,000 |

Table I shows an increase of 72.6 percent in expenditures for the Fiscal Year 1950-51 as compared to 1946-47. The proposed estimated expenditures for support of the California Highway Patrol for the 1951-52 Fiscal Year are \$10,175,498. This is an increase of \$4,919,466, or 93.6 percent over the actual amount spent in the 1946-47 Fiscal Year.

Increase in Traffic Officer Positions and Automobiles

In March, 1948, when the patrol was separated from the Department of Motor Vehicles, there were 616 filled traffic officer positions. As of October 24, 1950, there were 1,165 traffic officer positions, an increase of 549 officers or 89 percent. The proposed number of traffic officers for the 1951-52 Fiscal Year is 1,265. This is an increase of 62.6 percent over the number in the 1946-47 Fiscal Year. The increase in motor vehicle registrations for the same period was only 32.1 percent. Estimated motor vehicles driven in 1950 as compared with 1946 is an increase of only 36.7 percent.

The clerical staff has been increased considerably. This has relieved many patrolmen of office duty which has materially increased the patrol activity. A change in law at the last session of the Legislature relieved the patrol of warrant service duty which required the full time of 45 officers. Brief service for the Division of Drivers Licenses of the Department of Motor Vehicles has been done by the highway patrol, with the full time of 18 patrolmen required for this function. This duty is to be taken over by the Department of Motor Vehicles. As an indication of the increased opportunity for greater patrol duty since March, 1948, to October, 1950, the number of patrol cars has increased from 424 to 671 or 58 percent.

Modernization of Radio Communications

The modernization of the radio communications system, at a cost of over one-half million dollars, was approved for the express purpose of increasing the effectiveness of patrol.

The following table shows the estimated expenditures for the 1949-50 and 1950-51 Fiscal Years:

TABLE III
Estimated Expenditures From Budget Act Appropriation
Modernized Radio Communications System (MVF)

| | 1949-50 | | 1950-51 | |
|--|---------|------------------|---------|------------------|
| | Units | Amount | Units | Amount |
| Area and secondary stations----- | 20 | \$20,000 | 50 | \$50,000 |
| Remote control units for local jurisdictions_ | 20 | 5,000 | 5 | 1,250 |
| A. C. secondary station receivers----- | 10 | 2,600 | 10 | 2,600 |
| Conversion of existing receivers----- | 100 | 15,000 | -- | --- |
| Conversion of existing secondary receivers_ | -- | 450 | -- | --- |
| Standby power plants for secondary stations_ | 5 | 2,500 | 5 | 2,500 |
| Vaults, buildings and power lines for second- ary stations----- | -- | 5,000 | -- | 5,000 |
| Mobile transmitters----- | 235 | 67,000 | -- | --- |
| Conversion of existing mobile transmitters_ | 440 | 6,600 | -- | --- |
| Mobile receivers----- | 642 | 166,920 | -- | --- |
| Transmitter-receiver units for motorcycles_ | -- | --- | 325 | 133,500 |
| Total equipment costs----- | | \$291,070 | | \$194,850 |
| Installation costs----- | | 19,857 | | 27,235 |
| Total----- | | \$310,927 | | \$222,085 |

Apart from the capital outlay expenditures above, radio maintenance and supplies costs have increased from \$40,441 in the 1947-48 Fiscal Year to an estimated \$145,600 for the 1950-51 Fiscal Year. This is an increase of \$105,159, or 260 percent. The request for the 1951-52 Fiscal Year is \$293,070, an increase of \$147,470, or 101.3 percent over the estimated amount for 1950-51 Fiscal Year.

Mileage of the State Highway System

The following table shows highway mileage as of June 30, 1944, to June 30, 1951, and indicates no substantial recent increase:

| Date | Outside cities | Inside cities | Total |
|---------------------------|----------------|---------------|-----------|
| June 30, 1944----- | 12,830.31 | 1,063.02 | 13,893.33 |
| June 30, 1946----- | 12,817.63 | 1,073.95 | 13,891.58 |
| June 30, 1947----- | 12,782.89 | 1,091.03 | 13,873.92 |
| June 30, 1948----- | 12,815.56 | 1,154.57 | 13,970.13 |
| June 30, 1949----- | 12,816.20 | 1,178.01 | 13,994.21 |
| June 30, 1950----- | 12,794.02 | 1,204.62 | 13,998.64 |
| June 30, 1951 (est.)----- | 12,795.00 | 1,205.00 | 14,000.00 |

Powers and Duties of the Highway Patrol

Chapter 2, Section 139.24, of the Motor Vehicle Code provides that the commissioner shall administer and enforce Divisions 9 to 11, inclusive, of the code and shall enforce all other laws regulating the operation and use of vehicles and the use of the highways. Division 9 relates to traffic laws, Division 10 relates to equipment and Division 11 of the code defines size, weight and loading limits for vehicles.

The primary objective of the endeavor to enforce traffic laws on the highways is to prevent accidents. To accomplish this objective, traffic safety educational programs are presented to the public by radio, motion pictures, signs, talks to public groups, newspaper and magazine articles and drivers' courses in the schools. Actual patrol of the highways is done by traffic officers who issue warnings and citations to violators.

Equipment used on cars, such as headlights, spotlights, brakes, signal devices, et cetera, are subject to the inspection and approval of the highway patrol. Any person or persons wishing to offer for sale any new equipment which has not been inspected and approved by the highway patrol must submit such devices to the patrol for said purpose. Equipment which has been approved and is being operated on cars, such as headlights and brakes, are subject to inspection at any time by highway patrolmen to ascertain if the equipment is faulty. These inspections are made for the purpose of accident prevention.

The code regulates the size, weight and loading of vehicles traveling on the highways. Patrolmen are assigned to enforce these regulations. Vehicles that do not meet size requirements must obtain special permits to move on the highways. Vehicles that are overloaded or incorrectly loaded are subject to fines. Trucks are weighed on state-owned scales or special weighing devices furnished the patrol detail. Enforcement of this division of the code is to prevent accidents and the physical destruction of our highway system.

Standards for Adequate Patrol Force

In order to be able to determine the size and type of patrol force necessary to enforce the provisions of the Motor Vehicle Code various areas of study are involved. Studies should be made designed to:

1. Determine the most effective method of reducing those accidents which are preventable and due to negligence.
2. Ascertain if more highways are needed to relieve congestion and the extent to which more miles of highways and different types affect the accident ratio.
3. Determine what percentage of accidents are caused by repeaters.
4. Determine if the percentage of accidents per miles driven are less in areas where fines are more severe and where courts are less lenient on dismissals.
5. Determine court actions on citations issued by the patrol, tabulate results for comparison by districts to evaluate the effectiveness of increase or decrease in staff.
6. Establish a minimum ratio or percentage of accidents which could be considered a stopping point beyond which additional patrolmen would not justify the cost.

It must be borne in mind that the Highway Patrol is only one of a number of agents or methods which is effective in reducing accidents. Beyond a certain point greater effectiveness may be secured by spending the highway user taxes for alternative prevention programs. Despite the increase in accidents there is no evidence that any broad gauge study of this problem is being made today. The basis for the budget request of the Highway Patrol for 1951-52 was merely that accidents are plentiful and 200 patrolmen is the maximum that can be trained in one year. Discussions with the Commissioner of the Highway Patrol on this subject have brought the flat admission that the early recognition of danger spots in the highway system is a primary consideration. This problem has been accentuated by the rapid conversion of what were yesterday peaceful county roads into traffic laden arterials daily carrying suburbanites from their mushrooming new homes in the "bedroom" suburban areas

into the cities to work. Every suburbanite knows of the intersections that are potential killers, and admittedly so does the Highway Patrol long before adequate measures are taken to install equipment needed to prevent serious accidents. The problem, according to the Commissioner, is that the Highway Patrol does not have the authority to demand that proper steps be taken. The responsibility is rested in the highway administrators, who in turn rely on traffic counts for evidence of danger. This measure, while useful and necessary, is obviously inadequate, as the ultimate statistics of accidents on rural roads will show. This extremely serious problem is one which deserves legislative consideration along with the size of the Highway Patrol. Increased effectiveness secured in this manner is far less costly than merely increasing the size of the force.

The Commissioner of the Highway Patrol has estimated his needs for the next five years to be an increase of 1,000 traffic officers to his present staff of 1,165. If this request were granted, the over-all cost for support of the Highway Patrol would approximate \$20,000,000 annually. We recommend that no further additions be made to the Highway Patrol until the aforementioned studies have been made and the results of these studies presented to the Legislature.

At present, the California Highway Patrol has the largest force assigned to highway patrol duties of any state in the Nation as indicated in the following table:

TABLE V
Size and Type of State Police and Highway Patrol Forces
(1949 or Most Recent 12 Months Total)

| | <i>General police</i> | <i>Highway patrol</i> | <i>Total</i> | <i>Gen. police powers</i> |
|--------------------|---------------------------|---------------------------|--------------|-------------------------------|
| 1. California | --- | 1,785 | 1,785 | (F) |
| 2. Pennsylvania | 944 | 1,026 | 1,970 | Yes |
| 3. New York | 844 | --- | 844 | Yes |
| 4. Texas | 470 | 523 | 993 | Yes |
| 5. Illinois | 783 | --- | 783 | Yes |
| 6. Michigan | 766 | --- | 766 | Yes |
| 7. New Jersey | 549 | --- | 549 | Yes |
| 8. Virginia | 517 | --- | 517 | Yes |
| 9. North Carolina | 511 | --- | 511 | Yes |
| 10. Massachusetts | 500 | --- | 500 | Yes |
| 11. Indiana | 497 | --- | 497 | Yes |
| 12. Connecticut | 492 | --- | 492 | Yes |
| 13. Ohio | 492 | --- | 492 | No |
| 14. Washington | 415 | --- | 415 | Yes |
| 15. Georgia | 378 | --- | 378 | Yes |
| 16. Oklahoma | 376 | --- | 376 | Yes |
| 17. Alabama | 361 | --- | 361 | Yes |
| 18. Missouri | --- | 358 | 358 | Yes |
| 19. Oregon | 358 | --- | 358 | Yes |
| 20. Maryland | 343 | --- | 343 | Yes |
| 21. Tennessee | 332 | --- | 332 | No |
| 22. South Carolina | 332 | --- | 332 | Yes |
| 23. Louisiana | 330 | --- | 330 | Yes |
| 24. Kentucky | --- | 264 | 264 | Yes |
| 25. West Virginia | 262 | --- | 262 | Yes |
| 26. Iowa | --- | 260 | 260 | Yes |
| 27. Florida | 257 | --- | 257 | (F) |
| 28. Colorado | --- | 234 | 234 | No |
| 29. Minnesota | --- | 179 | 179 | No |
| 30. Mississippi | --- | 178 | 178 | Yes |
| 31. Florida | 153 | --- | 153 | Yes |
| 32. Nebraska | --- | 152 | 152 | No |

TABLE V—Continued
Size and Type of State Police and Highway Patrol Forces

| | General police | Highway patrol | Total | Gen. police powers |
|--------------|-------------------|-------------------|-------|-----------------------|
| 33. Maine | 145 | --- | 145 | Yes |
| 34. Arkansas | 125 | --- | 125 | Yes |
| 35. Kansas | --- | 120 | 120 | Yes |
| 36. Arizona | --- | 101 | 101 | No |

Remaining 12 states are less than 100.

(F) Limited police powers.

California's death rate per 100,000,000 vehicle miles is below the national average and is 29th in the Nation. The following table shows those states with a higher death rate than California's for the year 1948 :

TABLE VI

| State | M. V. deaths per 100,000,000 vehicle miles | Rank |
|----------------|--|------|
| Nevada | 12.1 | 1 |
| Arizona | 12.0 | 2 |
| Alabama | 12.0 | 3 |
| South Carolina | 11.5 | 4 |
| New Mexico | 11.4 | 5 |
| Wyoming | 10.9 | 6 |
| Arkansas | 10.4 | 7 |
| Georgia | 10.4 | 8 |
| Utah | 10.2 | 9 |
| Tennessee | 10.4 | 10 |
| Louisiana | 9.8 | 11 |
| Idaho | 9.7 | 12 |
| West Virginia | 9.6 | 13 |
| Mississippi | 9.5 | 14 |
| Virginia | 9.0 | 15 |
| Indiana | 8.9 | 16 |
| Florida | 8.9 | 17 |
| Texas | 8.5 | 18 |
| Illinois | 8.4 | 19 |
| Kentucky | 8.5 | 20 |
| Oklahoma | 8.4 | 21 |
| Colorado | 8.4 | 22 |
| Delaware | 8.3 | 23 |
| Wisconsin | 8.3 | 24 |
| Ohio | 8.2 | 25 |
| Kansas | 8.2 | 26 |
| Michigan | 7.9 | 27 |
| North Carolina | 7.9 | 28 |
| California | 7.8 | 29 |

The number of accidents tends to increase with increase in vehicle miles in urban areas as in rural areas. This fact seems to indicate that congestion is a major factor in the problem of accident prevention. As stated by Mr. Frank C. Balfour, Division of Highways, before the planning section of the Commonwealth Club on September 1, 1950, "I am sure you planners and developers realize equally as well as the Highway Engineer that we have just reached the point in California where there are too many vehicles for the roads."

It has been proven that new types of highways, such as expressways and freeways, are safer than the conventional type, and that the accident rate is decreased tremendously on these new types of highways; for

example, the completed section of the Bayshore Freeway carries from 30,000 to 35,000 vehicles per day. The accident rate on this-freeway is now 0.6 per million vehicle miles. The 1948 accident rate on the Bayshore Highway through San Mateo was 13.17 per million vehicle miles.

Another important consideration in approving the request of the Highway Patrol for additional officers for traffic control for the year 1951-52 is the probable effect of the present defense emergency upon this program. All of the consequences of an intensive defense production period cannot, of course, be anticipated but some consequences related to highway use and traffic seem to be almost a certainty and are taken into account in other respects in budget policy for 1951-52. Some of them are :

1. Automobile production and new automobile registration will be limited in 1951-52. This will slow down the estimated rate of increase and may actually reduce the number of registered vehicles.
2. The number of vehicle-miles may be greatly reduced for 1951-52, if not by actual rationing of gasoline and tires, at least by voluntary conservation of these essential resources and by reduced pleasure driving. Already the National Government has taken steps to conserve tires and has stated that gasoline rationing may be only months away.
3. In the light of present conditions it is doubtful that eligible and qualified personnel can be recruited and trained for the expansion program requested by the Highway Patrol. In any event manpower needs are much more likely to be for production and general law enforcement than for highway traffic patrol.

Conclusion

We recommend that no money be appropriated for additional patrolmen until the aforementioned studies are completed and the facts fully justify expending funds in this way compared to alternative programs for decreasing accidents.

DEPARTMENT OF INDUSTRIAL RELATIONS

ITEM 144 of the Budget Bill

Budget page 448
Budget line No. 49

For Support of Department of Industrial Relations From the General Fund

| | |
|---|------------------|
| Amount requested ----- | \$4,060,247 |
| Estimated to be expended in 1950-51 Fiscal Year ----- | 3,827,131 |
| Increase (6.1 percent) ----- | \$233,116 |

Summary of Increase

| | Total increase | INCREASE DUE TO | | Budget page | Line No. |
|--|-------------------|------------------------------------|------------------|----------------|-------------|
| | | Work load or salary adjustments | New services | | |
| Salaries and wages ----- | \$117,538 | \$8,079 | \$109,459 | 453 | 9 |
| Operating expense ----- | 42,381 | 14,284 | 28,097 | 453 | 10 |
| Equipment ----- | 18,356 | -4,935 | 23,291 | 453 | 11 |
| Plus: | | | | | |
| Decrease in payment from federal grants ----- | 54,841 | 54,841 | --- | 454 | 37 |
| Total increase ----- | \$233,116 | \$72,269 | \$160,847 | | |