

State Treasurer—Continued

The positions of assistant state treasurer and his senior stenographer-clerk were added by executive action in January, 1957. We recommended against these positions in our analysis of the 1957-58 budget request. The retention of the assistant state treasurer was asked for to assist in preparing special materials surrounding increased offering of bonds and the work involving the reorganization of the office following statutory changes in the investment functions of the office. The temporary justification for this position has been removed and we again recommend its elimination, together with the position established to provide necessary clerical assistance to it.

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DEPARTMENT OF THE CALIFORNIA HIGHWAY PATROL

ITEM 132 of the Budget Bill

Budget page 305

FOR SUPPORT OF THE CALIFORNIA HIGHWAY PATROL FROM THE MOTOR VEHICLE FUND

Amount requested	\$28,162,109
Estimated to be expended in 1958-59 Fiscal Year	25,839,796
Increase (9.0 percent)	\$2,322,313

TOTAL RECOMMENDED REDUCTION..... \$623,568

GENERAL SUMMARY

The principal duties of the California Highway Patrol are to enforce the traffic laws and the statutes pertaining to equipment, size, weight and loading of motor vehicles. The Commissioner of the Highway Patrol is required to make "adequate provision for patrol of the highways at all times of the day and night." The patrol is a quasi-military organization which operates through a military command structure. It differs from modern military organizations in that the rank and file of traffic officers are career personnel who will ordinarily spend about 30 years with the organization. These men operate with a minimum of immediate supervision.

Members of the Highway Patrol have the powers of peace officers under the following conditions only:

- "(1) When in pursuit of any offender or suspected offender,
- "(2) To make arrests for crimes committed in their presence or upon any highway."

The definition of "highway" applicable is neither that of common speech, which distinguishes between main traveled routes and byways, nor is it the public works definition which distinguishes state-built and maintained routes from county roads. " * * * 'highway' is a way or place, of whatever nature, publicly maintained and open to the use of the public for purposes of vehicular travel." (Vehicle Code Section 81.) This covers over 80,000 miles of state highways, streets in suburban real estate developments, and rural roads.

Organization

Administration. The Sacramento headquarters consists of the Administration Division with a staff of 111, the Field Operations staff of

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5, and Technical Services with a staff of 128. The Training Academy on the southern edge of Sacramento has a staff of 37. In-service training and refresher courses in such fields as commercial enforcement and supervision are given when classes for cadets are not in session.

Operations. The Field Operations portion of the patrol, which is the organizational instrument for carrying out the responsibilities assigned to the patrol by code, is organized on a state-wide basis as follows: (a) three zones, each under command of a supervising inspector; they are designated as the Coastal, Southern and Valley zones; (b) 14 districts are active, each under the command of a traffic inspector; (c) the 57 area commands correspond closely to the county organization of the State; 53 of the area commands are assigned to captains; four are assigned to lieutenants; within certain of the areas, the Commissioner has established substations and resident officers; there are now 25 substations; a 26th is contemplated in the budget year.

The Coastal Zone has a uniformed force of 742. The Southern Zone has a force of 1,020. The Valley Zone has a force of 776. There are in addition 466.5 clerks, telephone and teletype operators, janitors, automotive servicemen and other civilians.

ANALYSIS

Summary of Reductions

Salaries		Budget		
		Amount	Page	Line
2	Supervising traffic inspectors -----	\$25,200	306	49, 59
7	Traffic inspectors -----	75,600	306	50, 55, 60
2	Lieutenants -----	13,344	306	69
106	Traffic officers -----	489,192	306	72
6	Clerks, research and development -----	20,232	307	44
Recommended reduction -----		\$623,568		

Summary of Budgetary Recommendations

1. *Reduce supervisory personnel to provide a more effective means of communication.* Abolish two supervising traffic inspector and seven traffic inspector positions, eliminating zone level of command, and reducing the supervising traffic inspectors assigned to field operations from three to one. Reduce number of districts from 14 to eight, and eliminate one traffic inspector position at headquarters.

Under the reorganization proposed above, seven area commanders will then report to each inspector at district level; eight inspectors will report to the assistant commissioner and his deputy, a supervising inspector. The average radius of supervision for each inspector will be approximately 80 miles from his headquarters. This recommendation will permit retention of two inspectors and two supervising inspectors at headquarters, unless one is moved to the main Los Angeles office.

Field Operations Structure

Present	Proposed
1 Assistant commissioner	1 Assistant commissioner
3 Supervising Inspectors, Zone commanders	1 Supervising inspector
14 Inspectors	8 Inspectors
District commanders	District commanders
53 Captains	
4 Lieutenants	57 Captains and lieutenants
Area commanders	Area commanders

California Highway Patrol—Continued

We believe this will effectively strengthen administration of the patrol by more direct contact between the field and headquarters. It will result in an immediate saving of \$100,800 with approximately an equal amount saved in reduction of zone and district staffs.

2. *Disallow request for two additional lieutenants.* It is our understanding the the rank of lieutenant was added in the 1950-51 Budget to assist captains in supervision and to replace captains as officers in command of the smaller area commands. The patrol now proposes to place a lieutenant in charge of each substation and to furnish lieutenants as aides to certain headquarters staff personnel. There are now 45 lieutenant positions. The department finds 27 lieutenants required as relief to area commanders on the basis of one lieutenant to each area where 40 to 99 traffic officers and sergeants are assigned, and two lieutenants to assist each area commander supervising 100 men or more. The following data, as of October 1, 1958, indicates that only four substations have over the 10 traffic officers assigned which form the standard supervisory workload for sergeants.

<i>Traffic officers in substation</i>	<i>Substations in category</i>
1 to 5.....	8
6 to 10.....	13
13 to 22.....	4

As four lieutenants are now assigned as area commanders, 14 supernumeraries are available for assignment to substations and as aids to senior staff members. We believe this rank is already overmanned.

3. *Eliminate proposed increase of 106 traffic officers.* Before funds are budgeted, specific justification should be made. We offer as a measurement of workload growth the increase in motor vehicle miles driven, as determined by the Division of Highways. Column (1) of the following table shows an increase of 17.8 percent in the four years since 1954. (This figure may be low, due to changes in formula used. A fair approximation is 20 percent.) In the same period, the uniformed manpower has increased from 1,754 to 2,565, or 40.5 percent, and the expenditures, excluding price increases, have grown by 65.8 percent (Column (2)). Actual expenditures have increased 80.6 percent (Column (3)).

In the 1959-60 Fiscal Year, a uniformed force of 2,731 is requested, an increase of 55.7 percent in five years, and an increase in actual expenditures of 96.4 percent.

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Increase in Motor Vehicle Miles Driven in California Compared to
Increases in Highway Patrol Expenditures

Base year is 1954 for motor vehicle miles, 1954-55 for expenditures.

	Percent Increase—Cumulative			Expenditures as percent of Motor Vehicle Fund		
	Motor vehicle miles (1)	Expendi- tures, price adjusted (2)	Actual expendi- tures (3)	Expendi- tures, amount (4)	Fund revenues (5)	Motor Vehicle Fund revenues (6)
1954 (-55)	Base year	Base year	Base year	\$16,835,734	16.8	\$100,050,581
1955 (-56)	9.4	12.6	12.4	18,884,901	17.2	109,731,686
1956 (-57)	17.7	29.4	31.4	22,121,043	19.5	113,591,509
1957 (-58)	11.1	55.6	63.6	27,491,728	23.3	118,208,437
1958 (-59)	17.8	65.8	80.6	30,400,687	24.6	123,398,630
1959 (-60)	?	?	96.4	33,074,048	25.5	129,839,800

The Highway Patrol's success in competing with other agencies for Motor Vehicle Fund revenues is shown in Column (5), its share having grown from 16.8 percent to 24.6 percent in the current fiscal year, and its share during the 1959-60 Fiscal Year being proposed as 25.5 percent. This is a growth by one-half (16.8 percent to 25.5 percent) during five years. Column (6) shows amounts paid into the Motor Vehicle Fund for all purposes.

In our opinion, the most pertinent considerations regarding the proposed manpower increase may be summarized as follows:

1. There is no scientific demonstration that the uniformed manpower of the patrol is below the level required for satisfactory statewide enforcement.
2. The increases granted during the past four years have been out of proportion to the increase in actual highway travel.
3. The Highway Patrol has had an increasing share of the Motor Vehicle Fund during the same period.
4. As stated in our first supplementary recommendation below, additional determinations should be made as to whether the greatest improvement in the highway safety record will result from additional expenditures on *enforcement*, on more rigorous driver licensing procedures, on additional driver improvement efforts, or on an increased rate of highway improvement. All these activities draw upon the Motor Vehicle Fund for support.

4. *Reduce total Statistical Coding Unit Staff (Research and Development) by six intermediate clerks.* We find that four clerks can be eliminated by having key punch operators transfer all materials directly from the traffic citations except for the two columns used for coding motor vehicle type. It will be necessary to continue to code the information on these two columns. Two additional clerks can be eliminated from the analysis unit through (1) changing the cutoff date for the Governor's Council report which contains only preliminary estimates at the present time, (2) fuller use of machine tabulation and calculation for work which is now being done manually, and (3) reduction in number and complexity of reports by re-evaluation in terms of

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administrative use: e.g., reports for National Safety Council and statistical information on accident reports from local jurisdictions.

Supplementary Recommendations

Study of Staffing and Administration Needed

We recommend that a study be made, under the direction of the Legislature, covering the following general phases of the department:

1. a. Uniformed men not performing patrol of highway functions.
- b. Relationship of clerical personnel to uniformed personnel.
- c. Location of Highway Patrol offices and substations with respect to their effectiveness in servicing Highway Patrol functions.
- d. Duties performed other than those prescribed by law.
- e. Duties of uniformed men not performing Highway Patrol functions, e.g., off-highway auto theft investigations, school bus inspection, licensing of school bus drivers, inspection and licensing of light and brake testing stations, etc.
- f. Paper work and clerical functions.
- g. Accident investigation, other than at the roadside.
2. Uniformed manpower requirements and assignments.
 - a. Highways needing patrol and the degree of coverage necessary.
 - b. Distribution of manpower to the various sections of highways.
 - c. Activities of the patrol in unincorporated areas.
3. Comparison of the actions taken by the various courts in handling of traffic citations.
4. Equipment and its use.
5. Economic valuation of:
 - a. Varying distribution of Motor Vehicle funds between the patrol, licensing and driver improvement procedures, and highway construction.
 - b. Joint cost of enforcement and automobile insurance to the California taxpayer.

The California Highway Patrol has been urged repeatedly to develop an acceptable staffing formula. This has not been done. The present year's request is related to several factors: a formula introduced in 1955-56 by which the additional staffing requirement is stated to be 930 men; general population increase; and increase in motor vehicle registrations. The tables introduced above show that the increases in personnel and expenditures have far outstripped the workload. There is evidence that the density of patrol in many areas has reached a saturation point. The highest quality of operations analysis should be applied to determine the formula for patrol staffing. In view of the proposed massive highway building program, with its high cost and presumed reduction of the accident rate, such a study is of major economic importance.

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Production of maximum traffic safety for the money available requires solving the problem of the proper distribution of effort between:

- a. Highway construction;
- b. Highway signs;
- c. Education, as in the high school driver training program;
- d. Re-education, as in the Department of Motor Vehicles' driver improvement program;
- e. Traffic safety education—*i.e.*, public relations programs;
- f. Enforcement.

The Motor Vehicle Fund is divided among all the above programs but that of high school driver training; substantial additional funds are also available for highway construction and highway signs. *The immediate problem is to determine the most useful distribution of the Motor Vehicle Fund, through determination of:*

- a. Level of enforcement activity on accident rates, under varying traffic conditions;
- b. Effect of public schools' driver training program;
- c. Effect of Department of Motor Vehicles driver improvement program;
- d. Relation of proposed highway building program to accident reduction and to patrol staffing patterns.

In view of the high cost of automobile accident insurance in California, it is desirable and should be possible to determine whether additional contributions to the Motor Vehicle Fund through increased license fees will produce substantial net savings to the public in the joint cost of licenses and insurance.

Reduction of Uniformed Staff in Headquarters

We find the following uniformed staff regularly assigned to headquarters beside the commissioner, the deputy commissioner, and the assistant commissioner:

- 1 supervising traffic inspector;
- 3 traffic inspectors;
- 4 captains;
- 7 lieutenants;
- 6 sergeants;
- 6 traffic officers.

We submit that a number of these uniformed men are not performing the functions for which they were trained by the patrol. Basic to the civil service is the concept that a man be qualified by examination for the position he holds, and be paid on the scale assigned to that position. One traffic officer is doing legal work; another serves as the patrol's graphic artist; a sergeant heads the statistical section. We have been advised that many of these headquarters positions are used as training posts for promising candidates for advancement. We recommend that a survey be made by the Personnel Board to determine which positions

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can be so consolidated as to permit assignment of a maximum number of uniformed staff to the field.

Deficiency Occuring in 1958-59

In the October, 1958, Budget Division hearing on the Department of Finance budget, it was revealed that the patrol estimated a deficiency of \$348,968 in operating expenses for the current fiscal year. It was stated by the California Highway Patrol that the anticipated deficiency arose primarily from gasoline expense, due to increased highway mileages per vehicle.

As of January 20, we find that the Highway Patrol proposed to remedy a substantial portion of this deficiency by savings in salaries and wages. The Budget Division of the Department of Finance has reviewed the budget and proposed to meet \$285,282 of the deficiency anticipated by the California Highway Patrol by refinements and control in operating expenses, without materially reducing the funds for gasoline purchases.

While the Budget Division proposes to finance a \$54,765 deficiency in operating expenses from the contingency reserve (see "Reconciliation with Appropriations," Governor's Budget, page 309, line 39), unexpended balances in salaries and equipment categories, as estimated by the Department of Finance, are reflected as "Unexpended balance, estimated savings" of \$219,783 (Budget page 309, line 43).

All the above indicates inadequate budget preparation and fiscal control by the California Highway Patrol. We recommend that the commissioner and the administrative officer proceed:

1. To revise budgetary procedures to make the budget items represent the true needs in each area;
2. To revise administrative controls so that:
 - a. All orders to the field having fiscal implications shall be reviewed and approved by the administrative officer before issuance;
 - b. Gasoline consumption reports be provided promptly at the end of each month for review by the administrative officer.

We recommend adoption of the California Highway Patrol budget in the reduced amount of \$27,538,541.

**Department of California Highway Patrol
DEFICIENCY PAYMENTS**

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ITEM 133 of the Budget Bill

**FOR PAYMENTS OF DEFICIENCIES IN APPROPRIATIONS FOR THE
DEPARTMENT OF THE CALIFORNIA HIGHWAY PATROL FROM THE
MOTOR VEHICLE FUND**

Amount requested	\$100,000
Estimated to be expended in 1958-59 Fiscal Year	54,765
 Increase (82.6 percent)	 \$45,235
TOTAL RECOMMENDED REDUCTION	None

California Highway Patrol—Continued
ANALYSIS

The department is forbidden by statutes to create deficiencies by obligating itself beyond its budget. While General Fund agencies may request the Department of Finance to cover unanticipated costs from the general Emergency Fund, the Department of the California Highway Patrol may not do so. In the past, a \$100,000 contingency fund has been provided, under control of the Department of Finance, to cover additional costs of motor vehicle operation only. This cannot be used for salaries, equipment, or general operating expenses.

Approval of this amount is recommended.

130	DEPARTMENT OF INDUSTRIAL RELATIONS	
ITEM 134 of the Budget Bill		Budget page 310
FOR SUPPORT OF DEPARTMENT OF INDUSTRIAL RELATIONS FROM THE GENERAL FUND		
Amount requested		\$9,217,763
Estimated to be expended in 1958-59 Fiscal Year		8,503,505
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Increase (8.4 percent)		\$714,258
TOTAL RECOMMENDED REDUCTION		\$29,736

GENERAL SUMMARY

The department directs the activities of nine divisions in the administration and enforcement of state labor laws. It is directed by the Labor Code to foster, promote and develop the welfare of wage earners in California, to improve their working conditions and to advance their opportunities for profitable employment. Seven divisions function in various areas of labor law jurisdiction while two provide staff services.

Several problem areas and related recommendations requiring major changes in the department's organization and operations are discussed below. Many of these problem areas have been discussed, with pertinent recommendations, in past analyses starting in 1952-53. Adoption of these recommendations could be expected to result in major improvements in services and the department's cost to the General Fund would be more than halved. Recommendations applying to more than one division are discussed in detail below while those applying to a particular division are discussed under the analysis for that division. Where appropriate, recommendations requiring major changes involving legislation are also discussed in the section of the analysis which proposes changes requiring legislation.

Although many of these recommendations would involve major changes in policy and in legislation, they directly affect the budget of the Department of Industrial Relations and state costs for these functions. For this reason we believe it is proper for the appropriations committees of the Legislature to consider these recommendations in connection with the budget for possible recommendation to the Legislature.