

## Highway Transportation Agency—Continued

ment of Motor Vehicles and the California Highway Patrol each have electronic data processing systems. A thorough review should be made of the functions performed on the equipment of these three departments to determine if like information is being processed by more than one of these systems and if so, steps should be taken to eliminate possible duplication. Machine utilization of these three departments should be studied to ascertain idle time, extra shift rentals and personnel involved on extra shifts, the objective being to co-ordinate the use of the equipment and personnel to obtain maximum efficiency of these three systems.

*Reduce out-of-state travel (budget page 434, line 50)----- \$2,100*

We believe the amount of \$3,600 budgeted for out-of-state travel is excessive. There are only two positions in this agency subject to travel. Furthermore, the amount of \$4,000 has been budgeted for in-state travel which we believe is ample to discharge the in-state duties prescribed by law. We have not received a justification for this travel. The amount remaining in the budget, after reduction, for out-of-state travel is \$1,500 which would provide sufficient funds for three trips to Washington, D.C. or the equivalent.

*We recommend approval of this item in the reduced amount of \$67,538.*

## DEPARTMENT OF THE CALIFORNIA HIGHWAY PATROL

ITEM 176 of the Budget Bill

Budget page 435

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

Amount requested -----	\$40,456,487
Estimated to be expended in 1962-63 fiscal year -----	40,785,091
Decrease (0.8 percent) -----	\$328,604

**TOTAL RECOMMENDED REDUCTION----- \$314,618**

## Summary of Recommended Reductions

	Amount	Budget Page	Line
<b>Administration Division:</b>			
<b>Personal Services:</b>			
1 Assistant administrative analyst -----	\$7,080	436	23
1 Safety engineer -----	8,064	436	33
<b>Operating Expense:</b>			
Out-of-state travel -----	900	436	52
<b>Field Operations Division:</b>			
<b>Personal Services:</b>			
7 State traffic sergeant -----	63,252	437	19
Overtime ----- (Budgeted Amount)	174,096		
<b>Operating Expense:</b>			
Aircraft rental -----	31,000	437	53
<b>Operational Planning and Analysis Division:</b>			
<b>Personal Services:</b>			
3 Key Punch operator -----	12,726	439	8
<b>Training Division:</b>			
<b>Operating Expense:</b>			
Instruction -----	17,500	440	54

**Highway Transportation Agency—Continued**

agency appears in Section 13975 through 13982 of the Government Code.

The departments included are: The Department of Public Works, the Division of Architecture; the Department of Motor Vehicles and the Department of the California Highway Patrol. The present Division of Architecture is specifically not included within the intent of this legislation. As a part of the agency, however, it will remain temporarily with the Department of Public Works.

The new agency is under the supervision of the Administrator of Highway Transportation, a gubernatorial appointment. The salary fixed at \$25,000 annually.

The administrator's responsibilities include:

1. General supervision of the departments in the agency.
2. A direct responsibility to the Governor for the operation of each department and lower organizational units within the departments.
3. Developing and reporting to the Governor on legislative, budgetary and administrative programs to accomplish the co-ordinated planning and policy formulation of a long range nature in matters of the public interest within the purview of the agency's multiple responsibilities.
4. A review of the organization of the agency from an administrative viewpoint to determine as to whether changes are necessary to properly conduct the functions or activities of the agency and report thereon to the Governor.
5. The administrator has the same powers to make investigations and prosecute action (Government Code, Section 11180) now granted heads of departments under law and he may designate in writing any employee within the agency's organization to have such powers.

**ANALYSIS**

The amount of \$69,638 requested for the fiscal year 1963-64 is an increase of \$20,565 or 42 percent over the amount estimated to be expended in the 1962-63 fiscal year. This is the first year the request for support of this agency is in the budget act as a support item. For fiscal years 1961-62 and 1962-63 pro rata charges were made to each department under this agency's administration for its support. In the fiscal year 1961-62 this agency had only one position, an administrator, for 0.7 man-years. In the 1962-63 fiscal year a position of secretary was added. In the 1963-64 fiscal year request there are two proposed new positions, an assistant to the agency administrator and a senior stenographer, at a cost of \$19,272 for salaries. We realize that future staff requirements will not be finally determined until experience firms the functional relationship between the agency office and member departments. Approval of these two positions is recommended. However, we believe that this agency should make a forceful effort to eliminate all possible duplication of work in the departments under its administration. The Department of Public Works, Depart-

Department of the California Highway Patrol—Continued  
 GENERAL SUMMARY

This department had its beginning in 1916 when the State first recognized its responsibilities to the motoring public for uniformity in traffic law enforcement and employed two inspectors. However, it was not until 1929 that the wholly state-controlled organization of the California Highway Patrol was established. The patrol is one of three departments in the Highway Transportation Agency, supported by special funds. The legal basis for the department appears in the Vehicle Code, Sections 2100 through 2418. The commissioner, the appointive head of the department, maintains headquarters in Sacramento and is required by law to administer and enforce certain specific divisions and sections of the Vehicle Code as well as enforcing all other laws regulating the operation of vehicles and the use of the highways.

To accomplish the patrol's stated purpose of insuring "the safe, lawful, rapid and economical use of the highway system of the State of California," there are a total of 2,736 uniformed and 851.7 nonuniformed positions authorized, the majority of which are assigned to operate from the 59 area command offices, 28 substations, 54 resident posts and two inspection facilities.

The department is organized into five primary divisions; Administration, Operational Planning and Analysis, Safety Services, Training at Sacramento and the Field Operations Division which is the statewide organization of zone, area, and substation commands.

A trend in recent years is to place more direct responsibilities upon the department by changes and additions to the Vehicle Code with respect to requiring departmental approval, governed by departmental regulation (appearing in Title 13, California Administrative Code), for certain types of equipment used on vehicles or manner of securing cargo upon vehicles in lieu of placing this sort of detailed regulations in the code. We favor this approach as being the most efficient and believe it will best serve the motoring public as changes to the regulations can be brought about more timely and easily as opposed to technical changes of the law during the biennial general sessions. It must be pointed out, however, that these added functions require staff to properly execute the intent of these legislative changes to protect and serve the motoring public.

There are two facts in regard to the current organization and staffing patterns of the patrol which we believe should be called to the attention of the Legislature, the first of these is the growing number of high-ranking uniformed personnel assigned to Sacramento headquarters, the second is what we believe is lack of any apparent correlation in staffing of field commands.

In respect to the first problem of the increase in numbers of highly paid uniformed personnel being assigned staff duties at headquarters, in addition to the commissioner and his deputy we note that prior to the reorganization of December 1959 there were five in the grade of state traffic inspector or above and five captains at headquarters. By 1962, six inspectors or above were assigned as well as six captains. A further reorganization of headquarters staff in October 1962 changed

## Department of the California Highway Patrol—Continued

current staffing to eight inspectors and above and two captains. During the same interval, the total headquarters staff increased from 30 uniformed and 198 nonuniformed to 32 uniformed and 250 nonuniformed personnel. While these figures show relatively little change in the total uniformed staff, our concern is the number of inspectors (4) assigned duties of inspector-at-large, liaison duties and assistant to the assistant commissioner at headquarters.

In regard to the second problem of staffing the command positions in the field organization there seems to be no criteria established or followed which can be related to members of personnel supervised, registered vehicles within the command area, number of miles of roadway to be patrolled or any other factors which may be used for the determination of the proper rank for such a command position. There are substations under supervision of sergeants with more traffic officers assigned than some captains have under their command. The same situation is true of some area commands under the guidance of a lieutenant where we find twice as many traffic officers as assigned to area commands under a captain.

While we are aware that to some degree this staffing may be the vestigial remains of the assumption of traffic law responsibilities from the counties by the State in 1927, it cannot be justified on the basis of responsibilities assigned or the authority required to properly perform the task.

*We recommend that the present criteria used for staffing the area command and substation command positions be reviewed by the Personnel Board as to the proper classification and grades of personnel necessary to carry out these functions.*

Of the two new programs being executed by the patrol during the current year the most important from a budgetary standpoint is the use of paid overtime to increase the availability of manpower for road patrol as authorized by the Legislature in a specific budget item. This matter will be covered in some detail in the analysis that follows. The other program, while not truly new in the sense that the patrol has had funds (total \$72,374) budgeted for experimental use of aircraft in traffic control since 1957-58, is of less budgetary significance and will also be commented upon in the analysis.

**ANALYSIS**

This department has requested \$40,456,487 from the Motor Vehicle Fund for its total support expenditures during the budget year 1963-64. This amount is \$328,604 or 0.8 percent below that which is estimated as necessary during the current year.

Reviewing the departmental budget by object shows that expenditures for personal services (\$31,243,026) are \$733,209 or 2.3 percent below that of the current year although the department is requesting 89 new uniformed positions and 94.5 new nonuniformed positions. The primary cause of this reduction is a result of the lowering of the percentage of the State's contribution to Employees' Retirement Fund for uniformed personnel from 18.4 to 11.82 percent and for non-

## Department of the California Highway Patrol—Continued

uniformed personnel from 7.78 percent to 6.71 percent of their salaries, resulting from the statutory periodic actuarial evaluation made by the State Employees' Retirement System. This is reflected in a reduction of \$1,475,155 in this cost for the budget year. This decrease in the State's contribution to the Employees' Retirement Fund is contingent upon enactment of enabling legislation based on recommendations of the State Employees' Retirement Board during this session.

Seven of the 89 new uniformed positions requested replace an equal number of authorized positions eliminated in workload and administrative adjustments and reflect the reorganization of headquarters of October, 1962. Reclassification of three traffic officer positions to inspector, lieutenant and sergeant respectively, increased the number in these higher grades. The resulting net gain in new uniformed positions over the number authorized at the beginning of fiscal year 1962-63 is 82; 7 sergeants and 75 traffic officers.

Operating expenses (\$7,407,470) reflect a \$364,864 or 5.2 percent increase over the current year, 47 percent of which is due to increased automobile operation and compensation insurance costs.

Equipment costs (\$2,215,280) show an increase of \$41,241 or 1.9 percent over the current year. Reimbursements are carried forward with an increase of \$1,500 over the current year.

**Administration Division**

The amount requested for support of this division (\$1,712,331) is up 2.6 percent or \$43,376 over that estimated as required for its support during the current year.

This division has requested 15 new positions, 2 of which are uniformed. The request for the uniformed positions results from the reorganization of the Sacramento headquarters and represents no gain of uniformed positions in the division but rather a change of ranks. We recommend approval of this change as it follows, in part, the recommendations contained in our report on the patrol released in 1960.

We also recommend approval of 11 of the requested new nonuniformed positions on a workload basis, 5 of which are temporary help needed to expedite the improvements in patrol communications.

*1 Assistant administrative analyst (budget page 436, line 23) — \$7,080*

*We recommend this position be denied as an unnecessary improvement of the current level of service pending an evaluation of the effect of the reorganization of staff headquarters on planning functions.*

This position has been requested to provide an assistant to the associate administrative analyst at present employed in the assistant commissioner's office. The justification offered is in the form of workload projected in a five-year departmental management analysis which is to produce greater economy and efficiency in the department.

A review of this five-year management analysis plan as presented, places, in our opinion, almost all the functions to be reviewed well within the scope and capabilities of the newly established Division of

## Department of the California Highway Patrol—Continued

Operational Planning and Analysis. To illustrate, the management analysis plan provides for periodic review of patrol area commands organizational structure to insure uniformity, zone command organizational structure and definition of zone functions, duties and responsibilities, and establishment of a staffing criteria for uniformed supervisory personnel. The program for 1963-64 includes these studies; subsidiary line functions, procedures and staffing criteria; accident investigation procedures. The remaining studies presented in the five-year plan we believe are well within the capabilities of the currently employed associate administrative analyst.

1. *Safety engineer (budget page 436, line 33)*----- \$8,604

*We recommend that this position be deleted resulting in a reduction of \$8,604.*

The department's justification for the position discusses the internal organization of the departmental safety committee which serves at headquarters and is supported by safety committees at the zone command level, and it also discusses the various current programs being used to awaken and increase awareness of this serious problem at the operating level of the area command. They refer to the increase in the injury frequency rate per million man-hours from 50.73 in 1959-60 to 67.46 in 1961-62. The duties and responsibilities of the position will be "to co-ordinate the safety activities in the department and to increase the awareness of the need for safety in the job, thereby reducing the accident frequency rate." During the interim we reviewed 20 industrial accident cases of uniformed personnel of the patrol in which the absences from duty exceeded 42 days. The cases were chosen at random and were current for the fiscal year 1961-62, and the first quarter of 1962-63. The total cumulative calendar time lost due to these accidents was 10 years, 7 months and 19 days as of August 1, 1962. As of that date 11 had returned to duty, 7 were still in an off-injured status and 2 had been retired for physical disability.

Organizationally no change is mentioned and the position is to be placed in the personnel unit of the Administration Division, with not less than four superiors between the safety co-ordinator and the commissioner.

We believe that the present organizational structure for industrial safety with safety committees or representatives at each level of command, which is not to be changed, has failed to accomplish significant improvement and that providing another nonuniformed employee at this level will have no real impact upon the problem.

In our analysis of the 1962-63 Budget, we urged the commissioner to implement a vigorous industrial safety program. During the current year there has been an increase of activity by the departmental safety committee but we have grave doubts as to the real effectiveness of the departmental program as conceived at present.

We recommend that top management delegate the responsibility and authority for implementation and constant followup of the industrial accident problems in a single interested and motivated individual at

## Department of the California Highway Patrol—Continued

the highest level consistent with this responsibility rather than by the diffusion of responsibility and authority by the committee method.

We disagree with the departmental safety committee's recommendation that to properly implement such a program a trained safety engineer should be employed. The principal cause of lost time due to accident results from involvement with a motor vehicle or operation thereof. We must presume the patrol are experts in this field and believe this duty to be well within the capabilities of one of the commissioned uniformed personnel within the current staff organization at headquarters.

The importance of such a safety program cannot be overemphasized as in fiscal year 1961-62 the direct costs of state compensation insurance claims due to injuries to the uniformed personnel amounted to \$560,882 and in the case of nonuniformed personnel of the department \$22,937. As the State Compensation Insurance Fund personnel advise that the total cost or loss to the State may be estimated at 4 to 7 times this direct cost, it would indicate the accidents in 1961-62 of this department cost the State between \$2,300,000 and \$4,000,000.

We strongly believe that a safety program which is to succeed in the patrol must have three essential elements: (1) that top management and administration must keep themselves advised as to the problem of industrial accidents and time lost thereby on a daily basis, (2) that a uniformed officer at each level of command be directly and specifically responsible for its planning and implementation, and (3) that these officers report directly to their immediate commander.

The response of the great majority of the uniformed rank and file of the patrol to a program developed by one of their own, we believe, will outweigh any consideration of employing a nonuniformed employee for this task. We believe that such an intradepartmental safety organization can and will meet with success without any increase in personnel provided the command attention to the problem is vigorous and wholehearted.

Operating expenses (\$640,511) of the division show an increase of \$2,171 over that required for the current year. The largest single increase is \$10,928 in the line item on communications which is due primarily to the extension of teleprinter service to various commands throughout the State. Reductions in other line items, primarily the pro rata charges (—\$7,407) offset this increase.

*Out-of-state travel (budget page 436, line 52)..... \$11,150*

*We recommend that \$900 requested for two out-of-state trips be deleted and that this line item be approved in the reduced amount of \$10,250.*

The patrol has requested funds to provide for 27 out-of-state trips during the budget year. The commissioner is scheduled to make eight, the majority of which are due to his ex officio membership in the International Association of Chiefs of Police. The assistant commissioner is scheduled for four trips; the operation officer is scheduled for three trips; the auto theft officer, three trips; the safety service officer, one

## Department of the California Highway Patrol—Continued

trip; the special representative, three trips; the automotive testing engineer, four trips; the public information officer, one trip.

We recommend that funds requested in the amount of \$500 for the assistant commissioner's proposed trip to Northwestern University Traffic Institute, annual Western Conference of Graduates, a two- or three-day seminar, be disapproved. Although attendance at this conference may be desirable, we can visualize no real need for a state representative at this type of conference as opposed to meetings of national organizations.

We further recommend that funds in the amount of \$400 for travel expense of one of the two persons (commander, safety services division, and public information officer) scheduled to attend the National Safety Congress at Chicago, be disapproved. The purpose of the meeting is the "promotion and development of greater awareness for the need of safety and the method of accomplishing the same in all fields." We believe the department's need will be well served by the attendance of but one representative at this meeting.

Equipment expenditures (\$14,455) are down \$5,694 below the cost of this line item for the current year. *We have reviewed the requested equipment and recommend approval.*

*We recommend the total expenditure figure for this division be approved in the reduced amount of \$1,695,747, representing a reduction of \$16,584.*

## Field Operations Division

This division has requested \$36,012,057 for its support during fiscal year 1963-64. This amount reflects a reduction of \$539,858 or 1.5 percent below that estimated as necessary during the current year. The total amount requested for personal services is \$28,892,474 which is \$823,238 below that required for the current year. This reduction reflects reductions amounting to \$297,132 and \$1,442,214 in salary savings and contributions to employees' retirement system, respectively, offset by an increase of \$684,262 in new positions, \$223,410 in merit and salary increases and \$8,436 in health and welfare contributions.

The division is requesting a total of 149.5 new positions of which 82 are uniformed and the remaining 67.5 are nonuniformed. However, as three uniformed positions were eliminated in workload and administrative adjustments the net gain of new uniformed positions to the division, if approved, will be 79. All the nonuniformed positions have been reviewed either on the basis of workload or to provide staff for facilities to be completed during the budget year and approval is recommended.

7 State traffic sergeant (budget page 437, line 19)----- \$63,252

*We recommend these positions be deleted on the basis that the accepted ratio of field supervision of 1 sergeant for every 10 traffic officers is now out of balance as the patrol is already 7 sergeants over strength (240 sergeants—2,330 traffic officers).*

No specific justification has been offered by the patrol for these seven positions other than the fact that they would be needed to provide field supervision for the 75 traffic officers requested. If the proposed 75 traf-



## Department of the California Highway Patrol—Continued

fic officer positions are approved and the 7 sergeant positions are disapproved, as recommend, the one-to-10 ratio of sergeants to traffic officers will again be in proper balance (240 sergeants—2,405 traffic officers).

Further, it is understood the Department of Finance has been requested by the patrol to participate in a review of the 1-to-10 ratio in the coming interim, as it is not believed to be realistic by the patrol and we recommend that any change in the accepted ratio be held in abeyance pending completion of such a study.

Our position with regard to the proposed 75 state traffic officer positions is as follows:

Although there has been no specific workload justification offered we recommend approval of the requested 75 new traffic officer positions on the basis of the need for additional officers to maintain an adequate level of enforcement on newly constructed divided multilane freeways, increased registration of vehicles and increases in total number of accidents.

Notwithstanding this recommendation for an increase in traffic officers we make the following comments on the general deployment and use of this grade of California Highway Patrol employee. We believe that the department can still improve the man-hours available for road patrol by:

1. Surrendering the nontraffic law enforcement function of school bus driver license examination they now perform to the Department of Motor Vehicles' licensing and regulatory division.
2. Requesting sufficient nonuniformed personnel in their budget to staff all fixed location scales.
3. Establishing new policy relative to the time spent investigating property damage accidents where no injury resulted and no convictions for violation of the Vehicle Code seems probable.
4. Pursuing a vigorous and realistic industrial safety program.
5. Studying the problem of uniformed officer time charged to equipment maintenance.
6. Establishing a traffic officer staffing formula for all areas commencing with those with minimum accident experience.
7. Requesting radar equipment for speed detection.
8. Paying all qualifying overtime as it occurs.

We further believe that the Legislature could improve the patrol's position relative to their manpower needs, efficiency and ability to cope with the traffic law enforcement problems by:

1. Amending Sections 2807 and 2808 of the Vehicle Code to provide that the Department of Motor Vehicles perform the school bus inspections throughout the State.
2. Adding a section to the Vehicle Code to permit the patrol to use, at its discretion, up to 10 percent of the enforcement fleet as unmarked cars.

Department of the California Highway Patrol—Continued

3. Amending annexation laws to eliminate split coverage of boundary streets and intersections of incorporated areas by the patrol and city police and providing time limitations on assumption of traffic law enforcement responsibilities by incorporated cities.
4. Amend the retirement law to require a thorough medical examination of all patrol members on attaining the "normal retirement age" of 55, and annually thereafter, to determine their fitness to perform the duties of the position classification in which they are then serving. In order to prevent the loss of these highly trained personnel in the event of failure to pass such a physical examination it is suggested provision be made for automatic or mandatory reclassification of the employee to a state employee classification for which the individual is qualified together with a preferred opportunity to serve in such a position classification.
5. Amending the Vehicle Code to permit the nonuniformed supervisors at the patrol's large fixed scale activities to issue citations or notices to appear to driver of vehicles in violation of overweight, overlength, faulty equipment, and registration provisions of the code.

Overtime—Budgeted amount ----- \$825,846

*We recommend that the budgeted amount for overtime be approved in the reduced amount of \$651,750, a reduction of \$174,096.*

The patrol has requested the equivalent of 100 man-years of overtime be budgeted at a cost of \$825,846. Present experience indicates that expenditures for overtime averaged \$47,476 per month for the first five months of fiscal year 1962-63. Projecting future expenditures at this rate plus 10 percent for anticipated increases during the early summer months of 1963 would require \$626,683. To this figure we add \$25,067 or 4 percent as the projection of increases of overtime hours earned over the current year experience will equal a total sum of \$651,750 as required for paid overtime in the budget year. This equals approximately 97 man-years of paid overtime by our projections.

Paid Overtime Program

On page 341, line 51, of the budget supplement an item "overtime" at an annual cost of \$825,846 for the current and budget year appears. The 100 man-years shown in the authorized position column are "equivalent" traffic officer-sergeant positions, not truly authorized positions. Likewise, the total uniformed position count shown in the budget document in the Field Operation Division (budget page 437, line 7) and Recapitulation (budget page 441, line 6) include these 100 equivalent uniformed man-years and are not total actual (2,736) authorized uniformed positions.

Prior to fiscal year 1962-63 all overtime worked by sergeants and traffic officers was dissipated by compensatory time off on an hour-for-hour basis. As these personnel accumulated the equivalent of approximately 100 man-years of overtime annually its dissipation by compensatory time off presents a difficult scheduling problem to the field commander in light of his operational requirements of providing ade-

## Department of the California Highway Patrol—Continued

quate law enforcement coverage. While increasing the enforcement staff would make more man-hours available it would fail to solve the problem of the availability of enforcement man-hours to meet this operational requirement at specific times due to shift scheduling, maximum enforcement periods, etc. A further complication of this field commanders' scheduling problem is the fact that compensatory time off is credited to the individual's account, unless used, for the 12-month period following the date it was earned. This results in carryover compensatory time off liability balances each year.

The Legislature in 1962 inaugurated the new program of paying for overtime by appropriating, in a special budget item, sufficient funds to pay for 100 man-years of overtime employment. The purpose of this appropriation is to increase the man-hours available for road patrol. There is language in the item which restricts its payment to the sergeant and traffic officer grades as well as other limiting provisions relative to the types of duty for which it will be paid. This identical language now appears in item 176 of the Budget Bill.

We concur in the inclusion of this special language in the support item in order to emphasize its importance and to provide positive control over the duties for which it may be expended.

We have reviewed the first five months of experience with paid overtime by the patrol. The tabulation below reflects this experience.

## JULY 1, 1962—NOVEMBER 30, 1962

	<i>Hours</i>	<i>Man-years</i>
1961-62 overtime balance July 1, 1962-----	98,279.0	55.1
1962-63 earned overtime to 11/30/62-----	92,931.5	52.1
	191,210.5	107.2
Reduced by		
Compensatory time off 1961-62 used-----	49,787.0	27.9
Compensatory time off 1962-63 used-----	5,784.5	3.3
Paid overtime 1962-63-----	63,602.5	35.6
	119,174.0	66.8
Difference		
Total compensatory time off liability		
December 1, 1963-----	72,036.5	40.4
Division of Liability November 30, 1962		
Compensatory time off balance 1961-62-----	48,492.0	27.2
Compensatory time off accumulated 1962-63-----	23,544.5	13.2
	72,036.5	40.4

Estimated cost of paid overtime to November 30, 1962—\$237,380

Our review indicates that while the use of paid overtime appears to be accomplishing the objective of increasing the number of man-hours available for road patrol, as 35.6 man-years of paid overtime was paid during the first five months of the current fiscal year, there still appears to be a considerable quantity of nonpay (compensatory time off) overtime being accumulated. At present it appears that approximately 25 percent of the overtime earned is in this category. It should be kept

## Department of the California Highway Patrol—Continued

in mind that this discussion is limited to duties performed in an overtime status only.

Based on this review we have reached the following conclusions and make recommendations based thereon:

**Enforcement Duties**

1. The major portion of paid overtime is concentrated in two types of enforcement duties, namely, attendance at court and accident investigation. These two duties accounted for 45.9 percent of the overtime earned.
2. Road patrol accounted for 12.1 percent of the overtime earned.
3. The remaining nine enforcement duties accounted for 17.1 percent of the overtime earned.

Using the patrol's definitions of enforcement duty the above indicates 75.1 percent of the overtime earned was in enforcement duties, all of which qualify for pay.

**Nonenforcement Duties**

These duties are administrative in nature, some of which qualify for pay, and account for the remaining 24.9 percent of earned overtime.

1. Callback time is uncontrollable and cannot be paid for except by compensatory time off. It amounted to 9.9 percent of the total earned overtime.
2. Attendance at squad meetings accounts for 9.2 percent of the total overtime earned and amounts to 37 percent of the nonenforcement duty earned overtime.

*In view of the number of hours of overtime accumulated by state traffic officers in attendance at court, we recommend that the Legislature, by resolution, request the office of the administrator of the courts to review the problem for suggested improvements to reduce the time public employees must be physically present and available to the court.*

*We recommend the patrol diligently search for a manner of reducing the number of hours spent in accident investigation.* The existing data indicate that the average man-hours now spent for investigation of each such accident investigated by the patrol are four and one-half (4½) hours. We estimate this duty is using approximately 16 percent of the total annual available man-hours of the patrol.

*We recommend that vigorous and aggressive management efforts be made by the patrol to substantially reduce the amount of nonpay overtime being accumulated.* We believe all nonenforcement type duties except callback time to be susceptible to better management control. These are the accumulation of overtime by personnel serving in staff capacities, attendance at squad meetings and miscellaneous other duties.

Failure to do so will, we believe, nullify the legislative objectives of paid overtime.

*We recommend that overtime which qualifies for pay be paid as accumulated to eliminate the costly and time-consuming accounting procedures now in effect within the patrol.*

## Department of the California Highway Patrol—Continued

Operating expenses (\$5,309,951) as requested indicate an increase of \$263,602 over the estimated required amount for this expense during the current year. General expense, motor vehicle operation and compensation insurance together account for \$211,115 or 80 percent of the increase. These increases reflect the increase in the traffic law enforcement staff requested, the increased industrial accident experience, and general price increases in the area of general expense.

*Aircraft rental (budget page 437, line 53)----- \$31,000*

*We recommend the funds requested for aircraft rental be denied, as past and present experience with the use of aircraft by the patrol in traffic law enforcement has proven it to be a relatively ineffective and costly method.*

The patrol has requested the same amount as was appropriated for this use during the current year. Heretofore, the aircraft rental program has been presented as an experimental program to determine the effectiveness of its use. No specific plan is offered for the use of this costly tool. Without such a plan we cannot recommend approval. Through the current year the patrol will have expended \$72,344 on experimental use of aircraft in traffic law enforcement. We have reviewed the California Highway Patrol's few reports made available to us on the past and current program using aircraft as an aid to traffic law enforcement, and the reported results are in our opinion, inconclusive. We estimate the total annual direct cost of the present program, without supporting ground units, to be in excess of \$100,000 and it requires the full-time services of six men on an annual basis. These total costs as a package will not, we believe, achieve any greater or longer lasting results than deploying all the personnel involved in ground units.

We have reviewed the equipment requested and recommend approval. This line item reflects an increase of \$19,778 over the current years estimated expenditures.

Reimbursements are carried forward at the same level as the current year.

## Pedestrian Crossing Guards

In respect to the reimbursement shown for the administration of the crossing guard program we believe that not only should this administrative cost be shown but all other abated or reimbursable costs as well.

During the current fiscal year the patrol is employing 232 pedestrian crossing guards in 12 counties and in fiscal year 1961-62 employed 14 pedestrian crossing guards in 5 incorporated cities. These pedestrian crossing guards protect school student street and road crossings and are state employees in every sense of the word.

The authority to provide this service to counties exists in Section 2120 of the Streets and Highways Code which allows diversion of funds from the Highway Users Tax Fund to support the salaries and wages of the pedestrian guards and the administrative costs of the patrol when requested by resolution of the county board of supervisors.

We believe that this service provided by the patrol to counties to be well within the capabilities of the county sheriff departments and re-

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commend that the law be amended to permit them to administer this program in its entirety and be funded from the same source, thus relieving the patrol of a subsidiary function which contributes little to their primary purpose.

In addition to our recommendation that the entire program be administered and supported in a like manner by the various sheriff departments of the counties desiring these services we have further observations in regard to the program as accounted for in the budget document and as administered by the patrol.

These observations are as follows:

1. Although each of the pedestrian crossing guards is in fact a state employee, they do not show in the budget document. We believe they should be shown in order to provide for a review of the growth or reduction of this program.
2. The only costs shown are the administrative costs of administering the program. No costs of salaries and wages are shown. In the table below we show the total amounts diverted by the Controller in fiscal years 1960-61 and 1961-62 from the Highway Users Tax Fund for these purposes.

	1960-61	1961-62
Salary and wages -----	\$486,649.04	\$522,160.55
Retirement contribution -----	19,065.18	16,512.90
Compensation insurance -----	7,429.20	2,119.56
Administration -----	80,297.11	86,156.54
Totals -----	\$593,440.53	\$626,949.55

Although these funds are not appropriated to the patrol by the Legislature and are rather in a continuing appropriation category, we believe the total cost should be shown to indicate the cost of this service to the taxpayer.

## State-owned Automobiles

Sections 13950 through 13955 of the Government Code as well as the Board of Control's administrative regulations (California Administrative Code, Title 2, Article 15) restrict state-owned automobile use by state employees to official business. Constitutional officers and the uniformed members of the California Highway Patrol are exempt from these provisions of law and the administrative regulations governing state-owned automobile use. We believe that these exemptions have been given a much broader interpretation by the patrol than is necessary to perform the functions of traffic law enforcement.

We again comment on the use of state-owned vehicles by members of the patrol assigned administrative duties for home-to-office transportation and the use of state-owned vehicles for recreational transportation by patrol members undergoing one- or two-week inservice training at the academy.

As these practices have, within the patrol, become prerequisites of rank or office or custom, we doubt that they will be changed administratively, therefore, we recommend that Section 13956 of the Government Code be amended to provide that the exemption from these sections

## Department of the California Highway Patrol—Continued

of the law apply only to members of the patrol when in uniform and engaged in or assigned to traffic law enforcement duties.

In the case of the Board of Control administrative rules, Section 841(d) should be amended in the same manner and to the same degree. The patrol should continue to be exempt from provisions of Sections 846 through 848 of these rules which relate to the size of vehicles and the maintenance of certain records.

We believe the implementation of these recommendations will result in savings in automobile operation and will correct the inequities now present between patrol members and other state employees with similar duties and responsibilities.

*We recommend that the request for this division's total support be approved in the reduced amount of \$35,743,709, representing a reduction of \$268,348.*

## Operational Planning and Analysis Division

This newly established division's request of \$744,539 is \$46,963 or 6.7 percent above the estimated expenditures for the current year. Personal services (\$535,930) costs have increased \$2,503. This increase is due to the request for nine new positions, four uniformed and five nonuniformed, at a cost of \$66,062 for the budget year. These increased costs are offset by elimination of two uniformed positions in workload and administrative adjustments (—\$26,160), a reduction of \$10,235 in contributions to the employees' retirement fund and an increase in salary savings of \$17,089.

*We recommend approval of the four proposed uniformed positions.* These positions are directly associated with the October 1962 reorganization which closely follows recommendations contained in our report of 1960 on the patrol. The net gain to the division in uniformed positions is two. The four positions represent no gain to the patrol as they are offset by an equal number of administrative position reductions in the current and budget year.

We recommend approval of the two nonuniformed clerical positions requested on a workload basis.

**3 Key punch operator (budget page 439, line 8)----- \$12,726**

*We recommend that the requested key punch operator positions be denied.*

The patrol's justification for these new positions indicates the 21 key punch operators employed at present are engaged in processing documents for 38 reports. Projections of volume of documents to be coded, punched and tabulated continue to increase and it is obvious that current procedures do not contemplate that application of statistical sampling methods are an answer to this problem. We believe many of the reports produced are susceptible to the sampling technique as opposed to 100-percent audit. We do not believe adding personnel is a realistic solution to this problem.

In December 1962 the patrol was authorized to proceed with the rental contract of new electronic data processing equipment to replace the present rented machine accounting equipment. This new equip-

## Department of the California Highway Patrol—Continued

ment will provide the patrol with faster, more versatile and sophisticated methods of producing reports. It is our contention that to produce the potential savings which we believe can be achieved by use of the new equipment, very selective methods of sampling must be employed in producing reports. This is not reflected in this request for three additional key punch operators, which will result in more information being fed into the report-producing system. In summary, our position is that a proper and meaningful evaluation by the department of the usefulness and productivity of the data, and statistics now being produced will eliminate the less productive type of report and result in no need to expand the key punch personnel above the current level of 21.

Directly related to this problem is Section 2408 of the Vehicle Code which requires the patrol to tabulate all reports of accidents. Permissive authority is granted to analyze these accident reports. This law has not been changed in substance since its original enactment in 1923. At that time this requirement for total tabulation was, we believe, not the acute problem it is today. To demonstrate, in 1951 there were 69,639 accidents reported, tabulated and presented in various different statistical ways by the patrol. By 1960 the accidents reported had grown to 248,744. It is our contention that from a statistical analysis standpoint, to confirm the same trends on a total tabulation basis is a waste of both expensive data processing machine and valuable employee time.

*As a solution to this problem we recommend that Section 2408 of the Vehicle Code be amended to remove the mandatory language now present and give the patrol flexibility and latitude in the tabulation of these reports and to permit the use of accepted sampling procedures.*

Similarly, the sampling procedures should be used for citation analysis as the annual volume of these documents for speed arrests alone has increased from 80,714 arrests in 1951 to 308,092 in 1961.

In addition to these recommended sampling procedures some effort should be made to determine annual cost of every report now in use and the estimated cost in time and personnel of any future reports requested prior to production.

The salaries and wages of the 60 nonuniformed personnel involved in the statistical process is \$340,102 for the current fiscal year. Machine rental will add approximately \$62,000 to this cost. Other direct costs of material and cost of mailing and distribution add still more to the total cost of this operation.

The amount of \$197,916 is requested for operating expenses, an increase of \$32,359 over the current year. This increase is due primarily to an increase of \$49,225 in equipment rental, of which approximately \$34,000 is a continuing cost and the remainder, a one-time installation cost. This increase and other smaller increases are offset by a reduction of \$18,000 in tests and measuring costs. The additional rental costs will be offset by the elimination of eight intermediate typist-clerks or intermediate clerk classification positions in the division (\$33,120), a net annual reduction of approximately \$1,020 in punched card costs, and an annual reduction in present machine maintenance costs of \$1,500.



**Department of the California Highway Patrol—Continued**

The position reductions are not indicated in this budget and will be reflected in the 1963-64 Budget when the changeover from the present to the new equipment will be complete.

Equipment purchase costs of \$20,071 reflects an increase of \$12,101 over current year costs. We have reviewed the equipment items requested and recommend approval.

A new line item for reimbursements from the federal government for civil defense purposes appears for the first time. This reimbursement which provides 50-percent support of two positions, one uniformed, one clerical, are carried forward at the same level as in the current year.

*We recommend that funds for support of this division be approved in the reduced amount of \$731,813, a reduction of \$12,726.*

**Safety Services Division**

The amount of \$522,136 has been requested for support of this newly established division during the budget year. This is an increase of \$36,886 or 7.6 percent over the estimated amount for the current year.

Personal services costs (\$440,580) are up \$36,815 over the current year. This results from the 7.5 new positions requested, 1 uniformed and 6.5 nonuniformed. The reorganization of October 1962 established the division together with the uniformed position of division chief. This position represents a gain of one uniformed position in the division but does not affect the overall total uniformed positions as it was gained by reclassification of one of the three positions eliminated from the Field Operations Division in workload and administration adjustments. The 6.5 nonuniformed positions have been reviewed and are justified on a workload basis. *We recommend approval of all requested new positions in this division.*

Operating expenses (\$101,688) are down \$86,282 below the costs for the current year. A reduction of \$12,000 in testing and measuring costs offset by an increase in all but two of the line items of this object of expenditure accounts for this decrease. Actually measuring and testing costs are carried forward at the same level as in fiscal year 1961-62 less a portion of the \$30,000 made available by Chapter 1841, Statutes of 1961, for muffler noise control.

Funds in the amount of \$13,068 have been requested for equipment purchases. This amount is \$7,754 above that estimated as needed during the current year. *We have reviewed this listing and recommend approval.*

Reimbursements from testing fees are carried forward at the current year level.

*We recommend approval of this division's request as budgeted.*

**Training Division**

The amount requested for support of this division is \$433,239 which represents an increase of \$33,448 or 8.4 percent over the estimated expenditure for the current year.

Personal services at \$316,677 are up \$3,183 over the current year. This includes two new proposed nonuniformed positions. We recom-

Department of the California Highway Patrol—Continued

mend approval on a workload basis. The added cost of these proposed new positions is \$10,533. This increased cost is offset by a reduction of the State's contribution to the employees' retirement fund of \$8,386.

Operating expenses at \$116,419 are up \$25,923 over the current year costs.

*Instruction (budget page 440, line 54)----- \$51,781*

*We recommend this line item be approved in the reduced amount of \$34,281.*

The amount requested (\$51,781) to support this activity in the budget year has increased \$21,261 over the amount estimated for this purpose during the current year. These funds are used to purchase training supplies, materials, and provide technical instructors' fees.

We are advised that \$24,500 of the increase is scheduled for technical instructors' fees of which \$17,500 is proposed to provide additional instruction for supervisory personnel in the grades of sergeant, lieutenant, captain and inspector. We understand this program has been approved by the Personnel Board and is planned on an every other year basis.

In addition to this training a specialized training program for six high ranking officers approved by the Personnel Board is included in this line item.

The actual cost of technical instructors' fees for fiscal year 1961-62 was \$18,480. It is understood a similar course of one week of instruction was offered that year for supervisory personnel. The attendance at this course was approximately 400.

We recognize the need for such training but we do not concur with the patrol's desire to establish this program on a two-year basis. The total uniformed supervisory positions including those of sergeant are 403. The need for such frequent, high quality inservice training of a relatively static staff has not been demonstrated as necessary.

**Establishment of Civil Service Grade of State Traffic Cadet**

We recommend the patrol investigate the advantages of the establishment of a civil service grade of state traffic cadet to be used as a position title and grade for personnel during the period when they are undergoing the initial training of 16 weeks at the California Highway Patrol Academy.

We believe the advantages of the establishment of such an intraining grade would be threefold: (1) it would provide for a more objective review of the individual's caliber, academic attainments at the academy and mental attitudes prior to advancement to a full-fledged state traffic officer, (2) it would provide a monetary as well as a psychological lift to the cadet upon his graduation and promotion to the rank and pay of a state traffic officer, and (3) it should provide for a small, but direct savings in salaries and wages.

*We recommend the funds requested to support this division be approved in the reduced amount of \$415,739.*

## Department of the California Highway Patrol—Continued

## Land and Buildings

The amount requested (\$1,032,185) to support the activities of this organizational budget unit of the department increased \$51,581 or 5.3 percent over the estimated requirement for the current year.

No personal services are shown in this unit as all expenditures are of a housekeeping nature and administered by the Administration Division.

The amount of \$1,040,985 requested for operating expenses is up \$49,491 over the estimated current year expenditures. The largest single increase of \$44,558 in the line item "rent—facilities" is due primarily to renegotiation of leases on field office buildings and the rental of proposed new radio sites. Other increases for utilities (+\$2,400) and construction planning (+\$10,000) are offset by a reduction (—\$7,407) in repairs and alterations.

Equipment purchase costs reflect an upward trend of \$3,590 and reimbursements from rental of facilities to the Department of Motor Vehicles shows an increase of \$1,500.

*We recommend approval of the amount requested to support this activity.*

*We recommend this budget item be approved in the reduced amount of \$40,141,869, representing a reduction of \$314,618.*

## Department of the California Highway Patrol

## DEFICIENCY PAYMENTS

## ITEM 177 of the Budget Bill

FOR PAYMENT OF DEFICIENCIES IN APPROPRIATIONS FOR  
THE DEPARTMENT OF THE CALIFORNIA HIGHWAY  
PATROL, FROM THE MOTOR VEHICLE FUND

Amount requested	_____	\$250,000
Amount allocated to date for 1962-63 fiscal year	_____	None

TOTAL RECOMMENDED REDUCTION	_____	None
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## ANALYSIS

The provisions of Section 42272 of the Vehicle Code have been interpreted as prohibiting the creation of deficiency expenditures in support of this department. This item has appeared in the budget beginning with the Budget Act of 1957 for the purpose of funding unanticipated contingencies involving purchase and operation of patrol vehicles.

This request increases the amount so appropriated during the current year from \$100,000 to \$250,000. The patrol's basis for this increase is: their concern that the cost of operation per vehicle mile used in this budget is 20 percent lower than their highest cost for this function; the possibility of increased costs of vehicles; and the possibility of the approval of muffler antismog devices for installation on new vehicles and the subsequent requirement that they be installed on vehicles operating in certain areas.

*In view of these possibilities and because the budget item contains specific language in regard to what these funds may be expended for*

# Motor Vehicles

Item 178

## Deficiency Payments—Continued

and then contingent on approval by the Department of Finance, we recommend approval as budgeted.

### DEPARTMENT OF MOTOR VEHICLES

ITEM 178 of the Budget Bill

Budget page 442

#### FOR SUPPORT OF THE DEPARTMENT OF MOTOR VEHICLES FROM THE MOTOR VEHICLE FUND

Amount requested	\$33,858,601
Estimated to be expended in 1962-63 fiscal year	31,367,668

Increase (7.9 percent)	\$2,490,933
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TOTAL RECOMMENDED REDUCTION	None
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#### GENERAL SUMMARY

The principal functions of the department are:

1. Registration and titling of motor vehicles.
2. Examination of applicants for and the issuance of driver licenses.
3. Administration of the negligent operator and driver improvement programs.
4. Licensing of automobile salesmen, dealers, wreckers, manufacturers and transporters.
5. Investigation and enforcement of laws pertaining to the registration of vehicles and driver licensing.
6. Licensing and control of private driving schools and instructors.
7. Administration of the Financial Responsibility Law pertaining to motor vehicle accidents.
8. Collection of fees prescribed by law and the accounting for and distribution of these revenues.
9. Maintenance of records, principally those relating to registration and titling of automobiles, operator licenses, moving violations and failures to appear in court.
10. Servicing requests for information from law enforcement agencies, insurance companies, attorneys, banks and other.

To administer these functions there are four divisions: Administration, Registration, Driver's Licenses and Field Office Operation which has 144 branch offices and 27 mobile units that services 63 locations throughout the State which do not have sufficient population to warrant branch offices.

#### ANALYSIS

The department receives its support from three separate funds which appear as separate items in the Budget Act. For a valid comparison of expenditures it is necessary to group these funds and discuss the totals as shown in the following table:

	Estimated 1962-63	Proposed 1963-64	Change from 1962-63
Support (Motor Vehicle Fund)	\$31,367,668	\$33,784,601	\$2,490,933
Support (Motor Vehicle License Fee Fund)	5,111,778	5,400,932	289,154
Support (General Fund)	25,200	--	-25,200
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	\$36,504,646	\$39,259,533	\$2,754,887
Personnel man-years	5,187.1	5,337.8	150.7