

State Treasurer—Continued

The duties of the accountant and stenographer will be to assist the Treasury Cashier and Investment Officer. The Treasury Cashier administers the pooled money investment program established by Chapter 1703, Statutes of 1955. Investments and interest earned have increased considerably since the program began. Part of this increase is due to the general rise in interest rates, but a more active investment program is also responsible. The accountant will assist the cashier to develop timely information of cashier receipts and needs for future periods. This information should result in an increase in investments with a greater return of interest to the State. The stenographer will type reports and furnish other clerical assistance to the cashier and accountant.

The existing position of staff assistant at \$13,800 was added last year because of the unusual amount of activity associated with the creation of the pooled money investment program. The Treasurer also became very active in attempting to provide better fiscal information to be made available to bankers and prospective institutional investors to improve the market for state bonds. This staff assistant would appear to be justified for another year based on the forecast of an active program of this nature.

The increase in equipment is due in part to the purchase of IBM equipment now in use on a rental basis. The purchase price should be amortized over a period of 3.7 years and from that period on a saving should result. The major portion of the balance is to be spent on equipment for the two new positions and additional lockers for storage of state securities.

We recommend approval of the amount budgeted.

DEPARTMENT OF THE CALIFORNIA HIGHWAY PATROL

ITEM 131 of the Budget Bill

Budget page 313

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

Amount requested	\$26,925,442
Estimated to be expended in 1957-58 Fiscal Year	23,445,630
Increase (14.8 percent)	\$3,479,812

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Workload or salary adjustments	New services	
Salaries and wages	\$2,468,268	\$2,468,268	—	317 32
Operating expense	1,046,775	1,046,775	—	317 34
Equipment	—22,511	—22,511	—	317 36
Less increased reimbursements	—12,720	—12,720	—	317 45
Total increase	\$3,479,812	\$3,479,812	—	

RECOMMENDED REDUCTIONS

Reduction in budgeted increases	\$1,282,668
Improved efficiency and policy reappraisal	None
Total reductions	\$1,282,668

California Highway Patrol—Continued

GENERAL SUMMARY

Legal provision for the California Highway Patrol is found in the California Vehicle Code, Sections 139-139.51. Provision for state enforcement of vehicle laws was first made in the California Vehicle Act of 1923. Contracts for the purpose were entered into with the counties. The California Highway Patrol was first created in 1929, as a part of the Division of Motor Vehicles. Only in 1947 was it given the status of a separate department.

The California Highway Patrol is supported from the revenue of the Motor Vehicle Fund, which is derived from motor vehicle registration and weight fees, drivers' license fees, etc. When the costs of the Highway Patrol and the Department of Motor Vehicles have been met from this fund, in accordance with the appropriations made by the Legislature, the remainder goes into the Highway Users Tax Fund for use by the State and by cities and counties for highway and road construction and related safety devices.

As we have stressed in previous analyses, any decision to increase expenditures for the Highway Patrol means a corresponding decrease in funds for other programs supported from the Motor Vehicle Fund. Alternative expenditures include funds for additional freeways and county roads. Careful consideration should be given to the short term effect of expenditures for patrol enforcement against the long term effect of improvements in roads, highways, and safety devices.

The Department of the California Highway Patrol is organized into three divisions: Administrative, Field Operations, and Technical Services. It is headed by a commissioner, whose personal staff consists of a deputy commissioner, aide, and inspector-at-large. The Administrative Division is divided into seven sections.

Field Operations supervises the actual uniformed patrol. It is organized geographically into a Coastal Zone, Valley Zone, and Southern Zone. Within the three zones are 15 districts. Each district is divided into areas, corresponding closely to the county organization. The Los Angeles office of the patrol, the automotive shop and stores are immediately under the Southern Zone commander.

Technical Services is divided into two bureaus, the first of which is divided into Research and Development, and a Public Information section. Bureau II is divided into Special Services and Training. Special Services is again divided into: (1) Auto Theft and Felony; (2) Commercial Vehicles and School Bus; (3) Automotive Equipment Engineer; and (4) Laboratory. Training has the responsibility for the Patrol Academy, located just south of Sacramento.

California Highway Patrol—Continued

Staffing of the patrol follows the following pattern:

Zone

- 1 Supervising traffic inspector
- Staff: 1 Traffic sergeant
- 2 to 4 Traffic officers
- 2 Clerks

District

- 1 Traffic inspector
- 1 to 6 Traffic captains, each heading an area.
- Traffic lieutenants, certain ones heading an area that lacks a captain, the remainder normally heading substations.
- Traffic sergeants on a ratio of 1 sergeant :: 10 traffic officers.
- Traffic officers, 92 to 285 per district, excepting District 14.

The California Highway Patrol was established primarily to regulate traffic. We find no original intention on the part of the Legislature to have it compete with the sheriffs' offices in general law enforcement. In fact, under the arrangement which preceded establishment of the patrol the sheriffs' offices undertook traffic enforcement under a contractual arrangement with the State, in addition to their other duties.

During the past three decades, the California public has found the Highway Patrol available on the highways, well trained, and prompt in responding to calls. Hence the patrol has been called on for a variety of purposes completely unrelated to highway safety, and to some extent not connected with highway purposes.

An opinion of the Legislative Counsel indicates that it is doubtful that funds can be appropriated for any nonhighway activity. If all existing nonhighway activity is eliminated it will free additional officers for active patrol duty. This nonhighway duty, for example, includes investigation of theft of vehicles.

As an example of highway duty not related to highway safety, the Legislature has deemed it wise to supply the Department of Motor Vehicles with police cars to enforce on the highways the registration provisions of the Vehicle Code. Likewise, we find the Highway Patrol, in strict accord with the Vehicle Code's definition of "highway," patrolling county roads. On some of these traffic is light and accidents fewer than at key points on the "main line" beats. The need for this degree of rural patrol would warrant careful study.

More important from the standpoint of time consumed are those suburban areas which if incorporated would provide their own police, but which are actually receiving police service at the expense of the Motor Vehicle Fund. The taxpayers of many counties are supporting two motorized patrols, the sheriffs' and the Highway Patrol, whose basic assignments are different but which actually are prepared to perform many of the same law enforcement functions. There is a substantial amount of official cooperation through sharing of radio and even of office facilities. There is semiofficial "support" in actual field operations. However, there continues to be considerable overlapping of function in some counties.

It has been suggested that the Highway Patrol should be limited to highways under the jurisdiction of the Department of Public Works, Division of Highways. This amounts to 12,380 miles outside cities, and

California Highway Patrol—Continued

197 miles of expressways and full freeways inside cities where state patrol is recommended in the interest of uniform enforcement. (Total mileage of state highways inside cities is 1,370 miles as of June 30, 1956.) At present the Highway Patrol claims to be covering approximately 70,000 miles of road.

The anticipated effect of this solution would be to check the rapidly growing diversion of highway gasoline and fuel tax funds from highway construction to patrol. At the same time, it would encourage counties, particularly the rapidly growing suburban areas, to accept full responsibility for the policing of their own areas, thereby reducing the burden on the state-financed Highway Patrol.

From the standpoint of management improvement in the patrol, there are two changes of general interest which have been made this year. Copies of accident reports are now available at the larger area offices, eliminating the necessity of writing to Sacramento. An inspector-at-large has been appointed as an additional staff aide to the commissioner. The commissioner is thus enabled to maintain a direct check on field activities.

ANALYSIS

Total Expenditures. The budget proposes to increase the expenditures on the Highway Patrol by four million dollars, including retirement contributions. This is a 14.8 percent dollar increase, which in view of rising costs is consistent with an increase of 10.8 percent in the requested number of uniformed officers, and 11.2 percent in the net man-years, officer and civilian.

Administration. Nine civilian positions have been requested. These appear justified on the basis of the actual present workload.

Operating expenses show a substantial increase only in communications. This is due to a full year's use of the new private line system, which is to be available for only the last five months of 1957-58.

Field Operations. Twenty-six civilian positions have been requested. Half of these are intermediate typist-clerk positions to be assigned to substations. Substations are maintained for the use and convenience of the officer personnel, and are not necessary for the public to communicate with the patrol. The patrol can always be reached by dialing ZEnith 1-2000. Hence clerical service should be based on a sufficient saving of officers' time to justify the added expense. We cannot recommend this blanket inclusion, but see no objection where positions are supported by a workload analysis.

Three junior typist-clerks have been requested to take care of telephone calls at Los Angeles. Many of these calls are relative to weather and highway conditions.

Recommendations

1. *Reduction, intermediate typist-clerks (13)*-----\$43,836
2. That the Highway Patrol and Division of Highways jointly determine the possibility of establishing an automatic reporting service on a separate telephone number before these three junior typist-clerk positions are finally granted.

California Highway Patrol—Continued

Field Operations: State Traffic Officers. Two hundred and forty (240) additional traffic officers and 24 sergeants have been requested. The patrol, in presenting this request, recalls the fact that it "conducted a comprehensive study of traffic officer requirements and presented a need for 1,055 additional officers with its 1955-56 Budget request. Of the number of officers determined needed, based upon 1954 conditions, 625 have been allowed."

In previous years we have criticized the staffing formula used to arrive at the grant total of 1,055 officers. A projection made by the patrol, again based on this formula, indicates that in 1959 the patrol will be more than 1,000 officers short of its desired complement. We have again reviewed the formula, and have been unable to determine the basis upon which the formula has validity.

More recently the Highway Patrol has required each area commander to estimate his manpower requirements, based on a systematically worked out job sheet. We have sought to tie the estimates in with accident rates, but so far without success. We wish to encourage the patrol to continue its studies, and with the new computing facilities at its command (an IBM 650), trust that it will come up with a useful result. No accurate appraisal has been made of the extent to which the patrol is performing nonessential services.

That California may be reaching the point of diminishing returns in adding patrolmen is suggested by the contents of the Pennsylvania Turnpike Joint Safety Research Group's report, *Accident Causation* (1954). Of the accidents studied, the major causes were reported to be:

<i>Cause</i>	<i>Percent</i>
Deficiencies in routine driving skills-----	11.9
Failure to cope with road conditions-----	16.7
Inattention -----	14.8
Misperception -----	8.0
Vehicle failures -----	14.5
Other -----	6.1
	<hr/>
	72.0
Illegal and unsafe actions-----	28.0
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	100.0

It was found that most passenger cars were traveling the turnpike in the 53-63 miles per hour range. This is comparable to the California Division of Highways finding that 50.4 percent of all passenger cars on six rural freeways moved between 55 and 65 miles per hour. "The accident records indicate that most accidents occur in the 41-50 mile per hour speed range." It was felt by the turnpike research group that speed of itself was not the problem. Rather, drivers tended to underestimate the increasing hazards of a situation, and failed to reduce speeds in proportion to the growth of the hazards.

This situation leads, under California law, to officers noting in their accident reports that "speed" was the cause of the accident on repeated occasions where the person cited was traveling well under the legal limit for that portion of highway. If a driver is unable to stop in time to avoid hitting the car that has suddenly stopped in front of him, he

California Highway Patrol—Continued

is cited on V. C. 510: "No person shall drive a vehicle upon a highway greater than is reasonable or prudent. * * *" Thus a rear-end collision automatically brings a person under V. C. 510, the "Basic Speed Law," and in the patrol statistics he was a "speeder," regardless of his speed.

The simple explanation that most accidents are caused by excessive speed thus cannot justify the addition of patrolmen on the premise that they help control speed and their activity can be expected to result in a proportional decrease in accidents.

Summarizing, (1) We have not been presented with evidence that additional patrolmen will produce a material change in the accident rate—indeed, with the additional patrolmen granted by the Legislature during the past two years, the trend has been upward. (2) We find that there are a number of operations carried on at present by uniformed officers, for which a three months' training at the academy and an elaborate system of disability, retirement and death benefits are unnecessary. (3) A reduction in local services performed would make more patrol time available for essential patrol duties.

The Patrol states that it has been unable to keep certain positions filled at current civil service rates, hence uniformed officers were assigned to office duties. It further argues that it is useful to have men with patrol experience in a number of these positions. Where assignment is based primarily on salary considerations, we believe this constitutes an improper personnel practice. Where patrol experience is a necessary prerequisite, it can be made a requirement in the appropriate Personnel Board examinations.

We would agree with adding civilian positions wherever it is appropriate to relieve an officer of desk duty at headquarters and assign him to the field. There is an immediate saving in state contributions to the Retirement Fund of \$1,279 per year for every traffic officer at the top of his pay grade replaced by a civilian at the same pay grade. We believe there will be additional savings on the actual salaries paid.

By creation of these civilian positions, a substantial number of trained officers can be released. Possible points of saving (based on January-November, 1957 figures) are the following:

96 man-years expended on scale and weight detail

15 of 22 positions in technical services

(Not convertible: 1 supervising traffic inspector, 2 officers each in Operations, Research and Development, Special Services.)

Recommendations:

1. That the Personnel Board determine which positions occupied by uniformed officers do not require police experience; that they be filled by nonuniformed personnel;

2. That the Personnel Board determine which positions occupied by uniformed officers require police or patrol experience, but which are (a) not essentially police in nature and which (b) involve risks more nearly comparable to those of state miscellaneous employees rather than to those of active traffic officers; that these be reclassified to non-

California Highway Patrol—Continued

uniformed status, and that rules be established permitting easy transfer between these positions and uniformed status.

3. That higher echelon divisional posts be exempted from the above requirement.

4. That the budget for Field Operations uniformed personnel be reduced as follows:

State traffic sergeant (24 new)	—\$140,112
State traffic officer (240 new)	—1,098,720
Net reduction	—\$1,238,832

Field Operations: Equipment. The final figure for new automotive and radio equipment, as distinguished from replacements, must be determined by the number of additional officers given field assignments. As it is not anticipated that this will be more than half the original number of traffic officers and sergeants requested, a reduction by half is a conservative estimate. The Department of Finance will, as a matter of standard procedure, allow only such equipment as can be justified on the basis of positions.

Technical Services. Eight new positions are requested, four in Research and Development, and four in Public Information. All are clerical but an Information Officer II at \$8,520, and an Information Officer I at \$7,008. Approval is recommended.

Training Academy. The Highway Patrol has pursued a policy of calling in special groups for inservice training. Commercial enforcement has been one topic. Others have been called in for command schools. Thus, the academy has been enabled to operate during a considerable portion of the year. Most of its costs are fixed. However, if our recommendations on staffing are accepted, certain items such as feeding and instruction should be reduced by agreement with the Department of Finance, and certain of the nine uniformed officers assigned elsewhere.

Department of the California Highway Patrol
DEFICIENCY PAYMENTS

ITEM 132 of the Budget Bill

Budget page 317

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 1957-58 Fiscal Year	100,000

Increase None

RECOMMENDED REDUCTIONS None

GENERAL SUMMARY

The Department of the California Highway Patrol is prohibited by law from creating deficiencies. The California Highway Patrol is supported from the Motor Vehicle Fund, and is not eligible to use the Emergency Fund.

Item 133

Industrial Relations

California Highway Patrol—Continued

The department is asking for the same amount granted by the 1957 Legislature. We believe this provides ample flexibility.

Approval of this amount is recommended.

DEPARTMENT OF INDUSTRIAL RELATIONS

ITEM 133 of the Budget Bill

Budget page 318

FOR SUPPORT OF DEPARTMENT OF INDUSTRIAL RELATIONS FROM THE GENERAL FUND

Amount requested	\$8,742,203
Estimated to be expended in 1957-58 Fiscal Year	8,121,730
Increase (7.6 percent)	\$620,473

Summary of Increase

	Total Increase	INCREASE DUE TO		Budget Line page No.
		Workload or salary adjustments	New services	
Salaries and wages	\$506,678	\$474,746	\$31,932	325 64
Operating expense	105,391	77,726	27,665	325 66
Equipment	27,090	—	27,090	325 68
Less increased reimbursements	—18,686	—18,686	—	325 76
Total increase	\$620,473	\$533,786	\$86,687	

RECOMMENDED REDUCTIONS

Reduction in budgeted increases	\$268,051
Improved efficiency and policy reappraisal	43,488
Total reductions	\$311,539

Summary of Reductions

Division of Administration	Amount	Budget	
		Page	Line
Operating expenses			
Traveling—out of State	\$4,750	319	15
Rent—building space	22,915	319	17
Equipment	664	319	23
Total	\$28,329		
Division of Conciliation			
Equipment	\$261	319	65
Total	\$261		
Division of Industrial Accidents			
Salaries and wages			
5 Referee	\$63,000	320	65
1 Consultant and medical examiner	11,400	320	66
2 Permanent disability rating specialist	13,344	320	67
Hearing reporter (5)	30,300	320	69
Senior legal stenographer (5)	21,480	320	70
5 Intermediate typist-clerk	17,280	320	71
3 Intermediate stenographer-clerk	10,890	320	72
Equipment	11,627	321	18
Total	\$179,321		