133

ITEM 139 of the Budget Bill

DEPARTM	ENT (OF.	JUSI	1	CE
---------	-------	-----	------	---	----

Budget page 320

FOR SUPPORT OF THE DEPARTMENT OF JUSTICE FROM THE GENERAL FUND Amount requested

 Amount requested
 \$5,598,505

 Estimated to be expended in 1958-59 Fiscal Year
 5,391,870

 Increase (3.8 percent)
 \$206,635

 TOTAL RECOMMENDED REDUCTION
 \$14,353

GENERAL SUMMARY

In accordance with provisions of the Constitution and the Government Code, the Attorney General is chief law officer of the State, thus ex officio director of the Department of Justice. He functions to see that in every county state laws are uniformly and adequately enforced. If this is not the case in the opinion of the Attorney General, he may prosecute these violations and, in doing so, assumes the powers of a district attorney. The Governor is empowered to direct the Attorney General to assist any district attorney in the discharge of his duties. The Legislature, Governor, any state agency, and any district attorney may request the Attorney General to render an opinion in writing on any question of law relating to their respective offices.

Pursuant to the Government Code, the following divisions compose the Department of Justice.

The Division of General Administration handles all the administrative functions of the department. Included among these functions are personnel administration, State Teletype System, budget preparation, fiscal control, accounting and purchasing. This division is currently composed of 174 positions with employee representation in five area offices: Sacramento, Los Angeles, San Francisco, San Diego, and Fresno.

The Division of Civil Law writes opinions and handles cases relating to administrative and civil law which involve the interest of the State. Presently the workload is divided into the following sections: Tax Law, Administrative Law, Public Welfare Law, Public Resources Law, Business Law, and Government Law. The division is comprised of 87 attorneys, three special investigators and two disability claims examiners, who work in three area offices: Sacramento, San Francisco, and Los Angeles.

The Division of Criminal Law and Enforcement is divided into the following segments:

The Bureau of Criminal Law does the legal work of this division. It represents the State on appeals from judgments in criminal proceedings from the trial courts. It also renders opinions involving criminal law and advises with local peace officers on law enforcement. It prepares extradition matters and vehicle forfeiture cases which arise under the State Narcotics Act. The bureau has a staff of 27 attorneys in Sacramento, Los Angeles and San Francisco.

The Bureau of Criminal Statistics comprises the statistical arm of the department. The function of this bureau is the compilation and analysis of administrative, population and general crime statistics. The bureau has 29 technical and clerical personnel in Sacramento.

General Summary---Continued

The Bureau of Criminal Identification and Investigation furnishes technical assistance in the investigation of crime in order to aid local law enforcement agencies. The main office is in Sacramento, with small offices in Los Angeles and San Francisco. To furnish this assistance and aid, the bureau is divided into the following sections:

Administrative Section, which includes the assistant director, Division of Criminal Law and Enforcement (chief of bureau) assistant chief, and a staff of eight.

- Fingerprint Section, which has a staff of 108 technicians and clerical personnel.
- Special Services Section, which has 123 persons, both technical and clerical.

Record Section, which is divided into five units—Soundex (name files), Typing, Mail and Duplicating, Record Folder and Miscellaneous—which have a total of 125 employees.

- Investigation Section, which is comprised of 23 employees, both technical and clerical.
- Criminalistics Laboratory, which employs four criminologists and one stenographer-clerk.

The Bureau of Narcotic Enforcement has the primary function of enforcing the provisions of the narcotics law, which is set forth in the Health and Safety Code. The bureau also functions as a central agency in furnishing technical training and assistance in the field of narcotic enforcement to local law enforcement agencies. This bureau has its headquarters in Sacramento with five area offices, in Sacramento, San Francisco, Fresno, Los Angeles and San Diego. Presently the bureau has a staff of 92 technical and clerical personnel employed in these offices.

ANALYSIS	Summary of Reductions		Bud	Budget	
	-	Amount	Page	Line	
Division of General Admini	istration				
Salaries and Wages:					
San Francisco					
1 Intermediate typis	t-clerk	\$3,456	321	36 🗸	
Equipment:					
Replacement automo	bile	4,800	321	59	
Accounting machine		6,097	321	59	

In the next fiscal year, the department is acquiring additional space on the sixth floor of the new San Francisco State Building Annex. The proposed position of intermediate typist-clerk for San Francisco is to be used as a receptionist for the department's entrance in the new annex. The position will also be doing typing and other clerical work while acting as receptionist.

Since the department already has a receptionist in the existing building who handles the telephone switchboard, we do not recognize the need for an additional receptionist in the new annex. We believe that proper signs could be placed in the lobby of the new building to direct visitors through the building to the existing building, where they can enter the main reception room for the San Francisco office. A door can

General Summary—Continued

be placed at the entrance of the Attorney General's space in the annex in order to stop the free ingress and egress to their quarters. The door can be locked to allow people from the inside to get out but not let anyone enter.

Therefore, we recommend that this position not be granted and the amount of \$3,456 be deleted from the budget, as well as related operating expenses and equipment.

The department proposes to replace the Attorney General's 1957 Cadillac sedan, which was purchased in December, 1956. The budget information shows that the mileage as of June 30, 1958, was 26,000 miles and it is estimated to be driven 20,000 miles in the current year. No justification is provided for replacement of this automobile after only 46,000 miles and approximately 18 months of use. Since no justification is advanced for replacing the vehicle, we recommend that the \$4,800 budgeted be deleted.

An accounting machine is requested for use in the accounting office for posting purposes in five separate procedures. The Organization and Cost Control Division reports that the department has a sufficient amount of postings to warrant the use of a bookkeeping machine, which, it now appears, will cost approximately \$3,250. We therefore recommend that the department be granted this machine.

However, it is our understanding that the Department of Mental Hygiene has one such machine which is currently not being used but have not as yet relinquished control of it. If this machine was made available for use in the Justice Department, the State would realize an actual savings of \$3250. In any case the item should be reduced by \$2,847 to reduce the overestimate of cost. Therefore, we recommend that the Department of Mental Hygiene transfer this piece of machinery and this amount be deleted from the budget.

Division of General Administration

The following new positions, in addition to the one previously listed in summary of reductions, are requested:

Sacramento: Secretarial:	No. o	f positions	Proposed 1959-60
Intermediate stenographer-clerk		1	\$3,630
Teletype :			
Temporary help		0.5	1,500
Los Angeles: Secretarial:		•	
Senior legal stenographer		6	25,776
Intermediate stenographer-clerk		1	3,630
Intermediate typist-clerk		1	3,456
Total proposed new positions		9.5	\$37,992

The intermediate stenographer-clerk proposed for the Sacramento office is to be used in the Charitable Trust Unit. This position was authorized in the last Budget Act only until June 30, 1959. There is sufficient workload to justify this position. However, the present Charitable Trust Law will expire at the end of this fiscal year. Whether

Division of General Administration—Continued

or not the Legislature will continue this function can not be answered at the present.

Since the extension of the Charitable Trust Law is undecided, we recommend approval of this position contingent on the extension of the law and then only for the life of such extension.

The temporary help is requested in order to aid the supervisor in compiling statistics for studies being made on teletype procedures. The State Teletype System is expanding because of the constant increase in population and corresponding increase in enforcement agencies. We recommend approval of the 0.5 temporary help allocated for the collection and maintenance of statistics on teletype traffic.

The division requests one intermediate stenographer-clerk to assist in the Los Angeles narcotic forfeiture section. The number of vehicle forfeiture cases continues to increase in this area and there is a great deal of routine paper work connected with this operation. In fact, the number of forfeiture cases increased 33 percent or 617 cases to 823 cases in 1957-58 over 1956-57. In order to relieve a senior legal stenographer from this detail, this position on the intermediate level is proposed. Due to the increase in workload and savings in pay levels by not adding a senior legal stenographer, we recommend approval of this position.

The Los Angeles office is on two separate floors of the State Building; therefore, there is a request for one intermediate typist-clerk to act as receptionist and switchboard operator for the 30 members on the fourth floor. Since these offices are divided by separate floors and there are two separate switchboards, we recommend approval of this position.

On the basis of nine additional deputies being requested and our concurrence with this request, the six senior legal stenographers are justified by the established ratio of three deputies to two stenographers. However, we must caution that two additional attorneys are based on the extension of the Charitable Trust Law. Should this not be extended, then one secretary position should be deleted.

The operating expenses include an item in the amount of \$8,500 for contractual analysis services. This department is in need of such services in order to revamp some of their present systems and procedures. We concur in this request, especially if the services are used to make certain studies such as in the Bureau of Criminal Investigation and Identification on the necessity of maintaining certain documents, operations policy and existing workload formulas and the revision of the legal filing system.

Division of Civil Law

The proposed new positions are as follows:

Los Angel	les and the los			$M^{\frac{1}{2}} \stackrel{\mathrm{def}}{=} M^{\frac{1}{2}} \mathrm{def$
Deputy	Attorney General	1 III	2	\$18,768
Deputy	Attorney Genera	l II	3	21,024
		· · · ·	[']	
			5	\$39,792
			-	400,101

There is no specific workload standard which can be applied to the attorney positions within this department, since there are many factors

Division of Civil Law-Continued

which must be considered when determining how much work should be accomplished by one attorney, and these factors vary from individual to individual. We have used in the past one significant factor in applying a workload standard. This is the number of cases filed by the Attorney General's Office. However, in the main, we must rely on the administrative discretion of the supervising attorneys.

Two of the above positions are based on the increase of civil and administrative cases filed in the Los Angeles office. In this office, the number of civil cases increased from 365 to 439 or 23 percent in 1957-58 over 1956-57 and administrative cases increased 3 percent from 513 to 529.

In August 1958, the Federal Government filed a lawsuit against the State of California and more than 300 defendants who are producers or former producers of oil and gas in Long Beach. The Federal Government is seeking a court order requiring the State and the other defendants to proceed with a repressuring program to abate subsidence in the area, or in lieu thereof an injunction to prohibit all oil and gas extraction in the field. The latter event would mean a loss of many millions of dollars a year to the State. But, in addition, the Federal Government asks for damages to its shipyard, which represents an investment of 170 million dollars.

This office has undertaken the defense of this lawsuit with its own staff. At least two, and at times many more, must work fulltime on this case. Two additional deputies are requested to work on this suit.

Shortly the State will file a lawsuit to determine the boundaries of the tidelands in the Long Beach area. The disputed land contains oil, hence it is most valuable to the State. Presently over two deputies are working something over one-half time each in preparation of the case. With the filing of the suit, activity in court will reach its height in 1959-60. At least two full-time men will be required to work on the case. One additional deputy is requested for this assignment.

These three positions will be fully reimbursed from the special fund agency which is employing their services. However, the department should be prepared to shift these attorneys to other work when these cases are concluded and not request new positions on workload increases in other areas of law.

We recommend approval of the above request.

Division of Criminal Law and Enforcement Bureau of Criminal Law

The proposed new positions for this bureau are as follows:

Los Angeles	Total number of positions	Total salaries and wages
Deputy Attorney General III Deputy Attorney General II	2 2	\$18,768 14,016
	4	\$32,784

The previous discussion of guides used in staffing a legal office pertain to this request as well.

458

Division of Criminal Law and Enforcement-Continued

Two attorneys are requested on the basis of increase in the total criminal case filings in the Los Angeles office. Statistics show that there was a 25 percent increase for 1957-58 over the previous fiscal year. In the last budget, the Legislature granted three new positions, on the basis of a 23.1 percent increase; therefore, this request does not appear unreasonable under existing circumstances.

In accordance with the Uniform Supervision of Trustees for Charitable Purposes Act, the department has been registering and investigating charitable trusts. If this law is extended, the Attorney General's Office will be involved in litigation concerning these matters. On this basis, the department requests two additional attorneys to handle the anticipated workload.

Approval of these positions is contingent on the extension of the Charitable Trust Law. This is in conformance with our recommendation previously stated regarding the secretary and stenographer positions requested on the basis of these two deputy positions. Should this law not be extended, these positions as well as related operating expenses and equipment should be deleted from this budget item. The deletion should also include the contractual auditing service which is shown in the executive section's operating expense of this division.

We therefore recommend approval of the above-mentioned positions, subject to the extension of the law relating to charitable trust.

Bureau of Criminal Statistics

Request for additional positions as follows:

	Total number of positions	Total salaries and wages
Senior tabulating machine operator Key punch operator		\$4,296 3,630
the second se	-2	\$7,926

After 12 years of service by this bureau to the Department of Corrections and Youth Authority, these departments have each established a research division and have relieved the bureau of the statistical functions related to their respective departments. As of November 1, 1958, a total of 21 positions were transferred from the bureau to these departments. Although the statistical functions have been transferred, the bureau will continue to furnish tabulating services to these departments.

The bureau increase in tabulating workload for 1959-60 as compared with the current year is based on the following assumptions. There will be 10 percent increases in all tabulating workload in the Youth Authority and Corrections Populations Sections; there will be a 20 percent increase in tabulating workload related to law enforcement, because of further work and developments already in progress toward quarterly totals and individual reporting on a sample basis; there will be no change in workload in juvenile probation; there will be 5 percent increases in workload in the adult probation and superior court areas; and there will be no change in workload in those areas shown as administrative and internal.

Division of Criminal Law and Enforcement-Continued

We recommend approval of these positions based on apparent workload increases.

Bureau of Criminal Identification an	d investigat	ion
The following positions are proposed for t	he 1959-60	Fiscal Year:
	lumber of positions	Total salaries and wages
operandi technician	_ 1	\$7,008
Fingerprint Section:		
Senior fingerprint technician	. 2	9,960
Intermediate fingerprint technician	_ 6	24,552
Special Services Section:	· · · ·	an an a' an
Senior typist-clerk	_ 1	4,092
Senior typist-clerk Intermediate stenographer-clerk	1	3,630
Intermediate typist-clerk		3,456
Record Section:		
Intermediate typist-clerk	_ 3	10,368
Intermediate clerk	- 6	20,736
		· · · · · · · · · · · · · · · · · · ·
	21	\$83,802

The bureau because of increasing workloads has been operating a night shift from the hours of 4:30 p.m. to 1 a.m., Mondays through Fridays. This shift is composed of approximately 100 clerical and technical personnel. Currently, an assistant supervising modus operandi technician from the day shift has been assigned authority over the entire bureau for this shift. This position has been borrowed from the day shift, which has a large staff of clerks and technicians in the Special Services Section. It is therefore necessary to grant the proposed position of assistant supervising modus operandi technician in order to insure the proper administrative control and direction of the personnel on the night shift and allow the present position to return to the day shift.

The following tables show the need for increases in personnel in the respective sections.

Fingerprint Section

Year	Total authorized positions per budget	Actual fingerprints received	Production rate
$\begin{array}{rrrrrrrrrrrrrrrrrrrrrrrrrrrrrrrrrrrr$	96 100 108*	755,864 805,174 (estimate) 863,350 (estimate)	7,998 8,052 7,994
	Special Serv	vices	a ser en

(Group I)

Year		Total authorized positions per budget	Actual items received	Production rate
$\begin{array}{c} 1957\text{-}58 \\ 1958\text{-}59 \\ 1959\text{-}60 \end{array}$	 	79 97 100*	886,581 1,037,887 (estimate) 1,127,025 (estimate)	$\begin{array}{c} 11,222 \\ 10,607 \\ 11,270 \end{array}$

Justice

Division of Criminal Law and Enforcement—Continued

Record Section

Year	Total authorized positions per budget	Actual workload items	Production rate
1957-58		4.912.174	47,006
1958-59	118	5,379,215 (estimate)	45,587
1959-60		5,871,622 (estimate)	46,233
4 <u>444</u>			

* Includes proposed new positions.

According to past experiences in workload increases, the proposed positions appear to be justified.

Bureau of Narcotic Enforcement

The following position is requested:		
Sacramento :	positions per budget	Salary
Intermediate typist-clerk	1	\$3,456

This position will be used to file case reports from field offices. At the present, there is a large backlog of such filing. In addition, the typist-clerk will assist the assistant chief, a position which is currently unfilled. This recommendation is in line with a recent Organization and Cost Control Division survey of the headquarters office. We therefore recommend that the position be granted.

We would like to comment at this juncture on the unfilled position of assistant chief of this bureau. This position was authorized in an augmentation to the Department of Justice support item in the 1958 Budget Act, however, it has not been classified by the State Personnel Board as yet.

We feel that this position should not be called assistant chief, but should be named as an administrative assistant with corresponding duties. He would be expected to handle the mass of administrative detail which presently overburdens the chief. The position in this capacity could more effectively deal with the large volume of paper work which is processed in the headquarters office. In the absence of the chief, authority could be delegated by him to whomever he desires to exercise direct supervision of enforcement matters; thereby, the primary function of the administrative assistant would be administrative. By having an administrative assistant, the chief would be free to devote his time to policy formulation, general direction and field inspections of the agency.

We therefore recommend that this agency give high priority to having this position classified and filled with an individual who possesses high administrative qualifications rather than just enforcement experience, in order to aid the agency in extracting itself from the present administrative difficulties.

134 Department of Justice OTHER CURRENT EXPENSES	· · · · · · · · · · · · · · · · · · ·
ITEM 140 of the Budget Bill	Budget page 326
FOR LEGAL SERVICES RENDERED THE COLORADO OF CALIFORNIA FROM THE GENERAL FUND	*
Amount requested Estimated to be expended in 1958-59 Fiscal Year	\$635,116 615,340
Increase (3.2 percent)	\$19,776
TOTAL RECOMMENDED REDUCTION	\$135,000

ANALYSIS

These funds are appropriated to support the cost of litigating the conflict between California, Nevada, New Mexico, Arizona, Utah and the United States relating to the division of water available to the lower basin of the Colorado River. Legal firms and engineering consultants have been retained to aid members of the Attorney General's Office and the Colorado River Board in presenting the case to the Special Master appointed by the Supreme Court of the United States:

This case has been in process since 1952. It is nearing its conclusion; however, there are to be further proceedings before the Special Master in New York to hear arguments on the report he will submit to the Supreme Court. Exceptions to this report will be filed in the Supreme Court.

We question whether the entire amount requested should be appropriated. The following table shows the appropriation experience of this separate item to the support budget of the Department of Justice.

Fiscal year	$Amount \\ appropriated$	Actual expenditures	Amount reverting to general fund
1952-53	\$75.560	\$70,726	\$4,834
1953-54	103.372	80,585	22,787
1954 - 55	$137,\!153$	136,742	411
1955-56	345.368	236,369	108,999
1956-57	608,511	509,805	98,706
1957-58	751.088	510,991	240,097
1958-59	645,616	615,340*	30,276*
1959-60	635,116†		م ملاحد و الجي مراجع و الجي
		· · · · · · · · · · · · · · · · · · ·	and the second

* Estimated amount.

† Amount requested.

The funds appropriated for this item have been excessive in most years. This indicates there has not been a realistic review of true budgetary needs of this function in those years.

The staff and consultants are currently preparing findings of facts and conclusions of law to be submitted to the Special Master by April 1, 1959. Reply briefs are to be in by June 1, 1959, with rebuttals probably due 30 days hence. Thereafter, the Special Master will start to write his report. From past experience, it would appear that this will take anywhere from three to six months, and perhaps longer since all previous estimates of the time necessary for various procedures in this action have been too short. It would appear that there will be little, if any, necessary work to be done while the Master is writing his report. In fact, it would seem that nothing can be done since exceptions to the

Department of Justice—Continued

Master's report can hardly be taken until it is known what decision he is going to recommend to the Supreme Court.

The heaviest legal and engineering workload in this case should have occurred during the preparation of testimony and evidence for presentation to the Master and during the actual hearings themselves. This was the period 1956-57 and 1957-58. Even in these years the agency was unable to expend more than approximately \$500,000 per year on the case although it had secured the appropriation of \$608,511 for 1956-57 and of \$751,088 for 1957-58. Excess appropriations for these years in the amount of \$338,803 have reverted to the General Fund.

We recommend that this item be reduced by \$135,000.

This reduction will still leave available an amount equivalent to the maximum yearly expenditure rate for this case when workload was at its peak. Detailed justification for an increased level of expenditure in terms of the kind and amount of work and related expenses deemed necessary has not been submitted. In view of the State's financial condition it appears to be unwise to commit large sums of money against the possibility that workload may develop through unforeseen contingencies. The Colorado River Board, which has a vital interest in this suit, and which has budgeted large sums heretofore to support its portion of the activity, has recognized the declining level of workload in its budget, as shown by the table contained in the General Analysis statement (at budget page 326 lines 37-38) of this budget. The Colorado River Board has reduced its budget request in connection with the suit by more than one-half. Consequently we believe that our recommendation to reduce this appropriation only to the highest level of expenditures heretofore experienced is conservative.

135

Department of Justice

1	TELS TO SPECIAL COULDE	
ITEM 141 of the	Budget Bill	Budget page 327
	SPECIAL COUNSEL EMPLOYI THE GOVERNMENT CODE FR	
Amount requeste Estimated to be	ed expended in 1958-59 Fiscal Year	\$8,500 \$,500
Increase		None None
TOTAL RECOMM	MENDED REDUCTION	None

ANALYSIS

In accordance with Section 12520 of the Government Code, the Attorney General may employ a special counsel pursuant to the following: when a district attorney is disqualified in conducting any criminal prosecution and when making investigation for discovery and recovery of property to which the State may be entitled by escheat.

This item is budgeted at the same level as last year. Although the actual expenditure for the 1957-58 Fiscal Year was \$5,300, there must be a margin for unanticipated proceedings. Being a separate item from

Mental Hygiene

Department of Justice—Continued

the department support appropriation, any savings revert to the General Fund.

We recommend approval.

Department of Justice				
OTHER CURRENT EXPENSES				
ITEM 142 of the Budget Bill Budget page 327				
FOR CONSULTANTS AND RELATED EXPENSES TO PARTICIPATE IN FEDERAL POWER COMMISSION PROCEEDINGS FROM THE GEN- ERAL FUND Amount requested				
Increase None				
TOTAL RECOMMENDED REDUCTION \$25,000				

ANALYSIS \bigtriangledown

The Attorney General's Office has been actively participating in a number of proceedings before the Federal Power Commission on the basis that it is necessary in order to protect California gas consumers. This budget item has been requested for use in securing consultants to aid in the presentation of evidence.

The Public Utilities Commission also intervenes in these matters, including the preparation and presentation of technical testimony and exhibits and the submission of legal briefs, motions, etc.

We do not believe it either necessary or desirable for two state agencies, in the same matter, to prepare and present evidence for an identical purpose. Accordingly, as the commission has competent and experienced staff to prepare and present technical material, and is by both law and tradition charged with utility rate regulation, we recommend disapproval.

DEPARTMENT OF MENTAL HYGIENE

Budget page 328

FOR SUPPORT OF THE DEPARTMENT OF MENTAL HYGIENE FROM THE GENERAL FUND

Total amount requested Total estimated to be expended in 1958-59 Fiscal Year	$$113,350,369 \\ 103,129,953$
Increase (9.9 percent)	\$10.220.416

TOTAL RECOMMENDED REDUCTIONS, ALL ITEMS______ \$2,804,752

GENERAL SUMMARY

The Department of Mental Hygiene has responsibility for the care and treatment of citizens suffering from mental illness, mental deficiency, alcoholism, epilepsy, narcotics addiction, and sexual psychopathy. Additional responsibilities include research into the causes and treatment of all types of mental disorders, the regulation of private mental institutions, and prevention of mental illness through an active program to foster mental health.

Within the department there are 14 mental hospitals. These may be classified in three categories: (1) the nine hospitals which treat men-