

## DEPARTMENT OF THE CALIFORNIA HIGHWAY PATROL

ITEM 136 of the Budget Bill

Budget page 354

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

Amount requested .....	\$33,460,229
State Employees' Retirement .....	4,227,718
State Employees' Health and Welfare .....	217,002
<b>Total .....</b>	<b>\$37,904,949</b>
Estimated to be expended in 1961-62 fiscal year .....	36,186,584
<b>Increase (4.7 percent) .....</b>	<b>\$1,718,365</b>
<b>TOTAL RECOMMENDED REDUCTION .....</b>	<b>\$709,331</b>

## Summary of Recommended Reductions

Existing positions:	Amount	Budget	
		Page	Line
1 Intermediate typist .....	\$4,512	355	8
1 Intermediate typist .....	4,512	356	9
1 Information Officer I .....	9,384	355	75
1 Information Officer I .....	8,418	356	14
1 Skilled laborer .....	4,980	355	23
1 State traffic lieutenant .....	8,940	355	63
1 State traffic lieutenant .....	8,940	355	68
1 State traffic lieutenant .....	8,940	355	73
1 State traffic lieutenant .....	8,940	356	7
1 State traffic lieutenant .....	8,940	356	12
1 State traffic lieutenant .....	8,940	356	17
New positions:			
2 State traffic lieutenants .....	\$17,040	356	28
10 State traffic sergeants .....	73,560	356	29
100 State traffic officers .....	505,050	356	32
5 Key punch operators .....	19,980	357	29
Operating expenses:			
Traveling, in-state .....	\$2,040	356	46
Traveling, out-of-state .....	1,175	355	42
Feeding .....	5,040	358	11

## ANALYSIS

The Department of the California Highway Patrol requests the sum of \$37,904,949 for support expenditures. Our analysis of the support expenditure program of the department does not include Item 137 (\$1,058,857) which provides for a one step (5 percent) salary increase for uniformed personnel of the department over and above any general salary increase approved for state employees. The support expenditure program of \$37,904,949 represents an increase of \$1,718,365, or 4.7 percent, over the estimated expenditures for the current year.

Of the \$1,718,365 increase over the current year, net salaries and wages account for \$982,966. This results from merit increases of \$413,155; proposed new positions \$717,936; and an increase of \$1,494 of a new line item for the department's pro rata share of the salaries of the office of the Administrator of the Transportation Agency. Estimated increase of salary savings of \$149,619 reduce the total increase to the net figure shown above. Increases in operating expenses account

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for \$272,874 of the total increase, equipment purchases show an increase of \$5,822 over the amount expended during the current year, and contributions to the state employees' retirement and health plans account for the remaining \$456,603 of the total increase.

Administration

An increase of \$60,298 over the current year's expenditures is requested to support this unit of the patrol.

Each of the three categories of expenditure reflects this increase; \$17,347 in salaries and wages composed of \$18,564 in merit increases, a \$1,494 increase as the pro rata share of salaries in the new Agency Administrator's Office, partially offset by an increase of \$3,467 in salary savings, a \$25,088 increase in operating expenses resulting from an increase of \$22,343 in pro rata charges, an increase of \$593 in the pro rata share of the expenses of the Agency Administrator's office, and an increase of \$1,175 in out-of-state travel plus other smaller increases. The equipment requested for this unit was reviewed and the \$7,863 increase is considered justified.

Existing Positions

*Technician and clerk (budget page 355, line 8)----- \$97,586*

*We recommend that one existing intermediate typist position be deleted from this line item resulting in a savings of \$4,512 and that the item be approved in the reduced amount of \$93,074.*

The department advised that this position had been vacant since late September to December, 1961, a period of two months and the reason given was lack of space to employ the position on a full-time basis.

*Technician and clerk (budget page 355, line 23)----- \$26,054*

*We recommend that one existing skilled laborer position in this line item be deleted resulting in a savings of \$4,980 and that the item be approved in the reduced amount of \$21,074.*

The department advised this position was vacant on December 1, 1961, since its authorization date of July 1, 1961, and was being held vacant pending a determination of need for this classification or possible reclassification to a clerical class.

*Traveling—out-of-state (budget page 355, line 42)----- \$8,645*

*We recommend this line item be reduced by \$1,175 and be approved in the reduced amount of \$7,470.*

Out-of-state travel costs have increased \$1,175 over the amount estimated as necessary for this activity during the current year. We note that during the current year 14 out-of-state trips are proposed and that 21 trips are proposed during the budget year. This is obviously an increased level of support.

Field Operations

This unit of the patrol's organization has requested \$29,703,996 for support during the budget year, an increase of \$1,099,473 over that estimated for expenditure during the current year.

## Department of the California Highway Patrol—Continued

The major portion of this increase is found in salaries and wages, \$375,093 being necessary for merit increases and \$687,702 requested for 133 new positions as offset in part by an increase of \$138,060 in salary savings.

Operating expenses are up \$168,815 over the current year. The largest specific increase is for radio maintenance (\$74,673) followed by increases between \$15,000 and \$25,000 in all other line items in this category of expenditures except public liability and property damage and printing costs.

The equipment requested has been reviewed and the \$5,923 increase over the current year's estimated expenditure of \$2,253,525 appears justified. The amount of \$186,650 for microwave equipment procurement is in this line item. The primary purpose of this request is to meet the stringent frequency control requirements imposed by the Federal Communications Commission and the elimination of radio interference and other technical problems experienced with the radio transmitters installed at present. The request for purchase of these new microwave components is made at the behest of the technical advisory staff of the Division of Communications and is based upon the communication plan developed by it to update and modernize the patrol's communication system.

Reimbursements of \$272,612 are carried forward at the current year level.

## Proposed New Positions and Existing Positions

2 State traffic lieutenant (budget page 356, line 28)----- \$17,040

*We recommend the request for these positions be denied, thus saving \$17,040 in the budget and subsequent years.*

The patrol has, within recent weeks, transferred the 14 or 15 state traffic lieutenants formerly assigned duties as watch officers at three zone command locations to other duties within the field organization which are more commensurate with a lieutenant's experience, training and pay. Until such time as experience relative to these new assignments can be properly evaluated the request for additional state traffic lieutenants is not justified.

Furthermore, the patrol now has 77 authorized state traffic lieutenant positions, which is one lieutenant for every 3.1 state traffic sergeants authorized, or one lieutenant for every 30.3 state traffic officers now authorized. This number of authorized lieutenants we believe is adequate to provide sufficient field supervision and administration at all levels of the patrol's organization, both staff and field. Lastly, it appears that an effort to establish a precedent or ratio of one lieutenant for each increment of 50 additional traffic officers requested by the patrol is being made. No justification is offered for such a staffing pattern.

Uniformed officer (budget page 355, line 63)----- \$1,217,452

Uniformed officer (budget page 355, line 68)----- 3,013,464

Uniformed officer (budget page 355, line 73)----- 3,942,954

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<i>Uniformed officer (budget page 356, line 7)</i> -----	3,473,236
<i>Uniformed officer (budget page 356, line 12)</i> -----	4,961,153
<i>Uniformed officer (budget page 356, line 17)</i> -----	2,594,436

*We recommend that six existing state traffic lieutenant positions at present assigned to each of the zone commanders staffs be deleted from the authorized existing positions of the patrol resulting in a total savings of \$53,640 and that each of the line items above be reduced by \$8,940 and approved in the reduced amount.*

During the interim we reviewed the work assignments of three of these lieutenants. They are referred to in most quarters as the "Zone Commander's Aide" and are assigned administrative duties comparable to that of an office manager or in one case as a statistical officer. In our opinion neither of these functions warrant the assignment of a uniformed officer of the supervisory grade with so much training and service behind him.

<i>10 State traffic sergeants (budget page 356, line 29)</i> -----	\$73,560
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*We recommend that these 10 positions be denied resulting in a savings of \$73,560.*

While no special criteria has ever been offered, the historically accepted ratio of positions of the field supervisor grade of sergeant to that of state traffic officer has been in the order of one to ten. This ratio held until fiscal year 1960-61 when it was disturbed by reclassification of the Personnel Board of 21 uniformed positions to the lieutenant grade. Although adhering to the one to ten ratio, the additional sergeants (10) and traffic officers (100) added in fiscal year 1961-62 disregarded the imbalance existing at that time. The patrol is now authorized 240 sergeant positions and 2,336 traffic officer positions, or by historically accepted standards the patrol now is seven authorized sergeant positions over the ratio. We believe that now is the time to return to the accepted one to ten ratio as no justification is offered to indicate that such an increase in field supervisory personnel in the grade of sergeant is necessary or desirable.

<i>100 State traffic officers (budget page 356, line 32)</i> -----	\$505,050
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*We recommend that these proposed new traffic officer positions be denied resulting in a savings of \$505,050.*

Criteria used to determine staffing needs, in our opinion, do not justify these additional traffic officer positions. No request for an increase of uniformed personnel appeared in the Governor's Budget of 1961-62, subsequently the Legislature provided for an augmentation of uniformed staff of 112 men.

In view of the rapidly expanding staff of the patrol and the increased cost for support, we urge the patrol to develop realistic factual data upon which to base future requests for increases in uniformed staff.

To offset in part the loss of the 100 traffic officer positions recommended above, we believe significant gains in available traffic officer man-hours can be achieved through the patrol's application of admin-

## Department of the California Highway Patrol—Continued

istrative action, development and presentation to the Legislature of legislation relating to jurisdiction and relinquishment of certain functions and transfer of others as follows:

1. By administrative action, relinquish the school bus drivers examination function to the Department of Motor Vehicles. The Department of Motor Vehicles advises it could assume this function with no increase in staff.

2. By legislative action, transfer the school bus inspection function to the Department of Motor Vehicles. Some savings would result but would require additional training for the Department of Motor Vehicles personnel. This function combined with the preceding function are estimated to require 33 man-years of time in the California Highway Patrol to accomplish.

3. Provide for complete staffing of all fixed scale operations with nonuniformed personnel. This follows the recommendation contained in our report of 1960 and is supported by statements appearing in a Personnel Board report of late 1959. No significant, if any, budgetary savings would result nor can we estimate the number of officers that would be released for road patrol. We note a start is being made in this regard as this budget proposes a total of six new nonuniformed positions for this function for 1962-63.

4. By administrative action, direct the development of a simplified accident report form for use in property damage accidents. This specific problem is discussed in greater detail later in this analysis. We believe that on an annual basis a significant number of man-hours can be saved by the use of a shorter more concise form.

5. By legislative review of annexation laws with relation to traffic law enforcement jurisdictions, as outlined in our report of 1960; specifically, to provide for terminal dates of California Highway Patrol enforcement action and coverage in annexed areas, to eliminate split coverage of boundary streets and intersections and noninclusion of vehicle bridge structures within city boundaries relative to traffic law enforcement.

6. By administrative action, direct development of the required legislation to help alleviate the lost time due to injury problems. As an interim measure we recommend the Commissioner implement a vigorous industrial safety program throughout the patrol to focus attention of the field commanders on this problem. We believe mandatory periodic physical examination for uniform personnel coupled with a forced disability retirement program will help to eliminate some of the estimated 50 man-years lost annually to this cause.

7. We note with some concern that hazardous arrests for moving violations of the Vehicle Code have dropped each year between 1958 and 1960, although 120 traffic officers have been added since the beginning of this period and vehicle registration has increased over 600,000. Our cause for concern stems from the fact we believe hazardous arrests to be a measure of the deterrent effect of traffic law enforcement. While we acknowledge that the patrol may have made, on an annual basis, increasingly more public contacts, the fact that fatal accidents and

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injury accidents have increased by 4.9 percent and 4.8 percent respectively while hazardous arrests decreased by 13 percent, leads us to believe there has been a basic change of policy in the duty orientation of the patrol. We believe more emphasis must be placed on enforcement with the currently authorized staff to achieve positive results as we believe there is a direct relationship of arrests to compliance as opposed to contacts and compliance.

8. We believe the patrol should accomplish the delivery of new and return of old enforcement vehicles by use of non-uniformed personnel to the greatest extent practical, thus relieving the uniformed men now performing this "out of service" duty for road patrol within the commands to which they are assigned. We understand that approximately 480 or 80 percent of these "out of service" exchanges during the current year have been accomplished through use of uniformed personnel.

We do not believe the denial of this increment of 100 traffic officers will have any appreciable effect upon the traffic safety picture on a statewide basis as many factors other than enforcement pressures interact to make the whole. One factor is the lack of availability in California of a "conviction rate." "Conviction rate" is the number of convictions sustained for a given number of arrests made. The President's Committee on Traffic Safety recognizes this "rate" as a measure of the effectiveness of enforcement pressures and it could be used to indicate possible need to correct deficiencies in traffic law or in its administration which may result in numerous dismissals for specific offenses or produce inequalities in rendering justice. We recommend that the commissioner request the newly created Administrator of the California Courts to give serious consideration to the acquisition of factual data at periodic intervals with which a "conviction rate" could be established for California Highway Patrol arrests for appraising the effectiveness of the laws and their administration.

13 Dispatcher-clerk (budget page 356, line 33)-----	\$58,656
2 Telephone operator (budget page 356, line 34)-----	7,620

*We recommend approval of these positions.*

Six of the dispatcher clerks and the two telephone operators are requested for the Central Dispatch Center in Los Angeles to provide staff for a new radio console and the addition of new transmitting frequencies with tone control and to provide related telephone answering service on a 16 hour a day basis.

Another five dispatcher-clerks are required to staff for the 24-hour dispatching function to be established at Oceanside in implementation of the California Highway Patrol Communication Plan developed by the Division of Communications. The remaining two dispatcher-clerks are required on a workload basis to augment the present staff at San Bernardino.

We have reviewed the justifications offered in support of these positions and concur that the workload figures justify these positions.

6 Platform scale operator (budget page 356, line 35)-----	\$25,776
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*We recommend approval of these positions.*

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These platform scale operators are requested to provide for staffing the new Galivan scales north of San Juan Capistrano on Highway U.S. 101, and one position at the Livermore scales. This action follows the recommendations made by this office in our 1960 report on the California Highway Patrol.

*Technician and clerk (budget page 355, line 75)-----* \$501,772  
*Technician and clerk (budget page 356, line 14)-----* 580,148

*We recommend deletion of two existing information officer I positions resulting in a total savings of \$17,802 and that the first line item be approved in the reduced amount of \$492,388 and the second in the reduced amount of \$571,730.*

It is recognized that every level of command of the patrol has a public information function and responsibility but we question the need for specialized staff to accomplish this objective in the field. Patrol headquarters Sacramento with two information specialists authorized (one Information Officer II, \$10,774, in the Executive Office and one Information Officer I, \$7,728, in the Traffic Safety Education Section of Technical Services) should, we believe, be able to provide the guidance and technical assistance required by all Zone and Area Commanders.

This function, on a statewide basis can, we believe, continue to be adequately served by the positions described in the following paragraph:

Each Zone Command has a uniformed officer in the grade of Sergeant or Traffic Officer assigned the function of Traffic Safety Education Officer, as a primary responsibility. The duties of this position are principally in the public information field such as the school safety program, providing guidance and assistance to Area Commands in displays, etc., at county and agricultural district fairs and other duties very closely allied to public information. This function is also carried on at the Area Command level by a uniformed member of the patrol. The use of uniformed personnel to perform this function may be justified by the fact that their appearance before service clubs, school children, and other groups is always made in uniform and thus lends credence and emphasis to the statements they make before these public groups.

We believe the functional position of Traffic Safety Education Officer, together with the assistance in this functional area by the Zone Commander and his deputies will provide sufficient public information service to the public and recommend that the positions of Information Officer I be deleted from the authorized positions of Field Operations.

*Technician and clerk (budget page 356, line 9)-----* \$559,908

*We recommend the deletion of one existing intermediate typist-clerk position (\$4,512) from the above line item and that it be approved in the reduced amount of \$555,396.*

We were advised by the patrol on December 1, 1961 that the position under discussion has been vacant since it was authorized on July 1,

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1961, as they have been able to absorb the workload with the present staff at the Wheeler Ridge facility.

*In-state travel (budget page 356, line 46)----- \$140,000*

*We recommend that in-state travel for this organizational unit of the department be reduced by \$2,040 and be approved in the reduced amount of \$137,960.*

The Commissioner has been holding senior staff conferences at Headquarters Sacramento on almost a regular monthly basis since the reorganization of the department in December, 1959. Attendance at the conference, insofar as in-state-travel is concerned, is generally limited to the six Zone Commanders or their delegated representatives. These conferences require the presence of these personnel at Sacramento Headquarters, a period of approximately 30 hours, usually from the beginning of one working day to the end of the following working day. We believe that this type of conference is desirable to coordinate the activities and policies of the department, but we do not believe that they should be held at such frequent intervals. A review of the agenda items of the last six conferences indicate they should be scheduled on a quarterly basis, as most agenda items appear to be of the type that can be handled by properly prepared correspondence.

The department advises that the average cost of in-state-travel and expenses for conferences of the last three months is estimated to be \$253.45 per conference. Thus, reducing the annual number of senior staff conferences from 12 to 4 would save approximately \$2,040.

## Technical Services

This organizational unit's request for support exceeds the estimated expenditures for the current year by \$46,182.

Ninety-one percent, or \$41,975, of this increase is required for merit increases (\$16,603) and seven new positions (\$30,234). The remaining \$3,208 of the increase is found in operating expense and equipment requests.

## Proposed New Positions

*5 Key punch operators (budget page 357, line 29)----- \$19,980*

*We recommend these positions be deleted from this request resulting in a savings of \$19,980.*

The key punch operator positions are requested for the purpose of punching data from two reports made by individual traffic officers on a daily basis into machine accounting type cards for use in statistical analysis. Neither of these two daily reports is now received at headquarters. They are: California Highway Patrol form #237, used to report contacts with driving public (private and commercial) other than citations; and California Highway Patrol form #281 used to record equipment violation warnings.

We are becoming increasingly concerned with the amounts of raw data the field organization (area commands) is being required to supply headquarters. The acquisition of this raw data is taking more and more of the individual officer's time in the field.



## Department of the California Highway Patrol—Continued

Statistics to assist the patrol in meeting their primary objective of the safe and expeditious movement of traffic over the highways of the State are necessary but placing the burden on field operations for additional detailed information of this nature complicates an already serious problem of detailed documentation of motor vehicle accidents. An amplified discussion of this question as related to accident reports and statistics follows later in this analysis.

*1 Automotive equipment testing aide (budget page 357, line 31) \$6,060*

*We recommend approval of this position on a workload basis and the release of a uniformed officer for assignment to patrol duties.*

This position is requested on a workload basis and will release a uniformed officer for field assignment. The position will assist in the updating of a number of regulations on various types of automotive equipment under jurisdiction of the California Highway Patrol. (In this regard it is noted the legislative trend is to withdraw equipment devices and loading requirements from the law and place them in a departmental regulation status.) It would also perform the manual portions of all tests of brake equipment at the University of California laboratory in Richmond.

*1 Intermediate stenographer (budget page 357, line 32)----- \$4,194*

*We recommend approval of this position on a workload basis.*

This position is requested to reduce the backlog of the Special Services unit related to reports, certificates of approval associated with the increased activity of testing and approval of automotive equipment, preparation of reports thereon, and regulations governing devices or materials loading.

**Training Division**

The total amount requested for support of this division is \$13,263 below the estimated expenditures for the current year.

Salaries and wages show an increase of \$2,895 due to merit increases, operating expenses are down \$9,700, the principal result of a reduction of \$16,678 in contractual instruction costs. Equipment costs were reduced by \$2,473 and reimbursements are carried forward at the same level as the current year.

We note that during the current year all costs related to maintenance of grounds and buildings and utilities for the Academy have been shifted from this organizational portion of the budget to Land and Buildings.

*Feeding (budget page 358, line 11)----- \$38,040*

*We recommend this line item be reduced by \$5,040 and be approved in the reduced amount of \$33,000.*

The increase of \$5,040 requested in this line item over the current year's estimated expenditure is based upon increased cadet training. During the current year an attrition class of cadets (attrition classes are so named as they are used to train personnel to fill those authorized traffic officer positions which become vacant during each year due to

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

normal attrition occasioned by retirements and resignations), as well as the 100 new traffic officers authorized will be processed and trained at the Academy. We do not believe the training load of cadets, plus an attrition class, if any, will necessarily be higher during the budget year than during the current year.

**Land and Buildings**

The amount requested to support this budgetary area of activity reflects an increase of \$79,072 over the current year and is due primarily to the increased amount necessary for rent which has increased \$85,035 over the current year as the result of shifting a repayment of an annual construction advance for the Training Academy from the Training Division to this budgetary unit of the department, as well as anticipated increased rental costs on an above normal number of lease renewals.

**Accident Reports**

We strongly recommend the department initiate a study of its accident report form with the objective of establishing firm criteria which would permit the use of a less detailed accident report form under circumstances wherein no citations are issued and no personal injury has resulted.

The current accident form is 8½" x 11" and has no less than 148 blocks or lines for recording specific information on page one, 25 blocks on page two, and 14 blocks on page three.

We are advised that the average property damage accident takes approximately one hour and 20 minutes to investigate, 20 minutes of which is spent in recording the now required information on the report form. This time, we believe, is wasted as the information gathered does not materially assist the department in the solution of problems of cause and prevention of accidents but rather this detailed type of information is being accumulated for statistics alone.

We believe significant gains in the uniformed man-hours available for road patrol would result from a revision of the department's accident report now used for all types of accidents. It appears to us that those types of accidents involving property damage alone in which no citation is issued should be reported in the simplest and most concise manner possible.

**Statistical Reports**

The tabulation of accident reports as required by Section 2408 of the Vehicle Code has become, we believe, too all inclusive. The accumulation, development and publishing of statistics from this source year after year has resulted in many instances in the continued verification of facts already known.

We question the necessity of this repetitious verification of yearly accumulation of figures when periodic samplings would, we believe, serve the same purpose. We believe a study should be made as to the usefulness of the various statistical presentations prepared at present by the department and that those which are little used by the department be deleted from their reports.

## Department of the California Highway Patrol—Continued

Further, it is believed that the desire to serve and provide information to the public must be tempered with a consideration of all the cost factors involved from collection of the raw data from the field, through coding, tabulating, analyzing, editing, publishing and lastly, of primary importance, the frequency of its use, the value of its use and identity and number of users.

We believe that the statistics developed by the department should be limited to those which will lend themselves to solution of the traffic problems faced by the department.

Providing general statistical information on the entire fatal and injury accident picture to selected portions of the general public on an annual basis is a service which, although commendable in nature, is not essential to the solution of the department's objective of maintaining a safe and expeditious flow of vehicular traffic over the highways of the State. The fact that the department has a wide base from which to draw information should not be cause to include or accept requests for data not pertinent to their problems nor reported on their field source data sheets.

In conclusion, we take the position that providing these comprehensive statistical tabulations as a public service to the statisticians for actuarial studies, and others, creates additional requests and demands upon the department for statistical services which tend to drift farther from the primary mission of the agency.

## Enforcement Vehicle Use

The California Highway Patrol has, as an approved policy, used vehicles retired from their enforcement fleet as departmental pool vehicles for use primarily by nonuniformed employees performing travel in connection with their administrative duties. These vehicles are entirely black with the state decal on the front door. All enforcement equipment with the exception of the radio antenna has been removed. They carry the diamond "E" plates.

Currently, these vehicles are of the Class D type (Chevrolets primarily) formerly assigned to area commanders. However, the patrol has not purchased any of the class D type vehicles since 1958 and as a result the class A type vehicles (large heavy, 122" wheelbase) will, in the near future, be assigned for departmental pool use by non-uniformed personnel for administrative purposes. We believe that this policy of use of retired enforcement vehicles for this purpose should be thoroughly reviewed for several reasons. These are: (1) the price differential which now exists between the enforcement vehicle and the typical state pool vehicle; (2) the growth of the patrol's nonuniformed strength as related to the number of vehicles assigned to the departmental administrative pool; (3) the application of the broad exception now existing in the Board of Control Rules relating to automobile use by the patrol; (4) the number of vehicles which may be assigned to this departmental vehicle pool; and (5) the effect upon the attitudes and morale of other state employees including department heads, if the use of large heavy vehicles is authorized for administrative purposes by nonuniformed personnel of this department.

## Department of the California Highway Patrol—Continued

*We recommend that the policy of permitting the California Highway Patrol to use retired enforcement fleet vehicles for routine administrative use by non-uniformed personnel be discontinued immediately and that the department use the state automotive pool vehicles in the same manner as do other state agencies or that a sufficient number of the vehicles of the make and type currently purchased by the State for pool use be acquired by the patrol to serve this need.*

In addition to the policy question on types and use of vehicles discussed above, there is another policy area of vehicle use on which we believe the Legislature should be cognizant. This is the use of fully equipped Class A patrol vehicles by uniformed personnel in the grades of Supervising Inspector and Inspector. The Supervising Inspector's vehicles are painted solid black and carry no distinguishing marks to indicate they are state-owned vehicles and they carry the so-called "under cover" license plates. The Inspectors' vehicles are also painted solid black and have the State of California Highway Patrol decal on the front door as well as carrying the Diamond "E" plates.

These vehicles are not used for enforcement duty primarily because of the nature of duties assigned the personnel using the vehicles and rarely do Supervising Inspectors or Inspectors appear in uniform. This fact alone coupled with the lack of distinguishing marking required by law, would, we believe, preclude them issuing a citation for violation of Division 10 and 11 of the Vehicle Code due to the wording of Section 40804(b).

For the reasons discussed above, these vehicles are of necessity not available for road patrol and may, to all intents and purposes, be considered as an assignment of a specific vehicle to a specific individual. To support this contention is the fact that these vehicles are used for home to office and office to home transportation in all cases.

The use of these vehicles for home to office and office to home transportation, we believe, is unwarranted if consideration is given to the number of occasions and absolute need for these personnel to be available on short notice. Depriving them of such transportation is, we believe, a calculated risk the State can well afford. In support of this position, while it is appreciated that an individual using such a vehicle would be in close communication with his headquarters while enroute, the distances that these vehicles are driven on home to office and office to home transportation indicate that the immediate availability justification is without support as in at least two cases the one way mileage between office and home is over 60 miles.

An analogous situation exists in the Federal Military establishment and only the very few commanders, specifically authorized by Congress are permitted this service. All others provide their own transportation. The maximum penalty for unauthorized use of federal government vehicles is a \$10,000 fine.

*We recommend that all Class A enforcement vehicles purchased or in use by the patrol be equipped, marked, and licensed as for road patrol with the exception of the vehicles assigned to the Commissioner*

## Department of the California Highway Patrol—Continued

*and his exempt deputy for their exclusive use, and those vehicles used exclusively for apprehension and detection of auto theft, hit and run violations, and service of warrants. We further suggest that language be inserted in the annual budget to implement this recommendation.*

*In addition, we recommend that the department, in conjunction with the State Personnel Board and the Board of Control, study the problem of expressing the State policy in regard to the distance which an individual may live from his place of employment or headquarters if a state-owned vehicle is provided for home to office and office to home transportation and that their recommended solution to this problem be presented to the Legislature at the next General Session.*

## DEPARTMENT OF THE CALIFORNIA HIGHWAY PATROL

ITEM 137 of the Budget Bill

Budget page 359

FOR SALARY INCREASE OF THE CALIFORNIA HIGHWAY PATROL  
FROM THE MOTOR VEHICLE FUND

Amount requested .....	\$1,058,857
<b>TOTAL RECOMMENDED REDUCTION .....</b>	<b>\$1,058,857</b>

## ANALYSIS

The amount of \$1,058,857 is requested by this item to provide funds to allow all uniformed personnel of the patrol a 5 percent, or one step, increase in pay effective July 1, 1962, and will be, if approved, in addition to any other general increase which may be approved for all state employees. The increase or adjustment of the State's contribution to the State Employees' Retirement Fund required to take care of this payroll increase amounts to \$194,829 and is included in the amount indicated for this purpose in the support budget.

The most recent Personnel Board report on civil service personnel salary of December 15, 1961, indicates the salaries for state traffic officer at the top step lag the salaries of comparable grades of personnel in two large cities of the State by 9.7 percent. The single step increase provided for in this item will erase 5 percent of this existing differential on July 1, 1962.

Should a general 5 percent increase be authorized for all state employees on or before July 1, 1962, it would result in all uniformed personnel of the patrol, on July 1, 1962, being paid at 10 percent, or two steps, above their current level and the state traffic officer would then receive, at the top step, \$4 more per month than the comparable position in our two largest cities.

We believe that the Legislature should not be expected to act on this approval independently of action with respect to other salary adjustments and in the absence of a specific finding by the State Personnel Board and its recommendation to the Legislature for funds for general and special salary adjustments. It is a basic feature of the California law and system for wage adjustments that centralized responsibility is placed with the State Personnel Board for wage surveys, an annual report to the Governor and to the Legislature, and recommendations for funds for wage adjustments. For the budget to propose an increase for

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Item 138

### Department of the California Highway Patrol—Continued

a particular class on the basis of an individual budget request obscures this centralized responsibility of the Personnel Board. This principle is not altered by the fact that the California Highway Patrol performs specialized types of duties and is supported by special funds. Moreover, it is inconsistent with the provision in the budget elsewhere for a large undesignated special adjustments fund to be administered by the State Personnel Board.

*We recommend elimination of the amount provided for in this item for a special salary adjustment.*

### Department of the California Highway Patrol DEFICIENCY PAYMENTS

#### ITEM 138 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 .....	\$100,000
Amount allocated to date for 1961-62 fiscal year .....	None

<b>TOTAL RECOMMENDED REDUCTION</b> .....	None
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#### ANALYSIS

The amount requested is in the same amount as requested since the 1958 budget year. Language limitations in the budget bill preclude expenditures from this item for any purpose except the purchase and operation of motor vehicles provided that the funds required for such purchase or operation of vehicles are in excess of the amounts approved in the support appropriation.

*We recommend approval of this item.*

### DEPARTMENT OF INDUSTRIAL RELATIONS

#### ITEM 139 of the Budget Bill

Budget page 360

#### FOR SUPPORT OF THE DEPARTMENT OF INDUSTRIAL RELATIONS FROM THE GENERAL FUND

Amount requested .....	\$12,517,959
State employees' retirement .....	729,294
State employees' health and welfare .....	78,768

Total .....	\$13,326,021
Estimated to be expended in 1961-62 fiscal year .....	12,166,037

Increase (9.5 percent) .....	\$1,159,984
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<b>TOTAL RECOMMENDED REDUCTION</b> .....	\$410,635
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#### Summary of Recommended Reductions

Division of Administration	Amount	Budget Page	Line
Salaries and Wages			
1 Intermediate stenographer ----- (vacant position)	\$4,092	360	63
Operating Expense			
Traveling—in state .....	2,000	360	75
Traveling—out-of-state .....	1,500	360	76
Specialized training .....	2,652	360	77
Rent .....	19,440	360	79
Subtotal .....	\$29,684		