

Districts Securities Commission

Analysis of Proposed Expenditures for the 1946-47 Fiscal Year

For Support of California Districts Securities Commission

Item 175, page 34, of the Budget Bill and page 540 of the Budget. Amount requested is \$21,592 for support from the General Fund. This is an increase of \$545 or 2.6 percent. There are no new positions requested.

We recommend that Item 175 be approved as requested for \$21,592.

Department of Justice

Analysis of Proposed Expenditures for the 1947-48 Fiscal Year

For Support of the Department of Justice

Items 176 to 180, inclusive, page 34, of the Budget Bill and pages 541 to 550, inclusive, of the Budget.

Item 176—amount requested \$1,440,137 for support from the General Fund. This represents an increase of \$622,474.47, or 76.1 percent over the amount of \$817,662.53, expended in the 1945-46 Fiscal Year and is \$404,570, or 39.1 percent over the amount of \$1,035,567 allowed for expenditure in the 1947-48 Fiscal Year.

Other General Fund allocations for other current expenses bring the total expenditures to \$1,521,137, an increase of \$569,894.55, or 58.5 percent over 1945-46, and \$390,927, or 34.5 percent over 1946-47 expenses.

Three special items are included in the current budget. These include \$2,500 for the employment of special counsel for counties where necessary; \$17,500 for services to be rendered to the Colorado River Board in connection with the Mexico Water Treaty; and \$61,000 for a major reorganization of the index files in the Bureau of Criminal Identification.

Undoubtedly substantial savings will be realized from the first two items since only \$300 and \$303 were spent for each of these items, respectively, in 1945-46.

The following Table I presents a statistical summary of proposed expenditures by function showing increases by amounts and percentages:

Table I—Department of Justice Analysis of Proposed Expenditures By Function

Function	Actual 1945-46	Actual and estimated 1946-47	Proposed 1947-48	Increase or decrease 1947-48 over 1946-47	
				Amount	Percent
Division of Administration ----	\$328,124 83	\$364,457	\$495,962	\$140,766	38.6
Division of Civil Law	241,040 10	264,105	295,256	23,130	8.7
Division of Criminal Law -----	42,283 97	51,125	57,637	2,272	4.4
Division of Criminal Identification and Investigation:					
Bureau of Criminal Identification --	162,389 53	224,390	437,391	213,001	94.9
Bureau of Investigation --	98,392 93	128,725	130,372	1,647	1.3
Totals, Division of Criminal Identification & Investigation	\$260,782 46	\$353,115	\$567,763	\$214,648	60.7
Division of Narcotic Enforcement -----	130,554 93	169,710	183,464	13,754	8.1
Totals, support -----	\$1,002,786 29	\$1,205,512	\$1,600,082	\$394,570	32.7
Deductions:					
Reimbursements from special fund agencies for legal services -----	-\$150,123 76	-\$134,945	-\$124,945	\$10,000	7.4
Appropriation from Motor Vehicle Fund for teletype service.-----	-35,000 00	-35,000	-35,000	----	--
Net totals, support -----	\$817,662 53	\$1,035,567	\$1,440,137	\$404,570	39.1

While the total departmental budget is up 34.5 percent over 1946-47, support items are up 39.1 percent. *The major increases are shown to be in the Bureau of Criminal Identification where expenditures are up by \$213,001, or 94.9 percent, and the Division of Administration which is scheduled at an increase of \$140,766 or 38.6 percent.*

Table II, following, presents an analysis of expenditures by object for 1947-48 with a comparison of similar items for 1945-46 and 1946-47:

Table II—Department of Justice Analysis of Expenditures By Object of Expenditure

Object	Actual 1945-46	Estimated 1946-47	Proposed 1947-48	Increase or decrease 1947-48 over 1946-47	
				Amount	Percent
Salaries and wages----	\$774,044 65	\$946,757	\$1,208,590	\$261,833	27.6
Operating expenses---	256,681 87	263,483	359,787	96,304	36.5
Equipment -----	21,391 88	46,647	85,705	39,058	83.7
Totals -----	\$1,052,118 40	\$1,258,887	\$1,654,082	\$395,195	31.4
Reimbursements from other agencies for:					
Teletype service----	\$31,982 11	\$30,000	\$30,000	----	--
Fingerprint service	7,500 00	7,500	24,000	\$16,500	320.0
Statistical services	9,850 00	15,875	----	-15,875	-100.0
Net totals -----	\$1,002,786 29	\$1,205,512	\$1,600,082	\$394,570	32.7

Salaries and Wages

Table II indicates salaries and wages are scheduled to advance from \$946,757 to \$1,208,590, up by \$261,833, or 27.6 percent. The increase in salaries and wages accounts for 66.25 percent of the total increase in support and expenditures.

One hundred fourteen new positions are proposed at a cost of \$273,530. Seventeen of the new proposed positions are extensions of war emergency positions to a permanent basis at a cost of \$37,250.

Table III, following, reflects the 114 proposed new positions for 1947-48 by function, together with the cumulative number of existing similar positions within the function for 1945-46 and 1946-47:

**Table III—Department of Justice New Positions Proposed
for 1947-48, By Division**

<i>No. of authorized positions</i>			<i>Classification</i>	<i>Salary range</i>	<i>No. proposed</i>	<i>Cost</i>
<i>1945-46</i>	<i>1946-47</i>	<i>1947-48</i>				
Division of General Administration:						
-	-	-	Secretary-Steno. _____	230 (10) 270	1	\$2,760
2	1	1	Senior Account Clerk____	200 (10) 240	1	2,400
-	-	-	Intermediate Clerk_____	160 (10) 200	1	1,920
-	-	-	Senior Clerk_____	190 (10) 230	2	4,560
27	27	27	Senior Legal Steno._____	200 (10) 240	4	9,880
Total _____					9	\$21,520
Bureau of Statistics:						
1	1	1	Associate Statistician____	345 (20) 425	1	\$4,140
-	-	-	Senior Clerk_____	190 (10) 230	4	9,120
-	1	1	Intermediate Clerk_____	160 (10) 200	1	1,920
1	1	1	Intermediate Steno-Clerk	170 (10) 210	2	4,080
Total _____					8	\$19,260
Division of Civil Law:						
-	-	-	Deputy Attorney General			
			Grade 4 (M. L.)_____	535 (20) 635	1	\$6,520
17	18	16	Deputy Attorney General			
			Grade 4_____	535 (20) 635	1	7,780
Total _____					2	\$14,300
Division of Criminal Law:						
Note: No new positions are requested for this division.						
Division of Criminal						
Identification and Investigation:						
<i>Bureau of Criminal Identification:</i>						
<i>Administration section:</i>						
-	-	-	Senior Steno.-Clerk_____	200 (10) 240	1	\$2,400
<i>Fingerprinting section:</i>						
-	-	-	Ass't. Supv. Fingerprint			
			Technician _____	325 (15) 385	2	7,800
-	-	-	Supervising Clk., Gr. 2__	250 (15) 310	1	3,000

Table III—Department of Justice—(Continued)
Fingerprinting Section—Division of Criminal Identification and Investigation

<i>No. of authorized positions</i>			<i>Classification</i>	<i>Salary range</i>	<i>No. proposed</i>	<i>Cost</i>
<i>1945-46</i>	<i>1946-47</i>	<i>1947-48</i>				
16	16	16	Intermediate Fingerprint Technician -----	200 (10) 240	11	\$26,400
9	9	9	Jr. Identification Tech.---	160 (10) 200	15	28,800
6	10	10	Intermediate Typist-Clk.---	160 (10) 200	2	3,840
-	-	-	Intermediate Clerk-----	160 (10) 200	4	7,680
Total -----					32	\$77,520
<i>Modus Operandi Section:</i>						
-	-	-	Supervising M. O. Tech.---	405 (20) 485	1	\$4,860
2	2	2	Sr. M. O. Technician-----	325 (15) 385	4	15,600
1	2	2	Intermed. M. O. Tech.---	250 (15) 310	4	12,000
-	-	-	Jr. Identification Tech.---	160 (10) 200	10	19,200
1	1	1	Intermediate Steno.-Clk.---	170 (10) 210	2	4,080
4	4	4	Intermediate Typist-Clk.---	160 (10) 200	5	9,600
-	-	-	Intermediate File Clk.---	160 (10) 200	1	1,920
-	-	-	Key Punch Opr., Gr. 1.---	140 (10) 170	6	10,080
-	-	-	Supv. Tab. Mach. Opr.---	200 (10) 240	1	2,400
-	-	-	Jr. Tab. Mach. Operator---	140 (10) 170	2	3,360
Total -----					36	\$83,100
Extension of 17 War Emergency Positions to Permanent:						
<i>Fingerprint Section:</i>						
8	8	-	Jr. Identification Tech.---	160 (10) 200	8	\$17,820
5	4	-	Intermediate Typist-Clk.---	160 (10) 200	4	8,880
-	1	-	Intermediate Clerk-----	160 (10) 200	1	2,080
Total -----					13	\$28,780
<i>Modus Operandi Section:</i>						
3	3	-	Intermediate Typist-Clk.---	160 (10) 200	3	\$6,430
1	1	-	Junior Clerk-----	140 (10) 170	1	2,040
Total -----					4	\$8,470
<i>Bureau of Investigation:</i>						
4	4	4	Investigator -----	325 (15) 385	2	\$7,800
7	8	8	Special Agent-----	325 (15) 385	1	3,900
-	-	-	Senior Steno.-Clerk-----	200 (10) 240	1	2,400
Total -----					4	\$14,100
<i>Division of Narcotic Enforcement:</i>						
-	-	-	Key Punch Oper., Gr. 2.---	170 (10) 210	1	\$2,040
5	5	5	Intermediate Steno.-Clk.---	170 (10) 210	1	2,040
Total -----					2	\$4,080
GRAND TOTAL-----					114	

The Division of General Administration contemplates 17 new positions costing \$40,780 which represents an 18.4 percent increase in the number of personnel and 69.1 percent of the total increase of \$59,036 in salaries and wages for this division. Eight of these positions costing \$19,260 are in the Bureau of Statistics, reflecting an increase of 80 percent in the number of personnel therein.

The general expansion of the entire department necessitates the additional positions practically all of which are clerical or stenographic in nature. We note, however, that salaries and wages for temporary help are scheduled at \$3,500, which represents an increase of \$1,000, or 28.5 percent. In view of the additional new positions, we *cannot conceive of the merit of this item and therefore propose that it be deleted.*

The Division of Civil Law indicated two new deputy attorney positions to cost \$14,300. Total salaries and wages for this division are up by \$23,142 or 10.1 percent. Some increased activity in this function will result from enforcement of the Cartwright Act relating to the prevention of trusts and monopolies and from continued activity in checking upon the operations of nonprofit corporations and charitable trusts.

In connection with the activity on nonprofit corporations, it would appear that such matters could be more easily handled by the Division of Corporations, since the records and contacts are within their initial sphere of control. This would seem to be particularly true of the investigation phase of such activity.

Temporary help is scheduled at \$2,000, which is an increase of \$1,000, or 100 percent over the 1946-47 amount, and \$1,638.07, or 453.7 percent over the amount actually expended in 1945-46. *Recommend that this item be reduced to \$500 effecting a saving of \$1,500.*

The major increases in the department's budget is found in the Division of Criminal Identification and Investigation. Salaries and wages are scheduled to increase from \$275,425 in 1946-47 to \$443,330 in 1947-48, a gain of \$167,905 or 60.9 percent due primarily to 93 new proposed positions, an increase in personnel in this division of 81.7 percent. Seventeen of the 93 new positions are those proposed to be extended from a war emergency status to a permanent basis. These entail an expenditure of \$37,250, of which \$28,780 or 77.3 percent is for 13 positions in the fingerprint section and \$8,470 or 22.7 percent is for 4 positions in the Modus Operandi section.

Similarly, of the remaining 76 strictly new positions, we find 35 to be added in the fingerprint section at a cost of \$77,520 and 36 to be added in the Modus Operandi section at a cost of \$83,100.

The net result of the above additions is that the Bureau of Criminal Identification is scheduled to increase from 80 positions to 152 positions, a personnel gain of 90 percent. The cost thereof in salaries and wages is indicated to advance from \$215,175 to \$369,605, a gain of \$154,430 or 71.7 percent.

We are in accord with a policy of developing an efficient centralized system of crime reporting, Modus Operandi and fingerprint data. A substantial increase in these facilities is indicated by the foregoing figures. In addition to the increases above noted, the division contemplates an expenditure of \$24,000 for the rental of tabulating machine equipment, plus an additional \$61,000 as a special item for the reorganization of files in the Bureau of Criminal Identification. The reorganization of the files and the use of tabulating equipment to speed up former manual operations, should of itself provide additional capacity to handle a substantial increase in work load. It is estimated that 22 positions will be saved by such mechanization and this figure has been taken into account in arriving at the present budget request.

At the present time, out of a total of 280 police chiefs only 72, or 25.7 percent are sending in crime reports as required by law. Similarly out of a total of 58 sheriffs only 17, or 29 percent, are sending in crime reports as required by law. This deficiency in reporting is attributable in some cases to lack of knowledge on the part of officials as to the requirements, and in others to the inability of the department to adequately process and service the reports submitted, due to lack of adequate personnel and facilities. This latter item resulted in a discontinuance of submitting reports, due to the lack of service by the department. This is exemplified by the fact that 106 cities that formerly reported are not now reporting. *Obviously there is a substantial potential of additional reporting which, if forthcoming, will require a further sizeable increase in staffing in the future if beneficial results are to follow from the reports received. It thus becomes a matter of policy as to whether the department is to be eventually increased sufficiently to perform the indicated service on a substantial basis, that will provide the impetus for full cooperation by all agencies charged with reporting.*

In arriving at the projected requirements for additional personnel for the Modus Operandi section the potential work load was projected on the basis of the total number of crime reports received. *However, in the three month sample period used, while 11,216 such reports were received, only 7,636 or 68 percent, had a definite Modus Operandi value for setting up a file.* Some of the deficient reports were due to lack of proper reporting technique on the part of officials in submitting the reports. However, for budget purposes this fact is material since funds should not be appropriated to hire personnel to process deficient reports. When progress is made on eliminating the deficiency reporting, additional personnel may be justified by virtue of the additional work load. *It therefore appears that a 32 percent cushion exists in the projected number of employees required for the Modus Operandi section, since projected work load was premised on this excess of reports which are not adaptable for Modus Operandi filing.*

It is felt that the estimate in the saving of 22 positions, or 26 percent in personnel, resulting from mechanization is ultra conservative. Usually such conversion from manual operations results in a higher percentage of saving, generally approximating 50 percent or better.

We therefore recommend a reduction of 30 percent, or \$24,930, in salaries and wages for new positions for the Modus Operandi section. This will still permit an increase of \$58,170, or 167 percent for this item.

Departmental operating expenses are scheduled to increase from \$263,483 to \$359,787, a gain of \$96,304 or 36.5 percent.

Operating Expense

The following reductions in operating expenses are recommended.

Division of General Administration

Telephone and telegraph from \$12,800 to \$10,000, a saving of ----\$2,800

. This should be ample since it provides for a 17.6 percent increase over 1946-47 and no increase in executive personnel or departmental function requiring material increase in the use of these facilities is indicated.

Division of Criminal Law

Traveling from \$1,350 to \$1,000 a saving of-----\$350

There is no increase in personnel performing traveling.

Telephone and telegraph from \$500 to \$400, a saving of-----\$100

Bureau of Criminal Identification

Traveling from \$2,050 to \$1,000, a saving of-----\$1,050

Telephone and Telegraph from \$1,400 to \$700, a saving of----- 700

While a substantial number of additional positions are contemplated, they are neither in a traveling category nor of a nature requiring use of the indicated facilities.

Bureau of Investigation

Automobile expense from \$12,000 to \$9,400, a saving of-----\$2,600

No additional automotive equipment has been added. Personnel subject to travel have increased 23 percent; therefore, a potential increase in this factor is in line.

Division of Narcotic Enforcement

Traveling from \$12,000 to \$11,000, a saving of-----\$1,000

No increase in traveling personnel, the reduced figure still permits a 4.76 percent increase over 1946-47.

Total recommended reductions in operating expense amount to \$8,600 or 2.39 percent of the total for this expenditure.

Equipment

This item is scheduled to advance from \$46,647 to \$85,705, an increase of \$39,058, or 83.7 percent. While this is a substantial increase, both in dollars and in percentage, we feel the outlay justified in view of the substantial expansion in the department and the necessity for securing needed equipment heretofore unable to be secured.

Recommendation

That Item 176 be reduced by \$38,530, or 2.68 percent. This reduction will affect the schedule on a revised basis as follows:

Salaries and wages-----	\$1,178,660
Operating expense-----	351,187
Equipment -----	85,705
Total -----	<u>\$1,615,552</u>
Less:	
Estimated abatements for teletype and fingerprinting services -----	\$54,000
Estimated abatements from special fund agencies for legal services-----	124,945
Amount payable from appropriation for additional support (Item 178.5)-----	35,000
Net Appropriation -----	<u>\$1,401,607</u>

One of the special items not shown in the current Budget is that for enforcing the provisions of the Alien Land Act. Out of a special appropriation of \$200,000 for this activity, \$31,553.42 was spent in 1945-46, and an estimated amount of \$43,670 contemplated for the current fiscal year, 1946-47.

This function was transferred at the request of the Attorney General to the support appropriation. *A reduction in funds, however, only provides for a staff consisting of one grade 4 deputy, a stenographer, and necessary court filing fees.*

This activity has resulted in money and properties having a value of approximately \$300,000 being turned over to the State. Such monies are distributed between the counties and the State School Fund.

About one year's additional time will be required to conclude this activity after which consideration should be given to referring isolated cases to the District Attorney.

Consideration appears desirable to provide funds for some investigative staff to build up cases in order to expedite this activity.

For Additional Support of Department of Justice, Payable from the Motor Vehicle Fund

Item 177, page 34, of the Budget Bill and page 541 of the Budget. Amount requested, \$35,000. This item covers support for the teletype system and is based upon a distribution of costs. The figure is identical with the amount formerly allocated for this purpose.

Recommend approval as submitted.

For Reorganization of Index Files in the Bureau of Criminal Identification, Department of Justice

Item 178, page 34, of the Budget Bill and page 541 of the Budget. Amount requested, \$61,000, from the General Fund. Approximately 10,000,000 alphabetical cards are in this index which is constantly referred to in processing crime reports and fingerprint classification. The sequence of the alphabetical breakdown in the indices is not sufficiently detailed. This results in a large waste of time in thumbing through quantities of cards to locate the desired item and results in misfiling in many instances. Completion of this reorganization should result in a substantial speed up in the work accomplished, enabling a greater work load to be handled.

Recommendations

Approval of Item 178 as submitted.

Also that consideration be given to a study to determine the feasibility of mechanizing this phase of the operation.

For Fees to Special Counsel Employed Pursuant to Section 12520 of the Government Code, Department of Justice

Item 179, page 35, of the Budget Bill and page 541 of the Budget. Amount requested, \$2,500. This expenditure is for the purpose of hiring special prosecutors in counties where the District Attorney cannot act for reasons of disqualification or for otherwise failing to act. \$5,000 was appropriated for this item in the Budget for the last biennium. \$300 was spent in 1945-46, the balance of \$4,700 being set up as an estimated expenditure for 1946-47. The sum requested appears ample and past experience indicates that probably not much of it will actually be used.

Recommend approval as submitted.

For Litigation and Legal Services in Connection with the Activities of the Colorado River Board Department of Justice

Item 180, page 35, of the Budget Bill and pages 541 and 549 of the Budget. Amount requested, \$17,500. This expenditure is for legal services

to the Colorado River Board in connection with litigation with Mexico over Colorado River water. This amount is \$2,200 less than the estimated amount of \$19,697 allocated for 1946-47, which is merely the balance of the \$20,000 originally allocated in the 1946-47 biennial Budget. Only \$303 was expended in 1945-46.

Recommend approval as submitted.

Department of Mental Hygiene

Analysis of Proposed Expenditures for the 1947-48 Fiscal Year Summary, Department of Mental Hygiene

Items 181 to 222, pages 35 to 41, inclusive, of the Budget Bill and pages 551 to 652, inclusive, of the Budget.

Appropriations requested for the 1947-48 Fiscal Year, exclusive of acquisition of land, total \$23,680,793, from the General Fund which is \$1,493,739, or 6.8 percent, over the 1946-47 Fiscal Year. Appropriations are for 11 state mental institutions, the Langley-Porter Clinic, out-patient clinics, and departmental administration.

Table I which follows compares expenditures in 1946-47 with 1947-48. Expenditures for support in 1946-47 were \$18,698,589, compared with \$22,421,406, proposed for 1947-48, an increase of \$3,722,817, or 19.9 percent. Total expenditures for capital outlay for construction, improvements, and equipment are estimated at \$3,413,465 in 1946-47 and \$1,184,387 in 1947-48, a decrease of \$2,229,078, or a 65.3 percent reduction.

There is also budgeted, as capital outlay, \$1,044,565 from the General Fund, for acquisition of land for hospital sites, agricultural, and other purposes, and from the Postwar Employment Reserve, which requires no new appropriation, \$120,000 for construction, repairs and equipment.

In addition to proposed support expenditures, the amount of \$615,000 is requested for restoration of the normal complement of supplies for hospitals. These supplies were not adequately maintained during the war, due to scarcities. They comprise principally clothing, bedding, plumbing, building materials, and paint.

Increased salary expense amounts to \$3,320,117, or 89.2 percent, of the total budgeted increase in support. One million four hundred eighty-one thousand five hundred seventy-five dollars of this is for 714 new positions. Proposed new positions are summarized as follows:

<i>No. of Positions</i>	<i>Classified</i>	<i>Cost</i>
1	Semi-Senior Accountant -----	\$3,540
11	Intermediate Account Clerk -----	21,120
1	Accounting Officer, Grade 2 -----	3,540
1	Bookkeeper, Grade 1 -----	2,400
2	Senior Clerk -----	4,560
19	Intermediate Clerk -----	36,480
2	Field Representative -----	6,000
2	Intermediate File Clerk -----	3,840
1	Senior Librarian -----	2,640
1	Assistant Statistician -----	3,360
1	Receptionist -----	2,040
1	Senior Stenographer-Clerk -----	2,400
41	Intermediate Stenographer-Clerk -----	83,640
2	Telephone Operator -----	3,840