

Equipment is budgeted at \$7,400, including \$3,500 for replacement of automobiles, \$1,000 for flags and guidons and \$2,000 for procurement of obsolete rifles. The replacement of automobiles should permit a reduction of the amount needed for operation of automobiles during the 1947-48 Fiscal Year. There are now six automobiles, two of which were recently purchased. Provision is made in this budget for replacement of the remaining four. With all automobiles new or practically new, repairs, parts, and operating costs should be reduced to a minimum. *We recommend a reduction of automobile parts and servicing to \$500, and tires and tubes to \$100, saving \$1,200 in operating expenses.*

*Recommendations*

*We recommend that Item 224 be reduced by \$2,200 to \$115,636.*

**Department of Motor Vehicles**

**Analysis of Proposed Expenditures for the 1947-48 Fiscal Year**

**For Support of Department of Motor Vehicles**

Items 225 and 226 on page 42 of the Budget Bill and page 663 of the Budget. *Amount requested \$12,066,020 from the Motor Vehicle Fund and \$935,316 from the Motor Vehicle License Fee Fund, respectively, making a total of \$13,001,336.*

This represents an increase of \$2,202,348, or 20.4 percent, over expenditures of \$10,798,988 for the 1946-47 Fiscal Year.

The grand total of expenditures has increased \$9,223,456 actual for 1945-46 to actual and estimated of \$11,709,253 in the 1946-47 Fiscal Year. Total revenues collected by the State from motor vehicles for 1946-47 Fiscal Year are estimated at \$44,364,722 and for 1947-48 are estimated at \$47,479,657, an increase of \$3,114,935, or 7 percent. In other words, while expenditures of the department are budgeted to increase \$2,204,936 or an increase of 18.8 percent, revenues only increased 7 percent.

The following table shows the increases in expenditures for support by function:

**Table I—Department of Motor Vehicles—Analysis of Expenditures for Support by Function, 1946-47, Compared With 1947-48**

| <i>Function</i>                    | <i>Actual and estimated</i> | <i>Estimated and proposed</i> | <i>Increase or decrease</i> |                |
|------------------------------------|-----------------------------|-------------------------------|-----------------------------|----------------|
|                                    | <i>1946-47</i>              | <i>1947-48</i>                | <i>Amount</i>               | <i>Percent</i> |
| Division of Administration-----    | \$793,073                   | \$922,007                     | \$128,934                   | 16.3           |
| Division of Registration-----      | 3,740,515                   | 3,887,178                     | 146,663                     | 3.9            |
| Division of Enforcement-----       | 4,783,882                   | 6,144,854                     | 1,360,972                   | 28.4           |
| Division of Drivers' Licenses----- | 1,215,524                   | 1,676,860                     | 461,336                     | 38.0           |
| Land and Buildings-----            | 265,994                     | 370,437                       | 104,443                     | 39.3           |
| <b>Totals, Support-----</b>        | <b>\$10,798,988</b>         | <b>\$13,001,336</b>           | <b>\$2,202,348</b>          | <b>20.4</b>    |

One factor contributing to the increase in proposed expenditures for support of the Division of Administration, as shown above by Table I, is the request for the new Accident Prevention Bureau which is presented for Legislative consideration for the first time in this Budget. Explained below.

Table I, above, shows little change in the over-all support requested for the Division of Registration. In view of our recommendation to mechanize registration procedures and the change-over which is now in progress, we suggest that some of the new positions requested in the Budget be disallowed as permanent positions and that the funds budgeted for them be set aside as a reserve for use under the new mechanized registration procedures.

The increases in proposed expenditures for the Division of Enforcement shown in Table I result principally from the request for 200 additional traffic officers over the number now employed (765) and equipment for them. We have recommended that on the basis of work load and changes in sick leave policies explained below, only 36 additional traffic officers be allowed, or 177 over what the Legislature has previously approved.

The request for support of the Division of Drivers' Licenses reflected above in Table I shows a substantial increase due principally to the addition of three new programs; to identify and control or eliminate negligent and dangerous drivers; to establish and maintain a record of the accidents, convictions, etc., of each licensee; and a program to suspend licenses of persons who fail to appear in court in response to traffic citations. In our analysis of the requests of this division, we have suggested changes in policy relative to the licensing of drivers and have recommended a substantial reduction in the number of new positions for this division.

Table I, above, shows a substantial increase for the Land and Building Division due to space required for additional personnel and provision for painting and repairing which should have been done during the past few years but which was delayed due to the war.

The following Table II analyzes the proposed overall expenditures of the Department of Motor Vehicles by object:

**Table II—Department of Motor Vehicles—Analysis of Expenditures by Object, 1946-47 Compared With 1947-48**

| <i>Object</i>           | <i>Actual and estimated 1946-47</i> | <i>Estimated and proposed 1947-48</i> | <i>Increase or decrease</i> |                |
|-------------------------|-------------------------------------|---------------------------------------|-----------------------------|----------------|
|                         |                                     |                                       | <i>Amount</i>               | <i>Percent</i> |
| Salaries and wages----- | \$8,129,091                         | \$9,257,628                           | \$1,128,537                 | 13.9           |
| Operating expenses----- | 2,424,043                           | 2,841,295                             | 417,252                     | 17.2           |
| Equipment-----          | 245,854                             | 902,413                               | 656,559                     | 267.1          |
| <b>Totals-----</b>      | <b>\$10,798,988</b>                 | <b>\$13,001,336</b>                   | <b>\$2,202,348</b>          | <b>20.4</b>    |

Below is a schedule showing the categorical amounts as stated in Item 225 of the Budget Bill, our recommended reductions, and the resultant allowances for each category.

| <i>Object</i>                 | <i>Amount per budget</i> | <i>Amount of reduction</i> | <i>Amount recommended</i> |
|-------------------------------|--------------------------|----------------------------|---------------------------|
| Salaries and wages-----       | \$9,257,628              | \$418,900                  | \$8,838,728               |
| Operating expenses-----       | 2,811,295                | 425,325                    | 2,385,970                 |
| Equipment-----                | 932,413                  | 288,221                    | 644,192                   |
| <b>Total of schedule-----</b> | <b>\$13,001,336</b>      | <b>\$1,132,446</b>         | <b>\$11,868,890</b>       |

*In the schedule above, a reduction, or saving of \$1,132,446, or 8.7 percent of the budgetary request for support of the Department of Motor Vehicles is recommended.*

The expenditures shown below in Table III are analyzed in detail in the divisional analyses which appear thereafter.

**Table III—Department of Motor Vehicles—Analysis of Expenditures  
by Object and Function, 1946-47 Compared With 1947-48**

|                                    | <i>Actual and<br/>estimated<br/>1946-47</i> | <i>Estimated and<br/>proposed<br/>1947-48</i> | <i>Increase or decrease<br/>Amount Percent</i> |       |
|------------------------------------|---|---|--|-------|
|                                    |   |   |  |       |
| Salaries and wages                 |   |   |  |       |
| Division of Administration-----    | \$576,518                                   | \$636,540                                     | \$60,022                                       | 10.4  |
| Division of Registration-----      | 2,516,559                                   | 2,724,340                                     | 207,781  | 8.3   |
| Division of Enforcement-----       | 4,011,015                                   | 4,490,641                                     | 479,626  | 12.0  |
| Division of Drivers' Licenses----- | 1,024,999                                   | 1,406,107                                     | 381,108  | 37.2  |
| Land and Buildings-----            | -   | -   | -  | -     |
| Totals, Salaries and Wages--       | \$8,129,091                                 | \$9,257,628                                   | \$1,128,537                                    | 13.9  |
| Operating expenses                 |   |   |  |       |
| Division of Administration-----    | \$210,236                                   | \$265,103                                     | \$54,867                                       | 26.1  |
| Division of Registration-----      | 1,211,256                                   | 1,100,310                                     | —100,946                                       | —8.3  |
| Division of Enforcement-----       | 585,272                                     | 909,155                                       | 323,883  | 55.3  |
| Division of Drivers' Licenses----- | 159,685                                     | 192,865                                       | 33,180   | 20.8  |
| Land and Buildings-----            | 257,594                                     | 363,862                                       | 106,268  | 41.3  |
| Totals, Operating Expenses--       | \$2,424,043                                 | \$2,841,295                                   | \$417,252                                      | 17.2  |
| Equipment                          |   |   |  |       |
| Division of Administration-----    | \$6,319                                     | \$20,364                                      | \$14,045                                       | 222.3 |
| Division of Registration-----      | 12,700                                      | 52,528  | 39,828   | 313.6 |
| Division of Enforcement-----       | 187,595                                     | 745,058                                       | 557,463  | 297.2 |
| Division of Drivers' Licenses----- | 30,840                                      | 77,888  | 47,048   | 152.6 |
| Land and Buildings-----            | 8,400                                       | 6,575   | —1,825   | —21.7 |
| Totals, Equipment-----             | \$245,854                                   | \$902,413                                     | \$656,559                                      | 267.1 |

### DIVISION OF ADMINISTRATION

Expenditures for support of the Division of Administration rose from \$793,073 in the 1946-47 Fiscal Year to \$922,007 for 1947-48, an increase of \$128,934, or 16.3 percent. This over-all increase reflects a rise in all three categories of expenditures as follows:

#### Division of Administration—Expenditures by Object

| <i>Object</i>           | <i>Actual and<br/>estimated<br/>1946-47</i> | <i>Proposed<br/>1947-48</i> | <i>Increase or decrease<br/>Amount Percent</i> |       |
|-------------------------|---|-----------------------------|--|-------|
|                         |   |                             |  |       |
| Salaries and wages----- | \$576,518                                   | \$636,540                   | \$60,022                                       | 10.4  |
| Operating expenses----- | 210,236                                     | 265,103                     | 54,867   | 26.1  |
| Equipment-----          | 6,319                                       | 20,364                      | 14,045   | 222.3 |
| Totals-----             | \$793,073                                   | \$922,007                   | \$128,934                                      | 16.3  |

*Salaries and Wages*

*The \$60,022 increase in salaries and wages for the Division of Administration consists of normal annual salary increases for present personnel plus provision for the following eleven new positions at a cost of \$31,380:*

|    |   |                   |          |
|----|---|-------------------|----------|
|    | Bureau of Accounting  |                   |          |
| 1  | Auditor, Grade 2-----   | 280 (15) 340      | \$3,360  |
| 3  | Intermediate Account Clerk-----                                       | 160 (10) 200      | 5,760    |
|    | Bureau of Statistics  |                   |          |
| 1  | Key Punch Operator, Grade 2-----                                      | 160 (10) 200      | 1,920    |
|    | Bureau of Equipment   |                   |          |
| 1  | Automobile Mechanic -----   | 230 (10) 270      | 2,760    |
| -  | Shop Foreman (Reclassification of one<br>Automobile Body Worker)----- | 265 (15) 325      | 300      |
|    | Branch Office Administration  |                   |          |
| 1  | Supervisor of Branch Offices-----                                     | 365 (20) 445      | 4,380    |
| 2  | Branch Office Manager, Grade 1-----                                   | 310 (15) 370      | 7,440    |
|    | Bureau of Service, Supply, and Building Main-<br>tenance              |                   |          |
| 1  | Assistant Estimator of Building Construc-<br>tion -----               | 295 (15) 335      | 3,540    |
| 1  | Intermediate Clerk -----  | 160 (10) 200      | 1,920    |
| 11 | Positions   | Total Expenditure | \$31,380 |

During the 1946-47 Fiscal Year, a Bureau of Accident Prevention was established in the Division of Administration to coordinate the endeavor to educate the public relative to driving hazards by stimulating and assisting citizens' groups in organizing safety councils. *This is part of the program of the Governor's Traffic Safety Coordinating Committee and no money was appropriated by the Legislature for this service. A bill to set it up was in the Legislature but not approved.*

The Bureau of Accident Prevention conducts a state-wide safety program by distributing programs and information for dissemination by representatives of the Department of Motor Vehicles and local organizations throughout the State.

Through cooperation with the Advertising Association of the West and officials of the National Safety Council, the Bureau has arranged billboards, window card displays, radio programs and news stories throughout the State relative to accident prevention.

*This expenditure is submitted to the Legislature for approval for the first time in the Governor's Budget for the 1947-48 Fiscal Year which provides \$23,220 for salaries and wages for support of this bureau. This appears on page 666 of the Governor's Budget. If you will examine it carefully you will note that it did not appear in the Governor's Budget for 1945-47 for it is not set up until 1946-47 when it appears for the first time. It was established July 1, 1946, by way of a deficiency. This is an example of how expenditures appear in the Budget already established and with new employees, in this case eight of them, without their ever having been submitted to the Legislature. This is the same procedure, only in a smaller way, that has plagued the Department of Motor Vehicles for many years and which we complained about in our previous reports.*

In previous years, the Legislature has returned and found that the Budget they approved at the prior session had been increased two or three million dollars or more by allowance of deficiencies.

*One prior deficiency allowance for 400 additional patrolmen resulted in putting the Motor Vehicle Fund in the red and resulted in the Legislature placing in the Budget Bill of 1945, on page 44, Item 187.2, a definite restriction that the appropriation "shall not be considered to authorize the continued employment of more than 624 traffic officers."*

An additional expenditure of similar nature on a deficiency allowance appears in the Division of Drivers' Licenses, again for services never considered by the Legislature or approved in the appropriation for this division.

*This, in our opinion, is distinct invasion of the field of Legislation particularly reserved to the Legislature. It was believed that when the law was changed in relation to the financing of the Department of Motor Vehicles that the problem of added expenditures and expanded budgets by the deficiency route was ended.*

The Governor, through his appointed Director of Motor Vehicles, has a statutory right to reorganize this department in order to carry out the duties imposed upon the department in the way that the administration determines is just and effective and most to their liking within the framework of the law and within the appropriations set by the Legislature. If the Governor wished to carry on a safety promotion campaign and a campaign for the elimination of negligent drivers inside of the appropriations allowed and as part of the functions of the department without violating the limits on appropriations, we would not be faced with the situation of finding an inflated Budget by their added expenditures for 1946-47 as a basis for Budget requests for 1947-48:

*It appears that if the Legislature wishes to definitely control the appropriation of the Department of Motor Vehicles, or for that matter that of any other department or agency of the State, it is necessary to place specific limitations upon appropriations and their augmentations and possibly on the power to authorize deficiencies.*

The existing staff of the Bureau of Accident Prevention and distribution of these salaries and wages are as follows:

| No. of Positions | Classification  | Range        | Cost     |
|------------------|---|--------------|----------|
| 1                | Coordinator of Traffic Safety Education---              | 325 (15) 385 | \$4,620  |
| 3                | Assistant Coordinator of Traffic Safety Education ----- | 280 (15) 340 | 10,800   |
| 3                | Intermediate Stenographer-Clerk -----                   | 170 (10) 210 | 6,120    |
| 1                | Junior Typist-Clerk -----                               | 140 (10) 170 | 1,680    |
| 8                | Totals -----  |              | \$23,220 |

The continuance of this bureau under these circumstances is purely a matter for legislative determination.

Through recommendations of the Legislative Budget Committee, a consolidation of the personnel activities in a Personnel Bureau, in lieu of the former decentralization of much of this work throughout the department, was made effective. Under the former conditions, records in the Personnel Bureau were duplicated in the administrative offices of the several divisions of the department. This required the services of six units of personnel.

*The centralization of personnel activities in the Personnel Bureau resulted in the transfer of three positions to the Personnel Bureau and released the remaining three of the six units of personnel for other work in the department.*

In view of the normal increase in work load of the Department of Motor Vehicles, the amount requested for salaries and wages by the Division of Administration appears reasonable and necessary except for the \$3,540 requested for the new Assistant Estimator of Building Construction positions. We recommend disallowance of this position until the postwar building program of the Department of Motor Vehicles is launched. In our opinion this building program should not be started until the building index drops to 350.

*We recommend that the \$636,540 for salaries and wages be reduced to \$633,000, a saving of \$3,540.*

#### *Operating Expenses*

In general, these items appear to be in line. However, included in the item for traveling, \$7,200 is provided for executive travel. For 1945-46 there was spent \$5,400 for this. *We recommend reduction of this to allow \$6,000, a saving of \$1,200.*

#### *Equipment*

In the amount provided for replacement of office equipment was \$4,830 for two National Cash Register Machines used in apportionment analyses. *In view of the mechanization of the apportionment operations which will occur during the 1947-48 Fiscal Year, this \$4,830 should be deleted.* Thus we recommend that the allowance for replacement of office equipment be reduced from \$10,405 to \$5,575, and that the total provision for equipment be reduced from \$20,364 to \$15,534, a saving of \$4,830.

*To summarize, we recommend that the \$922,007 budgeted for support of the Division of Administration for the 1947-48 Fiscal Year be reduced to \$912,437, a saving of \$9,570.*

### DIVISION OF REGISTRATION

Total expenditures for support of the Division of Registration rose from \$3,740,515 in the 1946-47 Fiscal Year to \$3,887,178 for 1947-48, an increase of \$146,663, or 3.9 percent. This over-all increase is the result of increased expenditures for salaries and wages and for equipment offset in part by a decrease in operating expenses as explained below:

Division of Registration—Expenditures by Object

| Object             | Actual and  | Proposed    | Increase or decrease |         |
|--------------------|-------------|-------------|----------------------|---------|
|                    | estimated   |             | Amount               | Percent |
|                    | 1946-47     | 1947-48     |                      |         |
| Salaries and wages | \$2,516,559 | \$2,724,340 | \$207,781            | 8.3     |
| Operating expenses | 1,211,256   | 1,110,310   | —100,946             | —8.3    |
| Equipment          | 12,700      | 52,528      | 39,828               | 313.6   |
| Totals             | \$3,740,515 | \$3,887,178 | \$146,663            | 3.9     |

*Salaries and Wages*

The \$207,781, or 8.3 percent, increase in salaries and wages reflects normal annual salary adjustments less reduction in provision for temporary employees, plus the following new positions:

|                            |   |              |           |
|----------------------------|---|--------------|-----------|
| <b>Headquarters Office</b> |   |              |           |
| 1                          | Deputy Registrar -----                    | 365 (20) 445 | \$4,380   |
| 1                          | Senior Stenographer-Clerk -----           | 200 (10) 240 | 2,400     |
| 2                          | Intermediate Stenographer-Clerks -----    | 170 (10) 210 | 4,080     |
| 40                         | Intermediate Clerks -----                 | 160 (10) 200 | 76,800    |
| 40                         | Junior Clerks -----                       | 140 (10) 170 | 67,200    |
| <b>Branch Offices</b>      |   |              |           |
| 4                          | Intermediate Stenographer-Clerks -----    | 170 (10) 210 | 8,160     |
| 24                         | Intermediate Clerks -----                 | 160 (10) 200 | 46,080    |
| 24                         | Junior Clerks -----                       | 140 (10) 170 | 40,320    |
| 1                          | Janitor-Janitress -----                   | 150 (10) 190 | 1,800     |
| 1                          | Janitor-Janitress (one-half time) -----   | 150 (10) 190 | 900       |
| <b>Investigations</b>      |   |              |           |
| 6                          | Motor Vehicles Investigators, Gr. 1 ----- | 210 (10) 250 | 15,120    |
| 144                        | Positions -----                           |              | \$267,240 |

While it is proposed that salaries and wages be increased 8.2 percent for 1947-48 over 1946-47, the registration work load (number of vehicles registered) is only expected to increase by 225,000 registrations, or 6.0 percent. The registration work load for 1948 as compared with 1947 is as follows:

|                        |                                |
|------------------------|--------------------------------|
| <i>Year</i>            | <i>Number of registrations</i> |
| 1948 -----             | 3,950,000                      |
| 1947 -----             | 3,725,000                      |
| Increase -----         | 225,000                        |
| Percent increase ----- | 6.0                            |

Since mechanization of registration processes is being installed to operate in the 1947-48 Fiscal Year and different types or classes of personnel will undoubtedly be required in many instances, the establishment of the new clerical positions in the Budget as permanent positions is undesirable.

*Therefore, we recommend that the following new positions be disallowed and that the money for salaries proposed for them be held for other positions necessary under the mechanized procedure.*

**Positions to be Disallowed:**

|                            |  |              |           |
|----------------------------|--|--------------|-----------|
| <b>Headquarters Office</b> |  |              |           |
| 1                          | Senior Stenographer-Clerk -----  | 200 (10) 240 | \$2,400   |
| 2                          | Intermediate Stenographer-Clerks -----   | 170 (10) 210 | 4,080     |
| 40                         | Intermediate Clerks -----  | 160 (10) 200 | 76,800    |
| 40                         | Junior Clerks -----  | 140 (10) 170 | 67,200    |
|                            |  |              | \$150,480 |
| <b>Branch offices</b>      |  |              |           |
| 4                          | Intermediate Stenographer-Clerks -----   | 170 (10) 210 | \$8,160   |
| 24                         | Intermediate Clerks -----  | 160 (10) 200 | 46,080    |
| 24                         | Junior Clerks -----  | 140 (10) 170 | 40,320    |
| 135                        | Total to be held for new positions<br>necessary under mechanized procedure ----- |              | \$245,040 |

During the last half of the 1947-48 Fiscal Year, the registration procedures of the Department of Motor Vehicles will be mechanized, therefore, many of the positions now budgeted will be deleted and the cost thereof will be partially offset by machine rentals.

Likewise, many of the existing classes of positions will be reclassified. For example, typist positions will be reclassified or replaced by key-punch operator positions. The exact amount and nature of these adjustments and resultant savings cannot be determined until the change to mechanized procedures has progressed much further. We recommend that the authority to make the foregoing type of adjustments be allowed and expressed in Item 225 of the Budget Act of 1947 making the appropriation. *It is recommended that the Department of Finance follow the mechanization of registrations carefully and reflect savings in the budgetary allotments at the earliest moments when such savings are determinable. With the foregoing in mind, we recommend approval of the request for \$2,724,340 for salaries and wages for the Division of Registration.*

#### *Operating Expenses*

These items appear satisfactory as budgeted, except that the provision of \$15,000 for automobile expenses for 1947-48 appears high. In the 1945-46 Fiscal Year, when there were about 24 traveling positions in the Registration Division, \$7,825 was spent for automobile expenses, or an average of \$325 per position. For the 1947-48 Fiscal Year, there will be approximately 32 traveling positions in the Registration Division and \$15,000 is requested for the automobile expenses, or an average of \$469.

We suggest that for the 1947-48 Fiscal Year, the average automobile expenses be allowed at the average rate per position actually spent during the 1945-46 Fiscal Year.

*We recommend that the automobile expense allowance for the Division of Registration be reduced from \$15,000 to \$10,400, a saving of \$4,600.*

With about 24 traveling positions, the item for traveling expenses totaled \$9,309, for 1945-46, an average of \$346 per position. On the same basis with 32 traveling positions for the 1947-48 Fiscal Year, the amount allowed for this item would be \$11,072. With this in mind, *we recommend that the traveling expense item be reduced from \$17,500 for the 1947-48 Fiscal Year to \$12,000, a saving of \$5,500.*

If the shortage of steel necessitates use of license tabs, in lieu of plates for the year 1948, the operating expense item for license plates would be reduced by approximately two-thirds, a saving of about \$375,000. The Financial Adviser of the Department of Motor Vehicles states that the department will give the Legislature the latest information on this matter at the time the Budget is considered by the Legislature.

*In view of the substantial savings which may be realized by the use of license tabs, in lieu of plates, for the year 1948, we recommend that tabs be used, saving \$375,000.*

In December of 1945, the Legislative Auditor disclosed that \$54,180 in automobile caravan permits issued by the California Highway Patrol were unaccounted for in the Patrol's records.



The Legislative Auditor also found that under the existing system, no accountability existed over the issuance of permits valued at \$15 to \$22.50 each which are needed by motorists caravanning new and used cars into the State. This matter was called to the attention of the Department of Motor Vehicles and the State Department of Finance, and in 1946, the Department of Motor Vehicles established control over the issuance of caravan permits. The new system insures proper accountability by California Highway Patrol Officers receiving caravan permits.

*Equipment*

We recommend the allowance of equipment as requested by the Registration Division.

To summarize, we recommend that the total for support of the Division of Registration be reduced from \$3,887,178 to \$3,502,078, a saving of \$385,100 for the 1947-48 Fiscal Year.

DIVISION OF ENFORCEMENT

Expenditures budgeted for support of the Division of Enforcement show an increase from \$4,783,882 for the 1946-47 Fiscal Year to \$6,144,854 for the 1947-48 Fiscal Year, an increase of \$1,360,972, or 28.4 percent. This over-all increase reflects a rise in all three categories of expenditures as follows:

Division of Enforcement—Expenditure by Object

| <i>Object</i>            | <i>Actual and estimated</i> |                | <i>Increase or decrease</i> |                |
|--------------------------|-----------------------------|----------------|-----------------------------|----------------|
|                          | <i>1946-47</i>              | <i>1947-48</i> | <i>Amount</i>               | <i>Percent</i> |
| Salaries and wages-----  | \$4,011,015                 | \$4,490,641    | \$479,626                   | 12.0           |
| Operating expenses ----- | 585,272                     | 909,155        | 323,883                     | 55.3           |
| Equipment -----          | 187,595                     | 745,058        | 557,463                     | 297.2          |
| Totals -----             | \$4,783,882                 | \$6,144,854    | \$1,360,972                 | 28.4           |

*Salaries and Wages*

The Budget for this division as submitted proposes an increase of \$479,626, or 12.0 percent, for the 1947-48 Fiscal Year over the 1946-47 Fiscal Year. Proposed expenditures for salaries and wages for the existing authorized positions is expected to decline slightly from \$4,057,195 for the 1946-47 Fiscal Year to \$4,053,040 for the 1947-48 Fiscal Year, a decrease of \$4,155, or .10 percent. 237 additional positions are requested. These additional positions principally account for the increase in proposed expenditures budgeted for the 1947-48 Fiscal Year.

The new positions requested are :

| <i>Number of<br/>positions</i> | <i>Positions</i>   | <i>Amount<br/>budgeted</i> |
|--------------------------------|--|----------------------------|
|                                | Administration   |                            |
| 1                              | Assistant Chief of Division-----   | \$5,220                    |
|                                | Inspectors and Staff   |                            |
| 1                              | Intermediate Stenographer-Clerk -----  | 2,040                      |
|                                | Bureau of Operations and Communications  |                            |
| 1                              | Supervising Teletypewriter Operator-----                                       | 2,400                      |
| 2                              | Junior Clerk -----   | 3,360                      |
| 24                             | Radio Dispatcher-Clerk -----   | 57,600                     |
|                                | Bureau of Traffic Office Maintenance   |                            |
| 2                              | Janitor-Janitress (one-half time)-----   | 1,800                      |
|                                | Field  |                            |
| 200                            | State Traffic Officer (to be employed at the rate of 50 each<br>quarter) ----- | 375,000                    |
| 5                              | Intermediate Clerk -----   | 9,600                      |
| 1                              | Telephone Operator -----   | 1,920                      |
| <hr/>                          |  |                            |
| 237                            | Totals -----   | <hr/> \$458,940            |

Item 187.2 of the Budget Act of 1945 covering the proposed expenditures for the 1945-46 and 1946-47 Fiscal Years included the following statement of legislative intent relative to employment of traffic officers, “\* \* \* It is the intention of the Fifty-sixth Session of the Legislature that the employment of additional highway patrol officers who return from military service, for which the required appropriation is provided for in this item, or provided for in any other item in this act, shall not be considered to authorize the continued employment of more than 624 traffic officers. Therefore, whenever any traffic officer retires, resigns, or is separated from state service, his position is not to be refilled except by reemployment of members of the highway patrol who return from military service, until such time as the total number of traffic officers employed in the California Highway Patrol shall be less than 624.”

The Budget for the 1947-48 Fiscal Year shows the following number of existing permanent uniformed officer positions :

|  |           |
|--|-----------|
| Chief of Division-----                       | 1         |
| Supervising Traffic Inspector-----           | 2         |
| Assistant Supervising Traffic Inspector----- | 2         |
| District Traffic Inspector-----              | 15        |
| State Traffic Captain-----                   | 59        |
| State Traffic Sergeant-----                  | 69        |
| State Traffic Officer-----                   | 765       |
| <hr/>  |           |
| Total -----                                  | <hr/> 913 |

There are now 765 traffic officers, or 141 more than the 624 allowed for the 1945-47 biennium by the 1945 Legislature. The 141 positions above the 624 allowed in 1945 are held by veterans who have returned from military service. Part of the total force of 765 traffic officers are now serving as radio dispatcher-clerks. These will be released for active duty by employment of the requested 24 radio dispatcher-clerks provided for in the 1947-48 Budget.

In addition, the Budget proposes creation of 200 new traffic officer positions to be added at the rate of 50 positions per calendar quarter “due to the work load resulting from the increase in motor vehicle registrations and the number of reportable accidents.”

As of March 1, 1947, there were 14 traffic officers and two sergeants still on military leave from the Department of Motor Vehicles. It is anticipated that as vacancies occur, the positions will be held open to allow for reemployment of these remaining veterans without increasing the number of positions further.

We recommend allowance of a total of 801 traffic officer positions for the 1947-48 Fiscal Year, computed as follows:

|  |       |
|--|-------|
| 1. Base number of traffic officers established by the Legislature in 1945 .....  | 624   |
| 2. Additional traffic officers allowed on the basis of a 22.9 percent increase in motor vehicle registrations for the 1947-48 Fiscal Year over 1945-46 ..... | 161   |
| 3. Additional traffic officers allowed for sickleave and overtime .....  | 16    |
|  | <hr/> |
| New base number of traffic officers for 1947-48 .....  | 801   |

*The California Highway Patrol has never demonstrated that the addition of traffic officers will reduce reportable accidents.* This fact is shown by the table below which indicates that there is no correlation between the number of uniformed personnel and the number of reportable accidents experienced, but that there is correlation between reportable accidents and the total vehicle registrations, as well as the annual vehicle miles traveled within the State. Obviously the last two of these are closely related; in fact, they are so closely related that either may serve as a rough measure of the reportable accidents to be anticipated.

The record of the Enforcement Division's activities, in relation to registrations and accident volumes, is shown in the following table, Table I:

Table I—Department of Motor Vehicles—Comparison of California Highway Patrol Activities With Rural Accidents, Vehicles Registered, and Total Annual Vehicle Miles

Part I

| Year | Registered motor vehicles | Annual vehicle miles (millions) | Reportable rural accidents | Average uniformed personnel | Miles driven by highway patrol | Vehicles stopped |         | Total warnings and arrests |
|------|---------------------------|---------------------------------|----------------------------|-----------------------------|--------------------------------|------------------|---------|----------------------------|
|      |                           |                                 |                            |                             |                                | Warnings         | Arrests |                            |
| 1938 | 2,663,733                 | 22,085                          | 10,525                     | 730                         | 19,030,289                     | 266,125          | 127,366 | 393,491                    |
| 1939 | 2,773,698                 | 23,555                          | 12,200                     | 721                         | 17,603,968                     | 368,276          | 137,513 | 505,789                    |
| 1940 | 2,955,952                 | 24,449                          | 13,497                     | 724                         | 14,569,359                     | 294,414          | 167,907 | 462,321                    |
| 1941 | 3,163,394                 | 26,998                          | 16,983                     | 726                         | 15,007,670                     | 195,313          | 175,534 | 370,847                    |
| 1942 | 3,042,152                 | 24,778                          | 11,516                     | 903                         | 17,655,700                     | 209,662          | 166,685 | 376,347                    |
| 1943 | 2,944,572                 | 19,603                          | 9,774                      | 784                         | 13,632,170                     | 163,047          | 126,149 | 289,196                    |
| 1944 | 2,993,224                 | 19,817                          | 10,475                     | 757                         | 12,027,050                     | 157,717          | 119,847 | 277,564                    |
| 1945 | 3,118,840                 | 23,843                          | 15,295                     | 759                         | 12,035,550                     | 143,904          | 131,269 | 275,173                    |
| 1946 | 3,442,051                 | *                               | 19,441                     | 878                         | 14,723,714                     | 206,513          | 208,284 | 414,797                    |
| 1947 | 3,725,000                 | *                               | *                          | *                           | *                              | *                | *       | *                          |
| 1948 | 3,950,000                 | *                               | *                          | *                           | *                              | *                | *       | *                          |

Table I—Part II

| Year | Reportable rural accidents | Accidents per million annual vehicle miles | Accidents per thousand motor vehicle registrations | Accidents per uniformed patrolman | Accidents per ten thousand miles driven by the highway patrol |
|------|----------------------------|--|--|-----------------------------------|---|
| 1938 | 10,525                     | .4765                                      | 3.95   | 14.42                             | 5.53  |
| 1939 | 12,200                     | .5179                                      | 4.40   | 16.92                             | 6.93  |
| 1940 | 13,497                     | .5520                                      | 4.56   | 18.64                             | 9.27  |
| 1941 | 16,983                     | .6290                                      | 5.37   | 23.39                             | 11.31   |
| 1942 | 11,516                     | .4647                                      | 3.78   | 12.75                             | 6.52  |
| 1943 | 9,774                      | .4985                                      | 3.32   | 12.47                             | 7.17  |
| 1944 | 10,475                     | .5285                                      | 3.50   | 13.84                             | 8.71  |
| 1945 | 15,295                     | .6414                                      | 4.90   | 20.15                             | 12.70   |
| 1946 | 19,441                     | *  | 5.65   | 22.14                             | 13.21   |

(\* Unknown or unavailable.)

The lack of correlation between the average number of uniformed personnel and reportable accidents is evidenced in the table shown above; i. e., instead of accidents falling off when the number of patrolmen was increased, or vice versa, accidents frequently moved in opposite direction from that which would be expected on the basis of changes in the number of patrolmen. For example, in the years 1940 and 1941, there was a slight increase in the number of patrolmen while reportable rural accidents rose from 13,497 in 1940 to 16,983 in 1941, an increase of 3,486, or 25.8 percent. The same situation also prevailed for the years 1944 and 1945 when again the number of patrolmen increased slightly whereas the number of reportable rural accidents rose from 10,475 in 1944 to 15,295 in 1945, an increase of 4,820, or 46.0 percent. The number of highway patrolmen was increased from 759 in 1945 to 878 in 1946, an increase of 119 patrolmen, or 15.7 percent, but despite this increase, the number of reportable rural accidents continued upward, rising from 15,295 to 19,441, an increase of 4,146, or 27.1 percent.

Only in comparison of the years 1941 and 1942 does there appear to have been any relation between the number of highway patrolmen and the volume of reportable accidents. In those years, the average number of patrolmen was increased by Governor Olson through a deficiency appropriation from 726 to 903. Simultaneously, the number of reportable accidents decreased from 16,983 in 1941 to 11,516 in 1942, but this decrease was apparently coincidental rather than correlated because in the year 1943, immediately following, the number of highway patrolmen was drastically reduced, yet the volume of reportable accidents again fell off. If the number of patrolmen has no measurable effect upon the volume of reportable accidents, what caused these fluctuations in the volume of reportable rural accidents? *The answer is that the volume of accidents increased in relation to the rise in motor vehicle registrations and the additional miles traveled by all vehicles in California.*

Analyzing the same years used above in showing lack of relation between the number of patrolmen and the volume of reportable accidents, we find that *accidents did rise and fall in relation to vehicle registrations and miles traveled by these vehicles.* In the years 1940 and 1941, when the number of patrolmen remained practically constant, the reportable accident rate rose by 3,486 cases, or 25.8 percent, because (1) motor vehicle registrations rose from 2,955,952 in 1940 to 3,163,394 in 1941, an increase of 207,442, or 7.0 percent, and (2) annual vehicle miles increased from 24,449,000,000 to 26,998,000,000, an increase of 2,549,000,000, or 10.4 percent. In the years 1944 and 1945, while the number of patrolmen was again constant, the volume of reportable accidents increased from 10,475 in 1944 to 15,295 in 1945, an increase of 4,820, or 46.0 percent. This increase was accompanied by an increase in vehicle registrations from 2,993,224 for 1944 to 3,118,840 for 1945, an increase of 125,616 registrations, or 4.2 percent. Likewise vehicle miles of travel rose from 19,817,000,000 miles in 1944 to 23,843,000,000 in 1945, an increase of 4,026,000,000 miles or 20.3 percent.

In other words, the volume of reportable rural accidents rose steadily without regard to the number of highway patrolmen from 1938 through 1941, the year in which war was declared on Japan. Early in 1942 gasoline rationing began and production of new vehicles declined, thus reducing vehicle registrations and vehicle miles traveled. These changes effected

a reduction in the volume of reportable accidents. In the next year, 1943, the production of vehicles and vehicle miles traveled declined further and continued to pull down the volume of reportable accidents. In the year 1944, there was an easing of gasoline rationing with "B" and "C" card holders being allowed more mileage, but the trend in production of new vehicles continued unchanged. In this year the effect of the increased mileage allowed was reflected in the increased volume of reportable accidents. *On August 15, 1945, gasoline rationing was removed and there was a resultant upsurge in vehicle miles traveled and some slight increase in both production and release of vehicles for civilian use which produced an increase of 46.0 percent in the volume of reportable accidents over the previous year.* In 1946, with the return to normal conditions, increased production of all types of vehicles, and the resulting increase of vehicle miles traveled, the volume of reportable accidents again climbed upward.

One measure of Highway Patrol activity is the number of vehicles stopped as shown in the foregoing Schedule of Enforcement Activities. A comparison of the column showing total warnings and arrests with the column showing uniformed personnel discloses that *changes in the number of uniformed personnel do not necessarily produce a similar change in total warnings and arrests.* For example, there were nine less officers in 1939 than in 1938, yet the warnings and arrests increased substantially. Then from 1939 through 1941 the number of officers increased slightly year by year but the total warnings and arrests fell off substantially. In 1942, Governor Olson caused a substantial increase to be made in the Highway Patrol, but the total warnings and arrests only increased from 370,847 for 1941 to 376,347 for 1942. *This reduced the average number of warnings and arrests per officer from 510 in 1941 to 416 in 1942.* In 1943 the number of officers was decreased and the number of warnings and arrests also decreased. From 1944 to 1945 there was a slight increase in officers and miles driven by the Highway Patrol but despite this, total warnings and arrests decreased slightly. In 1946 there was a substantial increase in uniformed personnel and a similar increase in miles driven by the Highway Patrol and in total warnings and arrests.

*The foregoing clearly indicates that the administrative policy, rather than the number of uniformed officers, determines the effectiveness of the California Highway Patrol activities. We believe that the foregoing facts clearly indicate that the California Highway Patrol has not demonstrated that the number of patrolmen has any appreciable effect on the annual volume of reportable accidents in the rural areas covered by them and that the effectiveness of the Highway Patrol depends on administrative policy rather than the number of officers.*

*Therefore, we recommend that the increase in number of traffic officers for the Fiscal Year 1947-48 be related to the anticipated increase in vehicle registrations.*

The following schedule shows the increases in vehicle registrations and uniformed personnel since the 1945-46 Fiscal Year:

| <i>Fiscal Year</i> | <i>Uniformed personnel</i>                   | <i>Percent increase over 1945-46 F. Y.</i> | <i>Number of vehicles registered</i>                              | <i>Percent increase over 1945-46 F. Y.</i> |
|--------------------|--|--|---|--|
| 1945-46            | 759 (average)                                | 0.0  | 3,201,060 (Estimated at 7 percent of 1945 and 93 percent of 1946) | 0.0  |
| 1946-47            | 878 (average)                                | 15.7                                       | 3,705,200 (Estimated at 7 percent of 1946 and 93 percent of 1947) | 15.7                                       |
| 1947-48            | 1,113 (budgeted—existing plus new positions) | 46.6                                       | 3,934,250 (Estimated at 7 percent of 1947 and 93 percent of 1948) | 22.9                                       |

Automobile registrations are expected to increase by 22.9 percent in the 1947-48 Fiscal Year over the 1945-46 Fiscal Year. Allowance of the same relative increase in patrolmen will result in the addition of 161 Traffic Officers for the 1947-48 Fiscal Year over the base of 624 Traffic Officers established by the Legislature in 1945, making a total of 785 Traffic Officer positions. Allowing 16 Traffic Officers to compensate for added sick leave and overtime, added to the total of 785 Traffic Officers, produces a total of 801 Traffic Officers for the 1947-48 Fiscal Year. Subtraction of this number from the 965 Traffic Officers requested in the 1947-48 Budget discloses that the Budget provides 164 Traffic Officer positions in excess of the 801 positions which we recommend on the above basis. *We recommend that the 200 new Traffic Officer positions proposed in the 1947-48 Budget be reduced by 164, making the total Traffic Officers 801.*

*This will reduce the support for salaries and wages for additional Traffic Officers from \$375,000 to \$108,000, a saving of \$267,000, or 71.20 percent.*

In view of the foregoing reduction in the number of Traffic Officer positions, the reinstatement of the position of Assistant Chief of the Division Enforcement at a salary of \$5,220 is not necessary. *We recommend disallowance of this position, a saving of \$5,220.*

There will, of course, be a relative reduction in operating expenses, as a result of the disallowance of the foregoing positions.

*We recommend approval of the request for 24 new Radio Dispatcher-Clerk positions as these will release able-bodied patrolmen for active duty.* These Radio Dispatcher-Clerks are needed by reason of the increased hours of operation per day by the Highway Patrol in certain areas and the expanded radio facilities essential to effective patrol activity in accordance with the legislative intent expressed in 1945.

In the past, extensions of radio facilities by the California Highway Patrol have not always been cleared with the State's fiscal authorities to arrange for funds and personnel. As a result of this, many radio stations have been manned by able-bodied patrolmen who were needed on the highways. The Director of Motor Vehicles has agreed that hereafter, no new radio facilities will be added without proper approval by the Legislature and the Department of Finance.

To summarize, we recommend that the \$4,490,641 budgeted for salaries and wages for the Division of Enforcement be reduced to \$4,218,421, a saving of \$272,220, or 6.45 percent.

#### *Operating Expenses*

The budgetary provisions for operating expenses of the Division of Enforcement appear to be reasonable and warranted with exception of an adjustment of automobile expenses required to correct the proposed expenditures in line with the disallowance of 164 Traffic Officer and one Assistant Chief of the Division of Enforcement provided in the Budget.

The item of \$478,125 budgeted for automobile expense would allow 19,125,000 miles of automobile travel at 2.5 cents per mile during the 1947-48 Fiscal Year. The Budget shows the total Traffic Officer positions to be 765 for the 1947-48 Fiscal Year or 13 less than the 778 shown in the Budget for the 1946-47 Fiscal Year. In view of our recommendation that the total number of Traffic Officer positions allowed for the 1947-48 Fiscal Year should be 801, net increase in Traffic Officers for the 1947-48 Fiscal Year over those employed for 1946-47 will be 23 positions or 177 increase over the 624 Traffic Officer positions approved by the Legislature.

In view of the fact that there are no other traveling positions added, we believe that 18,500,000 miles for automobile travel at 2.5 cents per mile, or a total cost of \$462,500, is adequate. *This will allow the Highway Patrol more average miles for uniformed personnel than has been allowed heretofore, thus permitting greater effectiveness.*

*We recommend that automobile expense be reduced from the proposed amount of \$478,125 to \$462,500, a saving of \$15,625.*

In view of our recommendation for increasing the number of new Traffic Officer positions from 624 to 801 or 177 new officers by adding 36 to those now employed. *We recommend a reduction in the item of training school expense from \$61,800 to \$53,600, a saving of \$8,200, or about \$50 per position disallowed.*

To summarize, *we recommend a total reduction of \$23,825 in operating expenses for the Enforcement Division.*

#### *Equipment*

The proposed equipment expenditures appear reasonable but the item for additional automobiles in the total amount of \$301,644 must be adjusted for the reduction in new traffic officer positions. This amount as budgeted would provide the 135 automobiles which it was estimated the 200 additional patrolmen would need at about \$2,234 each. These vehicles cost more than most State cars because they are equipped with radios, spotlights, etc. This item should be reduced if the 164 traffic officer positions are disallowed in accordance with our suggestions. *We recommend that "Automobiles—additional" be reduced from \$301,644, as shown in the Budget, to \$51,382, a saving of \$250,262. This will allow 23 additional automobiles for use by the 36 additional traffic officers recommended producing a ratio of about one and one-half men per vehicle.*

Our recommendations relative to the Division of Enforcement Budget for the 1947-48 Fiscal Year will reduce proposed expenditures for this division as follows:



| <i>Object</i>            | <i>Amount budgeted 1947-48</i> | <i>Amount recommended</i> | <i>Reduction recommended</i> |
|--------------------------|--------------------------------|---------------------------|------------------------------|
| Salaries and Wages ----- | \$4,490,641                    | \$4,218,421               | \$272,220                    |
| Operating Expenses ----- | 909,155                        | 885,330                   | 23,825                       |
| Equipment -----          | 745,058                        | 494,796                   | 250,262                      |
| <b>Totals -----</b>      | <b>\$6,144,854</b>             | <b>\$5,598,547</b>        | <b>\$546,307</b>             |

**DIVISION OF DRIVERS' LICENSES**

Expenditures for support of the Division of Drivers' Licenses rose from \$1,215,524 for 1946-47 Fiscal Year to \$1,676,860 for 1947-48, an increase of \$461,336, or 38.0 percent.

This overall increase reflects a rise in all three categories of expenditures as follows:

| <b>Division of Drivers' Licenses—Expenditure by Object</b> |                             |                    |                             |                |
|--|-----------------------------|--------------------|-----------------------------|----------------|
| <i>Object</i>  | <i>Actual and estimated</i> |                    | <i>Increase or decrease</i> |                |
|  | <i>1946-47</i>              | <i>1947-48</i>     | <i>Increase</i>             | <i>Percent</i> |
| Salaries and Wages -----                                   | \$1,024,999                 | \$1,406,107        | \$381,108                   | 37.2           |
| Operating Expenses -----                                   | 159,685                     | 192,865            | 33,180                      | 20.8           |
| Equipment -----  | 30,840                      | 77,888             | 47,048                      | 152.6          |
|  | <b>\$1,215,524</b>          | <b>\$1,676,860</b> | <b>\$461,336</b>            | <b>38.0</b>    |

The following new positions are requested by the Division of Drivers' Licenses for the 1947-48 Fiscal Year:

| <i>No.</i> | <i>Classification</i>  | <i>Salary range</i> | <i>Total cost</i> |
|------------|--|---------------------|-------------------|
| 83         | Junior Clerk -----   | 140 (10) 170        | \$139,440         |
| 2          | Senior Clerk -----   | 190 (10) 230        | 4,560             |
| 22         | Junior Typist-Clerk -----  | 140 (10) 170        | 36,960            |
| 1          | Junior Stenographer-Clerk -----  | 140 (10) 170        | 1,680             |
| 44         | Intermediate Typist-Clerk -----  | 160 (10) 200        | 84,480            |
| 1          | Intermediate Stenographer-Clerk -----  | 170 (10) 210        | 2,040             |
| 36         | Drivers' License Examiner -----  | 230 (10) 270        | 99,360            |
| 9          | Intermediate Clerk -----   | 160 (10) 220        | 17,280            |
| —          | Senior Drivers' License Examiner<br>(Reclassification of 38 Drivers'<br>License Examiners) ----- | 250 (15) 310        | 4,560             |
| <b>198</b> |  |                     | <b>\$390,360</b>  |

The Budget shows 427 permanent positions for the 1946-47 Fiscal Year and for the 1947-48 Fiscal Year proposes the addition of 198 new positions to the 403 shown as existing bringing the total up to 601 positions. The following table shows the number of employees and licenses issued from the year 1940 through 1948:

**Table I—Division of Drivers' Licenses—Analysis of Drivers' Licenses Issued in Relation to Personnel of the Division**

| <i>Year</i>           | <i>Number of licenses issued</i> | <i>Number of examiners</i> | <i>Number of units of other personnel</i> | <i>Total employees</i> | <i>Average number licenses issued per examiner</i> | <i>Average number other employees per examiner</i> |
|-----------------------|----------------------------------|----------------------------|---|------------------------|--|--|
| 1940 -----            | 918,924                          | 165                        | 226                                       | 391                    | 5,569  | 1.36   |
| 1941 -----            | 1,048,986                        | 162                        | 235                                       | 397                    | 6,475  | 1.45   |
| 1942 -----            | 1,030,278                        | 158                        | 216                                       | 374                    | 6,521  | 1.37   |
| 1943 -----            | 902,173                          | 150                        | 237                                       | 387                    | 6,014  | 1.53   |
| 1944 -----            | 924,877                          | 138                        | 208                                       | 346                    | 6,702  | 1.51   |
| 1945 -----            | 1,265,448                        | 149                        | 237                                       | 386                    | 8,492  | 1.49   |
| 1946 -----            | 1,670,800                        | 160                        | 235                                       | 395                    | 10,443   | 1.47   |
| 1947 -----            | 1,500,000                        | 182                        | 245                                       | 427 <sup>a</sup>       | 8,242  | 1.35   |
| 1948<br>(47-48) ----- | 1,500,000                        | 207                        | 394                                       | 601 <sup>a</sup>       | 7,246  | 1.90   |

<sup>a</sup> Per Governor's Budget for 1947-48 Fiscal Year.

As of December 31, 1946, there were the following number of drivers' licenses outstanding:

|                  |                |
|------------------|----------------|
| Operators -----  | 3,956,823      |
| Chauffeurs ----- | <u>360,407</u> |
| Total -----      | 4,317,230      |

The Division of Drivers' Licenses maintains service at 179 places in California.

The increases in the categories for support of the Division of Drivers' Licenses results from the initiation of three programs within this division which have not heretofore been in effect. These programs are the negligent operators program through which negligent or dangerous drivers may be selected or eliminated, a suspension of licenses of persons who fail to appear in court within five days in response to citations for traffic violations as required by Section 278(b) of the Vehicle Code, and the adequate maintenance of accident reports and abstracts of court records of court convictions received as required by Section 320(d) of the Vehicle Code.

After conference with members of the Motor Vehicle Interim Committee and the Senate Interim Committee on Highways, Streets and Bridges, Governor Warren made funds available to the Department of Motor Vehicles for immediate initiation of a program to control or eliminate negligent drivers. Eleven senior examiners were placed at work in this activity in addition to the examiners already doing this work. These examiners select cases of drivers with bad records and then interview them.

The negligent operators program requires the checking of a driver's record of accidents and convictions and taking of appropriate action. Each case must be considered on its individual merits. The work involved in making these determinations is exceedingly detailed and must be done in a thorough and reasonable manner. In January 1947 this program resulted in the following actions:

|                            |            |
|----------------------------|------------|
| Licenses revoked -----     | 98         |
| Licenses canceled -----    | 210        |
| Licenses suspended -----   | 141        |
| Orders of probation -----  | 248        |
| Persons warned -----       | 1,522      |
| Called for interview ----- | <u>818</u> |
| Total actions -----        | 3,032      |

The Budget for the Division of Drivers' Licenses for the 1947-48 Fiscal Year also provides personnel and facilities for two functions which have not been performed for several years but are prescribed in the Vehicle Code. These are as follows:

(1) Compliance with Section 278(b) of the Vehicle Code Relative to Drivers' Failure to Appear in Court.

This section provides for the suspension of licenses of persons who fail to appear within five days in response to citations for traffic violations. The section became effective on September 15, 1939 and for a short period thereafter the Division of Drivers' Licenses attempted to carry out the mandate. Lack of funds forced discontinuance of the function ultimately. During the period it was in effect, "failure to appear" notices were received at the rate of 2,200 and, of course, the volume would be greater now.

(2) Compliance with Section 320-(d) of the Vehicle Code. This section provides that the Division of Drivers' Licenses shall file all accident reports and abstracts of court records of convictions received, to the end that there shall be an individual record which shall show the accidents, convictions, etc., of each licensee.

*The addition of the two foregoing functions accounts for 95 of the new positions requested in the Budget and for \$143,140 of the support provided for salaries and wages. Likewise, these functions account for \$15,200 of the operating expenses budgeted and \$33,129 of the equipment costs shown.*

We believe that more emphasis should be placed upon the negligent drivers' program, and the additional functions mentioned above, thus giving added protection to all California drivers without allowing the substantial increase in the appropriation for support requested by the division.

We suggest that this be accomplished by a change of work assignments of existing personnel and by proper amendment of Sections 276 and/or 276.5 of the Vehicle Code which deal with expiration of operators' licenses and extension of time of expiration of drivers' licenses, respectively.

If licenses are issued for longer periods of time pending development of a bad driving record or a physical defect affecting a person's ability to drive, greater emphasis could be placed upon the original examinations to truly ascertain whether grounds exist for refusing to issue a license under the provisions of the Vehicle Code in addition to emphasizing the program to detect and control or eliminate negligent and dangerous drivers to whom permits have already been issued.

Since 85 percent of the drivers' licenses issued by this division are renewals, we believe the issuance of licenses for longer periods of time would make enough personnel and facilities available to permit compliance with Sections 276 and 276.5 of the Vehicle Code without additional personnel, equipment, and operating expenses.

Therefore, we recommend approval of the request for support of the Division of Drivers' Licenses, excepting the following items which we feel should be disallowed in budgeting for the 1947-48 Fiscal Year:

**Salaries and Wages**

| <i>Number of positions</i> | <i>Classification</i>           | <i>Salaries and wages</i> |
|----------------------------|---------------------------------|---------------------------|
| 66                         | Junior Clerk -----              | \$110,880                 |
| 2                          | Senior Clerk -----              | 4,500                     |
| 17                         | Junior Typist -----             | 8,560                     |
| 2                          | Intermediate Typist Clerk ----- | 3,840                     |
| 8                          | Intermediate Clerk -----        | 15,360                    |
| 95                         | Totals -----                    | \$143,140                 |

This will reduce the new positions proposed from 198 to 103, the total positions from 601 to 506, and the total proposed for salaries and wages from \$1,406,107, as budgeted to \$1,262,967, a saving of \$143,140.

**Operating Expenses**

|   |         |
|---|---------|
| Office expense, reduce from \$9,700 to \$3,500, a saving of ----- | \$6,200 |
| Postage, reduce from \$37,500 to \$28,500, a saving of -----      | 9,000   |

Total saving, based on elimination of 95 new positions, operating expenses—\$15,200

**Equipment**

Office—additional, reduce from \$46,143 to \$13,014 as a result of the elimination of 95 new positions, a saving of ----- \$33,129

**Land and Buildings—Expenditure by Object**

| Object                   | Actual and estimated |                  | Increase or decrease |             |
|--------------------------|----------------------|------------------|----------------------|-------------|
|                          | 1946-47              | 1947-48          | Amount               | Percent     |
| Operating expenses ----- | \$257,594            | \$363,862        | \$106,268            | 41.3        |
| Equipment -----          | 8,400                | 6,575            | —1,825               | —21.7       |
| <b>Totals -----</b>      | <b>\$265,994</b>     | <b>\$370,437</b> | <b>\$104,443</b>     | <b>39.3</b> |

The Budget provisions for operating expense provide \$50,800 for repairs and alterations to existing structures. These funds will be used to repair and repaint approximately 14 buildings owned and 70 rented by the Department of Motor Vehicles. The rental agreements in most instances contain a provision that the State will maintain the premises during their tenancy and most of the buildings owned and rented by the department have gone 8 or 10 years without painting and repairs. The other items providing for land and buildings appear to be in line with the over-all needs of the department.

*We recommend approval of \$370,437 for land and buildings as requested.*

**Pedestrian Crossing Guards—Expenditure by Object**

| Object  | Actual and estimated |                 | Increase or decrease |            |
|---|----------------------|-----------------|----------------------|------------|
|   | 1946-47              | 1947-48         | Amount               | Percent    |
| Salaries and wages -----                                | \$60,416             | \$63,436        | \$3,020              | 5.0        |
| Operating expenses -----                                | 1,255                | 1,393           | 138                  | 11.0       |
| Contributions to State Employees' Retirement Fund ----- | ---                  | 2,284           | 2,284                | 100.0      |
| <b>Totals -----</b>                                     | <b>\$61,671</b>      | <b>\$67,113</b> | <b>\$5,442</b>       | <b>8.8</b> |

The Budget includes \$67,113 for 73 crossing guards for which the counties reimburse the State through a deduction from the apportionment of motor vehicle fees per Section 782 of the Vehicle Code.

*We recommend approval of this item as submitted.*

**Department of Natural Resources**

**Analysis of Proposed Expenditures for the 1947-48 Fiscal Year**

**Summary of the Department of Natural Resources**

Items 227 to 257, pages 42 to 48, inclusive, of the Budget Bill and pages 678 to 752, inclusive, of the Budget. *Total amount requested, \$19,745,358 for all functions and from all sources.* In addition to this amount, \$4,713,560 is estimated to be spent from money already appropriated and \$210,700 for the State Employees' Retirement System.

The total amount to be spent is an increase of \$16,089,969, or 187.5 percent, over expenditures of \$8,579,649 in the 1945-46 Fiscal Year; and an increase of \$6,571,061, or 36.3 percent over the amount of \$18,098,557 allowed for expenditures in the 1946-47 Fiscal Year.

Table I below shows the increases requested by function and division, as well as source of funds for 1947-48 over 1946-47.