

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages -----	\$500	\$500	---	451	30
Operating expense -----	9,822	9,822	---	451	48
Equipment -----	422	422	---	451	55
Less:					
Increased reimbursement for bond collection services to special funds -----	20,000	20,000	---	451	60
Total increase -----	\$10,100	\$10,100	---		

RECOMMENDATIONS

Amount budgeted -----	\$272,167
Legislative Auditor's recommendation -----	272,167
Reduction -----	None

ANALYSIS

No new positions are requested for the State Treasurer's Office. The work load is not estimated to increase in the 1952-53 Fiscal Year. The small increase in salaries and wages is due to a statutory increase for the deputy state treasurer. In operating expenses, fiscal agency fees are anticipated to increase \$9,822. This is due to increased activity in the bonded debt function resulting from additional issues of veterans' bonds and school bonds.

The \$20,000 reimbursement amount for the 1952-53 Fiscal Year has heretofore been accrued to the General Fund as a nonrevenue item. It is believed that this is better accounting procedure to show it as a reimbursement to the agencies performing the function.

We recommend approval of the amount requested.

DEPARTMENT OF CALIFORNIA HIGHWAY PATROL

ITEM 154 of the Budget Bill

Budget page 453
Budget line No. 22

For Support of California Highway Patrol From the Motor Vehicle Fund

Amount requested -----	\$12,115,467
Estimated to be expended in 1951-52 Fiscal Year -----	10,246,294
Increase (18.2 percent) -----	\$1,869,173

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages -----	\$728,302	\$210,052	\$518,250	459	9
Operating expense -----	439,198	233,241	205,957	459	10
Equipment -----	698,648	262,068	436,580	459	11
Plus:					
Decreased reimbursement -----	3,025	3,025	---	459	15
Total increase -----	\$1,869,173	\$708,386	\$1,160,787		

RECOMMENDATIONS

Amount budgeted -----	\$12,115,467
Legislative Auditor's recommendation -----	11,079,152
Reduction -----	\$1,036,315

ANALYSIS

The amount of \$12,115,467 is requested for the 1952-53 Fiscal Year. This is an increase of \$1,869,173, or 18.2 percent, over the 1951-52 Fiscal Year and \$3,264,147, or 36.9 percent, over the 1950-51 Fiscal Year.

The increase proposed by the California Highway Patrol is based on a need to strengthen the program of attempting to reduce accidents on the highways. The seriousness of this problem is unquestioned. Moreover, it has shown little improvement in recent years. However, it must be borne in mind that the accident rate is related to the entire highway problem in California, a problem which has arisen primarily because of the increase in the number of vehicles on the highways, increased speeds of travel and a remarkable increase in the number of heavy vehicles engaged in highway transportation. Likewise, the work of the Highway Patrol is only one means of attacking the problem. The amount of highway user revenues use for patrolling the highways constitutes a diversion of these funds from other highway purposes. These other highway purposes, such as the building of new highways, more rigid testing of applicants for drivers' licenses, elimination of grade crossings, etc., are in varying degrees also related to the reduction of accidents. For that reason, a proper evaluation of the need for increasing the amounts spent for highway patrol must take into consideration what could be accomplished by spending an equivalent portion of the limited amount of highway user funds for each of these alternative programs.

This request for an 18 percent increase in the budget of the Highway Patrol is not accompanied by any body of data or any analysis which, in itself, would justify a diversion of these funds to this purpose as against increasing the amounts for other programs. Substantial augmentations in the number of highway patrolmen have been made in recent years as a recognition of the general problem and the assumption that some greater enforcement of traffic laws would surely result from increasing the patrol force, although there has never been an adequate demonstration of this fact and it has been generally known that the efforts of the Highway Patrol, particularly, in certain areas, have been largely vitiated by a failure of the courts to deal properly with the citations issued by the Highway Patrol. The absence of any tangible and supportable analysis of the effectiveness of the highway patrol program coupled with evidence that there are serious deficiencies in the present system for bringing traffic offenders to justice has made it extremely difficult to make an objective evaluation of the need for an increased number of highway patrolmen, compared with the need for added highway expenditures of a different character.

New Services \$124,272

This budget request contains \$124,272 for a new program consisting of travel expense and per diem of 60 highway patrolmen to be used for 20 days out of each month as "flying squads." It is proposed that these enforcement officers will be sent to areas which are indicated by accident

frequency to be special problem areas. This new approach, which has been tried out on a very limited scale during the current fiscal year, has merit as a possible solution to the problem. At the same time, in recommending approval of this particular request on that basis, it is recognized that this cannot be and unquestionably is not considered to be a solution to the state-wide problem. It would appear that although results could be secured in any limited area by the use of such a technique, removal of the squad from the area might be followed within a short period of time by resumption of the accident frequency which characterized the area prior to the inception of the program. For this reason, we believe that it is essential that a complete record should be kept of the number of hours of patrol, accidents, fatalities, citations issued and the disposition of citations by the courts during the period when the patrolmen are being used and again after they have been removed from the area. Only by this means can there be an objective testing of the effectiveness of the experimental program.

Increase of \$1,036,315 for Enforcement

The above amount consists of salaries and wages, operating expense, and equipment for additional new positions of 5 lieutenants, 15 sergeants and 200 state traffic officers.

In our analysis of the budget request for the 1951-52 Fiscal Year we stated that several types of studies should be made in order to be able to determine the size and type of force necessary to enforce the provisions of the Vehicle Code. To accomplish a part of these studies the Legislature approved an addition of approximately \$7,000 to the budget request of the California Highway Patrol. On October 29, 1951, this office requested the department to furnish certain information regarding citations issued by the patrol and their disposition by the courts—information with respect to frequency of accidents in certain areas depending on severity of court actions and percentage of accidents caused by repeaters. We were informed by the department that they were unable at this time to supply such data and it was made clear that little or nothing was being done to secure the data. This information would have enabled this office and others more adequately to evaluate the budget request of the department. The additional amount of approximately \$7,000 was approved by the Legislature in the 1951-52 Session specifically for that purpose. *The Department of California Highway Patrol should be required to fully justify its budget request, as other state agencies do, by making available work load figures of its officers by localities and performance statistics as to the effectiveness of the programs.*

As we have indicated previously, a determination of the amounts which should be spent for enforcing traffic laws should be related to the action of the courts in dealing with citations, for it is obvious that an effective enforcement program cannot be achieved unless both the highway patrol and the courts work in harmony. It is futile to issue citations unless the courts deal conscientiously and objectively with offenders and impose penalties severe enough to discourage traffic violations.

Evidence that the courts do not consistently fulfill their obligations in this respect was pointed out recently at the California Traffic Safety Conference held during October, 1951, in Sacramento. During this meeting a representative of the San Francisco Police Department emphasized

that leniency in the courts has encouraged rather than discouraged traffic violations. He also pointed out that the penalties levied have not been commensurate with the crime. By way of illustration, it was cited that whereas San Francisco courts imposed a fine of \$50 for the shooting of a duck illegally, \$50 for taking an undersized crab, \$100 for taking four too many trout, and \$500 for illicit sale of bass, 25 percent of 2,000 speeding citations given in the same community were dismissed, suspended or granted probation with the remainder paying fines averaging \$6.50. Additional statistics were submitted to indicate that of 400 arrests for violation of pedestrian rights of way, involving 83 injuries and three fatalities, 25 percent were dismissed and the average fine for the remainder was \$5.46. Of 115 misdemeanor hit-run cases, 25 percent were dismissed or given probation and the average fine was \$6.28.

It is difficult to properly evaluate the efforts of the State in attempting to reduce accidents which result from the violation of traffic laws when the penalty for taking into jeopardy the life of a human being through wilful or negligent operation of a motor vehicle is ordinarily less than that of taking the life of or illegally selling a game bird. Until this attitude is changed, and unquestionably the attitude pervades the thinking not only of the courts but of the citizens, little can be expected from increased efforts to enforce traffic laws. This is particularly true when thousands of motorists knowingly violate sections of the Motor Vehicle Code. Failure to give proper signs when turning or passing, failure to stop at stop intersections, passing when not safe to do so, especially on two- or three-lane highways, and excessive speed in congested areas represent violations that are repeated constantly and are the cause of serious or fatal accidents.

Attention has recently been directed to the effectiveness of the court procedure in a certain downtown traffic court in Los Angeles. In 1948, with an increase in population, with more cars, and more vehicle miles driven, fatal accidents decreased from what had previously been a normal of 500 to 289 annually. Examples such as this have indicated that a properly coordinated enforcement program on the part of the courts, as well as the highway patrol and local enforcement officers, is essential to an effective enforcement program.

There are other programs which merit careful consideration. It is known that many accidents are caused by mechanical defects. Some states have adopted mandatory inspection laws. The State of New Jersey requires a semi-annual inspection, and the experience of this state over 14 years has shown a definite decrease in accidents caused by mechanical failure. The inspections made in New Jersey showed that approximately 50 percent of motor vehicles inspected were found to have some mechanical defects and motorists operating such cars were in violation of the Motor Vehicle Code.

Continuing attention should be paid to the analysis of accident statistics at dangerous intersections and the establishment of a more effective procedure for determining the need for warning signs and traffic signals at those intersections which are found to be the most dangerous. The continued growth of the rural areas adjacent to metropolitan centers makes it essential that this type of analysis be increased.

Despite our recognition of the seriousness of the continuing death rate on the highways and the importance of the highway patrol as a factor in

securing enforcement of laws designed to protect the public, the budget proposed by the highway patrol does not contain any plan or program, other than that portion which we have already recommended be approved, which would reasonably assure the public that an augmentation in expenditures would produce results commensurate with investing the highway user funds in some other program. The department continues to refuse flatly to secure the information which is essential to an evaluation of its own program. In view of this, we cannot recommend any additional patrolmen. We recommend that the budget of the department be reduced by \$1,036,315.

The requested additional new positions, which we recommend be approved, are as follows:

Division	Position	Salaries and wages
Administration		
1	Intermediate typist-clerk (personnel)	\$2,520 *
1	Intermediate typist-clerk (equipment)	2,520 *
4	Radio dispatch clerks	11,664
2	Janitors (full time)	4,800
5	Janitors (part time)	5,148
Enforcement		
7	State traffic lieutenants	31,584
5	State traffic sergeants	20,460
Technical services		
1	Intermediate stenographer-clerk (chief's office)	2,640
3	Intermediate typist-clerks (planning)	7,560
1	Typist-clerk (special service)	2,520

Does not include operating expense or equipment. Total..... \$91,416

* To be deleted if additional state traffic officers are disapproved.

DEPARTMENT OF INDUSTRIAL RELATIONS

ITEM 155 of the Budget Bill

Budget page 460
Budget line No. 48

For Support of the Department of Industrial Relations From the General Fund

Amount requested	\$4,609,559
Estimated to be expended in 1951-52 Fiscal Year	4,341,526
Increase (6.2 percent)	\$268,033

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$143,307	\$120,735	\$22,572	469	65
Operating expense	52,325	50,104	2,221	469	66
Equipment	32,952	25,952	7,000	469	67
Plus: Decrease in federal reimbursements to Division of Apprenticeship Standards	39,449	---	39,449	460	21
Total increase	\$268,033	\$196,791	\$71,242		

RECOMMENDATIONS

Amount budgeted	\$4,609,559
Legislative Auditor's recommendation	4,548,375
Reduction	\$61,184