

State Treasurer—Continued

Fund (at June 30, 1953) the fund balance was \$184,600,000 of which \$76,200,000 was invested in securities). However, investment is restricted to federal securities with short-term maturity or redemption provisions.

“The place of a state treasury in a state’s organization was discussed in the first partial report (1951) of the State Assembly Interim Committee on Governmental Reorganization and the abolishment of the elective office was recommended therein. We agree with the arguments that were presented there but they were largely based on the theme that the functions could be more expeditiously performed within the Department of Finance. We believe there are other, and perhaps more compelling, arguments not dealt with in that report. We have discussed elsewhere in this report the difficulty of defining inherent powers of elective offices under the Constitution; so long as elective offices other than the Governor exist, the possibility remains that inherent powers not heretofore exercised may be claimed for an office. Further, as the State’s activities increase, the possibility remains that such offices will be assigned functions which more properly belong under the chief executive. We also believe that the existence of the office of the Treasurer as a separate elective office creates additional impedimenta to legislation, particularly that dealing with fiscal matters, and makes more difficult the prescribing by rule and regulation and integrated processing or receipts, disbursements and financial information.”

In prior analyses of the Treasurer’s Office we have criticized the management of the investment of temporarily idle funds and the loss of potential revenue to the State from that source. The administration of this function under the Pooled Money Investment Board, of which the Treasurer is Chairman, has improved significantly within the past year and investment income has increased correspondingly. While the change in law passed in 1955 has created an improved structure and procedure, there are other improvements which should be made securing greater centralization and elimination of technical defects in the program. Legislation to do this will be introduced for this purpose at the request of the Joint Legislative Budget Committee.

DEPARTMENT OF THE CALIFORNIA HIGHWAY PATROL

ITEM 133 of the Budget Bill

Budget page 497
Budget line No. 23

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

Amount requested -----	\$21,667,772
Estimated to be expended in 1956-57 Fiscal Year -----	19,202,375
Increase (12.8 percent) -----	\$2,465,397

California Highway Patrol—Continued

Summary of Increase

	Total increase	INCREASE DUE TO		Budget Line page No.
		Work load or salary adjustments	New services	
Salaries and wages	\$1,665,856	\$832,309	\$833,547	504 46
Operating expense	444,996	315,776	129,220	504 47
Equipment	356,765	103,557	253,208	504 48
Less increase in reimbursement	-2,220	-2,220	--	504 66
Total increase	\$2,465,397	\$1,249,422	\$1,215,975	504 68

RECOMMENDATIONS

Amount budgeted	\$21,667,772
Legislative Auditor's recommendation	21,128,598
Reduction	\$539,174

Deficiency in Current Fiscal Year

The total amount of the proposed deficiency appropriation shown as an expenditure in the current year is \$951,958 and is explained as follows:

	Amount
Salaries and wages	
For 65 uniformed positions omitted from the 1956-57 Budget	\$267,680
For 110 additional uniformed positions to be effective March 1, 1957	180,700
Operating expenses	
Expenses of additional uniformed men effective March 1, 1957	41,640
Increased road patrol activities	238,924
Equipment	
Price increases on automobiles	117,000
Automobiles and equipment for the 110 additional patrolmen	106,014
Total	\$951,958

A deficiency appropriation bill will be introduced at this session for support of the California Highway Patrol for the remainder of the 1956-57 current year.

Summary of Functions

The principal function of the California Highway Patrol is the enforcement of the laws regulating the operation of motor vehicles and the use of highways as stated in Section 139 of the Vehicle Code.

The California Highway Patrol organization is composed of the following divisions:

The *Division of Administration* is headed by an administrative officer reporting to the commissioner. The principal functions of this division are motor transport, accounting, personnel, office services. The *Field Operations Division* is charged with the enforcement activities. The *Technical Services Division* is in charge of planning, research, communications and the training of officer personnel.

ANALYSIS

Summary of Recommended Reductions

Salaries and wages	
State traffic officers (148)	\$260,050
State traffic lieutenants (15)	65,052
Total	\$325,102
Operating expenses	104,742
Equipment	109,330
Total recommended reductions	\$539,174

California Highway Patrol—Continued

The solution to the present problem of highway accidents should, in our opinion, consider these facts:

1. The State of California needs funds to construct new highways and improve the present road structure to move the increasing number of vehicles in the State.

2. Expenditures for support of the California Highway Patrol for the current fiscal year are estimated at \$24,837,414, including retirement. The agency requested 1,055 additional officers in 1955, although this was not placed in the budget. If this number is obtained by adding each year approximately 270 men as provided in this budget, the expenditures for the patrol will reach an estimated \$30,000,000 annually in 1960.

3. The long range effects of spending additional large sums for highway improvements and additional highways may be of more benefit in accident prevention than the effect of substantial additional expenditures for enforcement personnel. An investment in highways provides a long range contribution to the economy of the State and safety benefits to the motorist, whereas the highway patrol would appear to have a diminishing effect.

4. As pointed out in prior analyses, improvements in highways have definitely resulted in a decrease in the number of accidents.

5. The justification for the proposed additional patrolmen in this budget request is based primarily on an estimate of manpower needs presented by the patrol in 1955. In our opinion this justification, which was based on a so-called IACP formula (International Association Chiefs of Police) and adjusted to California conditions, is insufficient in itself.

6. Supplementary methods, such as radar, have not been used to secure maximum effectiveness of the present manpower, nor has the speed limit problem been solved.

Table I. California Highway Patrol Statement of Traffic Officer Manpower Distribution Authorized and Requested

VALLEY ZONE	Actual assigned strength 1-7-57	Approved distribution		Total (2 + 3)
		1765 1956-57	Additional 245 men	
District 2	(1)	(2)	(3)	(2 + 3)
Salaries and wages	3	3	—	3
Williams	9	9	1	10
Oroville	13	13	2	15
Red Bluff	7	8	1	9
Redding	15	17	2	19
Susanville	15	17	2	19
Yreka	13	13	2	15
Total District 2	75	80	10	90

California Highway Patrol—Continued

Table 1. California Highway Patrol Statement of Traffic Officer Manpower
Distribution Authorized and Requested—Continued

	Approved distribution			Total (2 + 3)
	Actual assigned strength 1-7-57 (1)	1765 1956-57 (2)	Additional 245 men (3)	
District 4				
Salaries and wages	6	7	--	7
Grass Valley	6	6	1	7
Marysville	11	13	2	15
Placerville	8	10	1	11
Auburn	21	21	3	24
Sacramento	44	44	9	53
Woodland	14	14	2	16
Total District 4	110	115	18	133
District 6				
District Office	1	1	--	1
Salaries and wages	4	5	--	5
Mariposa	3	3	--	3
Merced	26	26	3	29
Modesto	23	25	4	29
San Andreas	8	8	1	9
Sonora	7	7	1	8
Stockton	38	39	5	44
Total District 6	110	114	14	128
District 7				
Salaries and wages	4	5	--	5
Fresno	51	51	8	59
Madera	12	12	2	14
Visalia	32	34	5	39
Hanford	9	10	1	11
Total District 7	108	112	16	128
District 9				
Salaries and wages	10	11	--	11
Bakersfield	64	67	10	77
Total District 9	74	78	10	88
District 14				
Bishop	11	13	1	14
Bridgeport	5	5	--	5
Total District 14	16	18	1	19
Valley Zone Men	3	4	--	4
Valley Zone Total	496	521	69	590

California Highway Patrol—Continued

Table I. California Highway Patrol Statement of Traffic Officer Manpower Distribution Authorized and Requested—Continued

	Actual assigned strength 1-7-57 (1)	Approved distribution 1765 1956-57 (2)	Additional 245 men (3)	Total (2 + 3)
COASTAL ZONE				
District 1				
Salaries and wages	9	9	--	9
Crescent City	7	7	1	8
Eureka	22	24	4	28
Santa Rosa	27	30	5	35
Ukiah	19	21	3	24
Total District 1	84	91	13	104
District 3				
Salaries and wages	6	6	--	6
Martinez	42	42	7	49
Napa	9	11	2	13
Vallejo	25	26	4	30
Total District 3	82	85	13	98
District 5				
Salaries and wages	11	11	--	11
Hollister	6	6	1	7
San Jose	43	44	8	52
San Leandro	35	34	6	40
Santa Cruz	14	14	2	16
Total District 5	109	109	17	126
District 8				
Salaries and wages	8	8	--	8
Salinas	33	34	5	39
San Luis Obispo	20	21	2	23
Santa Barbara	18	19	2	21
Ventura	30	32	5	37
Total District 8	109	114	14	128
District 15				
District Office	1	--	--	--
Salaries and wages	8	10	--	10
Bay Bridge	36	36	1	37
Redwood City	34	37	6	43
San Rafael	33	32	3	35
Total District 15	112	115	10	125
Coastal Zone Men	3	3	--	3
Coastal Zone Total	499	517	67	584

California Highway Patrol—Continued

Table I. California Highway Patrol Statement of Traffic Officer Manpower Distribution Authorized and Requested—Continued

	Actual assigned strength 1-7-57 (1)	Approved distribution 1765 1956-57 (2)	Additional 245 men (3)	Total (2 + 3)
SOUTHERN ZONE				
District 10				
Salaries and wages.....	11	11	--	11
Barstow	31	33	5	38
Indio	20	22	3	25
Riverside	31	35	6	41
San Bernardino	44	48	9	57
Total District 10.....	137	149	23	172
District 11				
Compton	70	75	13	88
Newhall	33	36	6	42
West Los Angeles.....	48	52	8	60
Total District 11.....	151	163	27	190
District 12				
East Los Angeles.....	54	58	9	67
El Monte	57	62	10	72
Norwalk	78	84	14	98
Pomona	21	24	5	29
Total District 12.....	210	228	38	266
District 13				
District Office	1	1	--	1
Salaries and wages.....	5	7	--	7
El Centro	17	18	2	20
Anaheim	53	57	10	67
San Diego	56	57	9	66
Total District 13.....	132	140	21	161
CHP Office L. A.....	13	16	--	16
CHP Office L. A. Salaries and wages	15	16	--	16
Southern Zone Office.....	2	2	--	2
Southern Zone Total.....	660	714	109	823
SUMMARY				
Valley Zone	496	521	69	590
Coastal Zone	499	517	67	584
Southern Zone	660	714	109	823
Zone totals	1,655	1,752	245	1,997
Headquarters	10	13	--	13
State-wide total	1,665	1,765	245	2,010

California Highway Patrol—Continued

Table II. Enforcement by Man-days and Man-years Showing Time Devoted to Various Types of Duty and Percent of Total Enforcement Available for the Year 1955

<i>Type of duty</i>	<i>Man-days</i>	<i>Man-years</i>	<i>Percent of total annual time available</i>
ENFORCEMENT DUTY —Enforcement duty shall include hours spent on each or all duties as defined in 1 to 13, inclusive.			
1. Patrol ----- Patrolling a line or area beat and preparing and/or executing traffic checks.	232,589	1,020	66.3
2. Court ----- Travel time to, from, and attending court. Includes prisoner transportation incidental to court attendance except that pertaining to warrant service.	7,151	31.4	2.0
3. Warrant service ----- Service and attempted service of warrants and subpoenas, includes transportation of prisoners and relays pursuant thereto.	1,061	4.6	0.3
4. Brief investigation and service ----- Service and attempts to serve communications of the patrol, Department of Motor Vehicles, Board of Equalization, etc., except those pertaining to auto theft and investigation.	117	0.5	0.0
5. Accident investigation ----- At the scene or follow-up, including attendance at coroners' inquests.	30,988	135.9	8.8
6. Auto theft investigation -----	1,262	5.5	0.3
7. Caravan enforcement -----	54	0.2	0.0
8. Commercial enforcement ----- Pertaining to weight, size, muffler, other required equipment and other provisions specifically applicable to commercial vehicles, when specifically assigned to this duty.	13,724	60.2	3.9
9. Vehicle inspection ----- Pertaining to inspection and enforcement of lights, brakes, unsafe mechanical defects, etc., except school buses.	467	2.0	0.1
10. School pupil safety ----- Inspecting school buses, examining and instructing school bus drivers, recruiting, training, and inspecting school crossing guards and school safety patrols.	3,987	17.5	1.1
11. Administration (field) ----- Time devoted to administrative duties while actually away from an office. Note: Applicable to traffic officers only when assigned in a supervisory capacity.	14,660	64.3	4.2
12. Escort ----- Preparing for and serving as escort for any purpose relative to the safe movement of traffic.	237	1.0	0.0
13. Fixed post ----- Point control of traffic where assignment is for prevention or relief of traffic congestion. Includes intersection, parking, or other traffic controls.	4,687	20.6	1.3

California Highway Patrol—Continued

Table II. Enforcement by Man-days and Man-years Showing Time Devoted to Various Types of Duty and Percent of Total Enforcement Available for the Year 1955—Continued

<i>Type of duty</i>	<i>Man-days</i>	<i>Man-years</i>	<i>Percent of total annual time available</i>
OTHER DUTY—Includes time spent in each or all duties defined in 14 to 22, inclusive.			
14. Traffic safety education ----- Speaking at public gatherings, schools, etc., preparing articles for publicity, care of exhibits at public exhibition, and similar types of duty where purpose is traffic safety education.	2,762	12.1	0.8
15. Area meeting and school attendance ----- Travel time to and from, including attendance at, area meetings, inspections, pistol shoots, CHP Academy and other schools.	6,787	29.8	1.9
16. Registration ----- When assigned to registration renewal or when such duty is performed not incidental to regular enforcement duty; except that accounted for in Duty 4.	127	0.6	0.0
17. Office ----- Assigned clerical duty in an office.	2,152	9.4	0.6
18. Miscellaneous ----- Includes only those hours which do not properly fit any other duty. Note: Each entry under this duty to be fully explained in "Remarks."	6,012	26.4	1.7
19. Administration (office) ----- Time spent in office performing administrative duties. Note: Applicable to traffic officers only when assigned in a supervisory capacity.	16,290	71.4	4.6
20. Radio dispatching ----- When assigned as radio dispatcher.	904	4.0	0.2
21. Equipment maintenance ----- When assigned as equipment officer, supervising the maintenance of automotive equipment.	4,375	19.2	1.2
22. Civil defense ----- When assigned to the planning or coordinating of civil defense.	252	1.1	0.0
Total man-days -----	350,645		
Total man-years -----		1,538.0	

California Highway Patrol—Continued

The significant figure in Table II is that only 66.3 percent of the total time available is spent on patrol. We recognize the fact that the other functions of the patrol listed in this table must be performed to some extent. However, we believe a thorough study should be made of these other duties for the express purpose of decreasing the time spent on functions other than patrol and increasing time spent on the essential function of patrol. Pertinent questions are: Just why is as much as 8.8 percent of total time spent on accident investigation? Is the patrol doing more in this respect and in others than the law requires? Accident investigation time translated into man years is 135.9. We would also call attention to the time spent on administration. In the field the percentage of total time spent in administration by uniformed personnel is 4.2 percent or 64.3 man years. Administration (office) shows 71.4 man years of uniformed personnel or 4.6 percent of the total hours available. Men assigned to these administrative functions are traffic officers trained in the academy for patrol work. The department should make every effort to employ these men on functions for which they were trained.

Table III. Table of Increases 1947 to 1956

	1947	1956	Percent increase
Work index :			
State highway mileage -----	13,874	14,278	4.2
Population -----	9,832,000	13,455,000	36.8
Vehicle registrations -----	3,934,095	7,319,000	86.0
Licensed drivers -----	4,696,925	6,831,481	45.4
Traffic officers -----	857	1,623	89.0
Miles traveled by motorists -----	36.1 billion	55.1 billion *	53.0
Number of employees † -----	1,297	2,780	114.3
Total expenditures † -----	\$7,378,562	\$22,153,875	200.2

* 1955 latest figures available.

† Employees and expenditures for 1947-48 and 1956-57 Fiscal Years.

Table III shows some of the factors which we believe have a direct relationship to manpower requirements of the California Highway Patrol. In our opinion the principal factors which have a direct bearing on the number of traffic officers required are state highway mileage, vehicle registrations and miles traveled. As can be seen from the percentages of increases in these factors and the percentage of increase in traffic officers, the traffic officer manpower additions have more than kept pace with the growth in the principal work load factors.

Conclusion

We recommend that a study be made covering the following general phases of the department:

1. Organization and functions of the department
 - A. Uniformed men not performing patrol of highways functions
 - B. Relationship of clerical personnel to uniformed personnel
 - C. Location of Highway Patrol office and substations with respect to their effectiveness in serving Highway Patrol functions
 - D. Duties performed other than those prescribed by law
 - E. Duties of uniformed men not performing patrol of highway functions, e.g., quasi-judicial activities regarding juvenile traffic violators, off-highway auto theft investigation, etc.

California Highway Patrol—Continued

- F. Paper work and clerical functions
- G. Accident reporting and investigation
- 2. Highways
 - A. Highways needing patrol and the degree of coverage necessary
 - B. Distribution of manpower to the various sections of highways
 - C. Activities of patrol in incorporated and unincorporated areas
- 3. Effect of actions taken on Highway Patrol citations by courts as deterrent to repeat violations
- 4. Equipment and its use
- 5. Manpower needs and basis for assignment

In view of the need to provide more comprehensive management details and analysis, and to consider the solution to this problem in terms of alternative uses of highway user funds, we recommend that the patrol strength be increased proportionate to growth in registrations or 5.5 percent, adding 97 more traffic officers and 10 sergeants for 1957-58.

**Department of the California Highway Patrol
DEFICIENCY PAYMENTS**

ITEM 134 of the Budget Bill

FOR PAYMENTS OF DEFICIENCIES IN APPROPRIATIONS FOR THE DEPARTMENT OF THE CALIFORNIA HIGHWAY PATROL FROM THE MOTOR VEHICLE FUND

Amount requested -----	\$180,000
Estimated to be expended in 1956-57 Fiscal Year -----	None
Increase -----	\$180,000

RECOMMENDATIONS

Amount budgeted -----	\$180,000
Legislative Auditor's recommendation -----	50,000
Reduction -----	\$130,000

ANALYSIS

The Department of California Highway Patrol is supported from the Motor Vehicle Fund which is a special fund and is therefore not eligible to use the Emergency Fund. The department has not previously had a deficiency item in the Budget Bill. This appropriation provides that the amount authorized shall be used for the purchase or operation of motor vehicles. Limited to this purpose we believe that requirements can be estimated fairly closely, and in our opinion within \$50,000. Any change in program or emergency beyond this amount should come before the Legislature for approval.

There is a precedent for this emergency appropriation in the Department of Motor Vehicles which also receives its support from the Motor Vehicle Fund, but in that case, the justification is largely because of the difficulty in estimating the work load such as number of registrations, drivers' licenses, transfers, etc. These contingencies do not affect the direct work load of the Highway Patrol in the same manner as the Department of Motor Vehicles. Until some experience is gained as to the extent of emergencies in the California Highway Patrol we recommend that the amount of \$50,000 be provided for this purpose.