

further eliminate the discrimination now existing in various departmental budgets by virtue of the fact that legal services are shown as charges if it is a special fund agency and no charges are shown in general fund agency budgets.

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

Item 201 of the Budget Bill and page 411 of the Budget. The amount requested is \$35,000 for support from the Motor Vehicle Fund. This is the same amount that was appropriated last year.

We recommend approval of the amount as submitted.

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

Item 202 of the Budget Bill and page 416 of the Budget. The amount requested is \$2,500. This is the same amount as was requested last year.

We recommend approval of Item 202 as requested.

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

Item 203 of the Budget Bill and page 416 of the Budget. The amount requested is \$38,452. This is \$10,952 over the amount requested for 1947-48. The increase is primarily due to an advance of \$8,368 for salaries and wages for legal services, plus approximately a \$2,600 increase in travel.

We recommend approval of Item 203 in the amount of \$38,452 as requested.

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

Item 204 of the Budget Bill and page 416 of the Budget. The amount requested is \$22,770. This sum represents a reappropriation out of the amount of \$61,000 appropriated last year for the same purpose.

We recommend approval of Item 204 in the amount of \$22,770 as requested.

DEPARTMENT OF MENTAL HYGIENE—DEPARTMENTAL ADMINISTRATION

For Support of the Department of Mental Hygiene from the General Fund

Item 205 of the Budget Bill and pages 419 to 422, inclusive, of the Budget. The amount requested is \$895,263.

The amount required for departmental administration in large part depends upon the budget which is recommended for the mental hospitals and mental homes. Approval of the amounts requested for the latter will necessitate increased work for the accounting staff and personnel office of the department.

Recommendations

The Statistics Division is requesting an intermediate typist-clerk and reclassification of one key punch operator, grade 2, to a supervising key punch operator. We recommended approval in the 1947-48 Budget of an expansion of this office on the basis that more adequate statistics would be forthcoming directed toward demonstrating the actual results which were being secured from the Mental Hygiene Program. These improvements in the statistical reporting have in large part been carried out and we believe the present statistical department should now begin to produce statistics which will be able to give a clearer picture of the work of the hospitals and the results of treatment. There has been some increase in the work load of this division providing more adequate statistical reporting on the outpatient clinics. Also there has been an increase in the number of transfers and admissions in the hospital. *We recommend that the proposed positions be approved.*

We recommend deletion of the Property Investigator in the Division of Collections. We believe that this position, which is for the purpose of taking care of property of the patients, should be done on a local level by sheriffs and local welfare agencies. We do not believe that it is necessary for the State to perform this service.

We also recommend the elimination of the intermediate stenographer-clerk in the Collections Division. At the present time much of the work of this division is nullified by the action of the director in cancelling proposed reviews in the amounts charged patients in the mental hospitals. This criticism has been levied by the Division of Audits in its reports on individual mental hospitals. Until this policy has been changed this additional paper work is unnecessary.

We recommend approval of the proposed Assistant Construction Inspector temporarily due to increased building activity.

EXTRAMURAL CARE

We recommend elimination of the 10 senior psychiatric social workers and seven intermediate stenographer-clerks proposed. This program is not performing adequately the function for which it was set up. The divorce of the program from the mental hospitals has tended to make it so that the institution loses contact with the patient after he leaves the hospital. This is a complaint which has been voiced by institution superintendents. We recommend that a closer alliance between the institutions and this program be maintained. The basis for the proposed increase in number of social workers is to reduce the case load of patients to 100 cases. In view of the small amount of time required to inspect the progress or status of each patient once he has been placed in a home, we recommend that the case load be increased. On the basis of the existing number of social workers, if no increases were made in the number of social workers the case load would be approximately 119. This is not too heavy a case load. We recommend that no increase be allowed in the number of social workers.

The intermediate stenographer-clerks go with the social worker positions, and should therefore be eliminated in line with our recommendation to eliminate social workers. The total savings of this reduction is \$34,160 plus operating expenses and equipment for these positions.

Recommendation

We recommend that Item 205 be reduced by the amount of \$58,656 representing an elimination of the following positions, and expenses and equipment allotted therefor.

Collections		
	Property investigator -----	\$3,216
	Intermediate stenographer-clerk -----	2,280
Extramural Care		
10	Senior psychiatric social worker-----	37,200
7	Intermediate stenographer-clerk -----	15,960
	Total -----	\$58,656

For Support of Transportation of Inmates to State Institutions of the Department of Mental Hygiene

Item 206 of the Budget Bill and page 422 of the Budget. The amount requested is \$70,620.

Recommendation

We recommend that Item 206 be approved in the amount requested.

DEPARTMENT OF MENTAL HYGIENE—OUTPATIENT MENTAL HYGIENE CLINICS

Item 207 of the Budget Bill and page 425 to 428, inclusive, of the Budget. The amount requested is \$226,566, an increase of \$91,168 or 40.2 percent over 1947-48.

Proposed positions are for outpatient clinics at the Mental Institutions as well as at the established outpatient clinics.

Included in the amount made available for outpatient clinics in 1948-49 is \$95,707 in federal funds. We recommend that no commitment be made to continue any clinic or program undertaken with these federal funds, in the event that they should subsequently be withdrawn or reduced.

Recommendations

We recommend that the positions of psychiatrist and senior stenographer-clerk, requested for administration of the outpatient mental hygiene clinics be eliminated, saving \$10,858, and that the organization of this administration function be studied by the Administrative Analyst of the Department of Finance.

This is a job which should be done by the Medical Deputy Director of the department.

We recommend that the item for medical books be reduced to \$25 for each clinic. Los Angeles clinic, for example, has requested \$500 for this purpose for 1948-49. In 1947-48 an additional \$500 was budgeted. This constitutes \$80 of books for each technical or professional employee in the clinic for the two-year period. This is a substantial purchase. We recommend moreover that in this connection the Department of Finance examine the use of technical books purchased by all state agencies. It has been reported that in some instances, acquisitions pass steadily into

private collections. The total cost of this item is large for the State as a whole. For example the amount spent by the four outpatient mental hygiene clinics, at Los Angeles, San Diego, Fresno and Sacramento for books in 1947-48 and 1948-49, was almost half the amount given to the State Library for purchase of general books in 1947-48 for use over the entire State.

We recommend that Item 207 be reduced by the amount of \$12,008, representing a reduction of \$9,358 in salaries and wages, \$2,050 in operating expenses and \$600 in equipment.

DEPARTMENT OF MENTAL HYGIENE—LANGLEY-PORTER CLINIC

For Support of Langley-Porter Clinic, San Francisco, from the General Fund

Item 208 of the Budget Bill and pages 429 to 432, inclusive, of the Budget. The amount requested is \$662,716 from the General Fund.

This institution since its establishment has operated more or less as a pilot or model clinic on the basis that every opportunity should be given the clinic to conduct research with almost no limit to the budget which it requested. At the same time the principle has been followed that all research would be concentrated in this clinic. This principle has not been carried out completely, however, inasmuch as a number of mental hospitals are now conducting research programs of their own. In addition to the research work done in the clinic, it serves as the major outpatient clinic in the San Francisco area.

Recommendation

In line with the policy which we have followed in the past of recommending that Langley-Porter be given an unhampered opportunity to do research, we recommend that the budget request for the Langley-Porter Clinic be approved in the amount requested.

We again recommend, however, that all research done by the Department of Mental Hygiene should be concentrated in this clinic, and that a report of the results secured by this research should be included in an annual report to the Legislature to be made by the clinic.

DEPARTMENT OF MENTAL HYGIENE—AGNEWS STATE HOSPITAL

For Support of Agnews State Hospital, from the General Fund

Item 209 of the Budget Bill and pages 433 to 439, inclusive, of the Budget. The amount requested is \$2,742,504.

The average resident population of this institution is estimated to decrease from 3,398 to 3,329, or by 2.0 percent per patient costs.

The budget for Agnews State Hospital is representative of the basis on which all requests for the other State hospitals have been made in that the major part of the increase which is not due to factors of ordinary maintenance, price increases, and salary adjustments, is *based upon arbitrary increase in ratios of nurses and attendants per patient, and the addition of special services, such as chiropodists and therapists, granted in the budget uniformly through the institutions.* This increase is purely arbitrary and is not adequately adjusted to fit individual mental hospitals or homes for the defectives either as to layout, change thereof, or the

type of patients or changes in such. Our recommendations therefore will be directed to the soundness of the policies underlying the general increases, and only secondarily to individual positions.

The first policy question relates to the goal which has been established for nurses and attendants per patient. This goal is predicated upon a report made by a committee composed of the Medical Deputy Director of the Department and certain of the Medical Superintendents of the State hospitals. This report was made pursuant to the recommendation of the Legislative Auditor that the Department of Mental Hygiene should discontinue attempting to base its budget requests on artificial standards or ratios developed by the American Psychiatric Association or other professional groups outside of the State of California which were not related to the particular characteristics of this State.

However, this report has never been shown to the Legislative Auditor although a written request for this information was made by the Joint Legislative Budget Committee as long as two years ago and the request repeated by the Legislative Auditor at the departmental budget hearings.

Despite the tremendous increase in expenditures of the Department of Mental Hygiene, there has not as yet been indicated any appreciable degree of increase in the number of cures. Until recently, moreover, very little attempt was made by the department to present any sort of a true statistical picture of the number of cures, and it was only upon the insistent recommendation of the Legislative Auditor that the statistical staff of the Department was strengthened and instructed to provide more adequate data.

In this budget the Department of Mental Hygiene has requested an increase of 513 positions of nursing personnel at a cost of \$989,160. This increase constitutes a step one-fifth of the way toward this department's determined ultimate ratio desired. The table showing the ratio of patients to attendants as of June 30, 1948, June 30, 1949, and the ultimate goal is shown as follows:

Ratio of Patients to Attendants and Nurses

<i>Institutions</i>	<i>As of 6-30-48</i>	<i>As of 6-30-49</i>	<i>Ultimate Goal</i>
Agnews -----	7.38	7.46	6.01
Camarillo -----	9.30	7.98	6.41
De Witt -----	5.98	5.91	5.52
Mendocino -----	8.36	8.18	6.59
Modesto -----	5.98	5.34	---
Napa -----	7.31	7.11	5.73
Norwalk -----	6.26	6.52	5.50
Patton -----	7.77	7.54	6.08
Stockton -----	7.90	6.65	5.35
Pacific Colony -----	7.93	7.32	5.90
Sonoma -----	8.27	7.62	6.13
Totals, Mental Hospitals -----	7.42	7.00	5.90
Totals, Mental Defectives -----	8.14	7.50	6.04
Totals, All Institutions -----	7.52	7.06	5.92

We again repeat that these ratios are arbitrary, and that there have been no demonstrated results from such a program.

In addition to the ratio of patients to attendants and nurses, proposed increases in services include the addition of one position of senior physician and surgeon to each of the mental hospitals with the exception

of all but DeWitt and Modesto, and the reclassification of senior physician and surgeons to psychiatrists. There is also proposed addition of one senior clinical psychologist in all but the temporary hospitals and the addition of one or one-half of a position of chiropodist in all the hospitals and homes for the defectives.

The physicians and surgeons requested are based on an attempt to maintain a ratio to patients of 1 to 239. The request for reclassification of the senior physician and surgeons to psychiatrists is to provide the male and female wards of each of the institutions with psychiatrists working under the Director of Clinical Services.

The request for senior clinical psychologists is an added service to assist the physicians and psychiatrists, and in effect will lower the ratio of patients to physicians by relieving each physician of duties which he formerly was required to perform. We have pointed out in the past that the addition of specialized technicians which have been requested on the basis that the institutions were spending valuable time of physicians in performing duties of a lower order has tended to lower the effective ratio of patients to physicians. No account has been taken of this in calculation of the ratio of patients to physicians. This is just another illustration of the artificiality of all such ratios.

The request for a chiropodist is likewise an increase in service which, in effect, lowers the effective ratio of patients to physicians based on actual workload of each physician who it is presumed now does some of this work. Here again, however, no account has been taken of this added service in computing ratios.

An additional service requested for Agnew and each of the institutions is a recreational therapist and a musical therapist. With respect to these requests, we recognize there are classes of patients who will receive pleasure and possibly positive therapy through participation in recreational and musical programs. This is merely another way of attempting on the one hand to make the life of the patient more pleasant and on the other hand to stimulate his interests, which in itself is unquestionably beneficial. We believe, however, that in attempting to determine the ratios upon which the Budgets of this department are made that full consideration should be given to the effect *which these additional positions have in relieving the duties of both the regular attendants and nurses and doctors.*

Recommendation

The extent to which funds are provided to advance the program of the Department of Mental Hygiene toward the ultimate goal which it has established is purely a matter of policy to be determined by the Legislature. However, there are three principal factors which underly our recommendation as to how far the Legislature should go in this respect. In the first place we point out that the advance in ratios is extremely expensive and that the Legislature is faced with the problem of balancing an enormous budget. The amount of money which can be given to this department must be carefully weighed against the amounts required by other state departments.

The second factor in our recommendation is that there is as yet no definite proof given that the program laid out by the Department of Mental Hygiene will achieve any added results.

The third factor is that without using functional ratios, for example a ratio which expresses patients to treatment personnel (as contrasted with patients to doctors or patients to nurses) it is impossible to secure a true measurement of the increase in level of care. Without true ratios, the Legislature is moving in the dark.

We recommend, therefore, that the Department of Mental Hygiene initiate a program designed to demonstrate as conclusively as is humanly possible the effective results of the program which it has outlined for itself and that it do this by establishing a model or pilot institution equipped with everything which the Department believes it should have to demonstrate the validity of its program. The cost of this experiment would be substantial, but the value of the results could be incalculable. This type of program is not new, but is already in effect with respect to the research in the Langley-Porter Clinic. Here the department was given a free hand and almost unlimited facilities to see what it could do. A similar plan has been initiated by the Department of Public Health in an all-out effort to eliminate human tuberculosis in the State of California. In this instance the validity of such a plan has been demonstrated by a successful program to eliminate bovine tuberculosis in California. We see no reason why, if the Department of Mental Hygiene is convinced that its program is a sound one and the only one, that it should not be willing to undertake this test, which is in accord with the basic method of all scientific research.

Accordingly, we recommend that no change in ratio of patients to attendants and nurses be made at this time and that proposed new positions based on this ratio be eliminated. We do recommend approval of the proposed reclassification of the two positions of senior physician and surgeon to psychiatrist. We recommend against the added position of senior clinical psychologist.

We recommend approval of the dental assistant and of the chiropodist on the basis that this latter position will relieve some of the work of the existing medical staff and will provide an additional comfort to the patients, who are mostly custodial.

We also recommend the approval of the proposed new positions of recreational and musical therapists on the basis that this type of program is a means of preventing mental and physical deterioration of patients and possibly bringing some out of static condition.

The level of care provided would be far above that which existed before the department started on its declared intention to make this department one of the finest in the United States, apparently without reference to costs. On the basis of this level of care, the State of California would be doing almost everything which could be done to bring about the cure of mental patients. It is now up to the institution to show definitely improved results.

We recommend disapproval of the proposed assistant to the business manager at this institution until the administration is cleared up. We wish to point out that this is not a satisfactory classification for the position and that it is not a solution to the problem which exists in many of the institutions. *This problem is the fact that some of the business managers are incompetent and that the addition of an assistant to the business manager will not solve this problem.* This classification also does not recognize the fact that *the particular job which is not being properly*

done in the individual institution concerned differs with each institution, and that in some instances the position should be a maintenance engineer and in others, he should be an institution electrician.

We recommend that the one intermediate clerk for the chief engineer be not approved at this institution but that the secretarial staff of the business manager supply the needed clerical assistance.

We recommend approval of the assistant supervising institution cook, the institution cook, tailor, and two laundresses.

We point out that the request for 19 hospital attendants at the same time that nine hospital attendants are reclassified to graduate nurse, is in effect requesting 10 attendants and nine nurses.

We recommend approval of the two groundsmen and flower gardener, one institution electrician, two stationary firemen, and one institution equipment operator. We also recommend approval of the farm hand, who is a hog man and is necessary to the proposed expansion in the hog ranch.

We recommend that operating expenses be adjusted in accordance with our recommended deletion of positions.

We make no recommendation with respect to the proposed increase in meat and citrus in the feeding rations at Agnew and throughout all mental institutions. We point out, however, that the total cost of rations on the present basis will be an estimated \$6,950,343. The total cost of the revised ration for all these institutions is \$7,813,019, an increase of \$882,676, and the increase in cost in employee's rations is likewise budgeted to increase \$17,545 as a result of the revised ration.

We should also like to point out that the present ration includes meat twice a day and that it is doubtful that the reimbursement for employees' mess will pay for the cost of even the present ration. We recommend that this abatement should be revised to provide full reimbursement. The failure to make charges equal to what would have to be paid outside the institution not only is discriminatory against employees eating outside the institutions, but it is not justified on the basis of salary increases given to these employees and by the effective increase in salary which resulted from the 40-hour week.

For Purchase of Supplies and Equipment to Restore Normal Operating Complement, Agnews State Hospital, from the General Fund

Item 210 of the Budget Bill and page 438 of the Budget. The amount requested is \$159,550 for the 1948-49 Fiscal Year. This is for the following items:

Purchase of clothing, mattresses, bedding, linen, tableware, utensils and other supplies to restore normal operating complement	\$100,000
Purchase of patients' beds, kitchen equipment and other equipment to restore normal operating complement	59,550
Total	\$159,550

Recommendation

This appropriation of \$159,550 is for the purpose of making up deficiencies in normal operating complement which have accrued during

the war years. The basis for the exact amount which is requested, however, should be made available and critically analyzed before approval can be given to this item.

We recommend, moreover, that wherever possible the purchase of these items be deferred to take advantage of the probable decline in prices.

For Construction, Improvements, Repairs and Equipment for Agnews State Hospital from the General Fund

Item 211 of the Budget Bill and page 438 of the Budget. The amount requested is \$133,200 for the 1948-49 Fiscal Year. This is for the following items:

Farm buildings	\$15,500
Laboratory, animal building	4,500
Construct slaughterhouse at hog ranch	15,000
Feed storage building at hog ranch	8,000
Resurface and extend roads and sidewalks	23,300
Alter heating system physicians' cottages	3,300
Construct and repair two walk-in refrigerators	13,100
Replace fuel oil tanks	4,500
Alter and equip bakery	46,000

Totals, Construction, Improvements, Repairs, and Equipment

\$133,200

Recommendation

We recommend that the proposed slaughterhouse at the hog ranch conform to standards of construction and cost now being prepared by the Division of Architecture in conjunction with the Joint Legislative Agriculture and Livestock Committee. We recommend approval of all other items, subject to the approval of all agricultural items by that committee.

We further recommend, however, that the two walk-in refrigerators, if possible, should be purchased from the War Assets Administration.

DEPARTMENT OF MENTAL HYGIENE—CAMARILLO STATE HOSPITAL

For Support of Camarillo State Hospital from the General Fund

Item 212 of the Budget Bill and page 440 of the Budget. The amount requested is \$3,520,389, for support from the General Fund. The average resident population of this institution is estimated to increase from 4,835 for 1947-48 to 4,863 in 1948-49, an increase of 5.7 percent. Cost per patient increased from \$617 in 1947-48 to \$724 in 1948-49, an increase of 17.3 percent.

The principal factor in the increase in cost budgeted for 1948-49 is the basic increase which has been arbitrarily budgeted according to the department's plan to increase the level of care for all State mental institutions. Our policy recommendations made with respect to Agnews State Hospital, therefore, apply to all increases made at Camarillo State Hospital which are based on this over-all plan.

We further recommend with respect to Camarillo that this hospital make greater use of inmate labor, particularly in agricultural operations. This has not been done to an extent comparable with other state hospitals.

For Purchase of Supplies and Equipment to Restore Normal Operating Complement, Camarillo State Hospital, from the General Fund

Item 213 of the Budget Bill and page 445 of the Budget. The amount requested is \$164,840 for the 1948-49 Fiscal Year. This is for the following items:

Purchase of clothing, mattresses, bedding, linen, tableware, utensils and other supplies to restore normal operating complement	\$100,000
Purchase of patients' beds, kitchen equipment and other equipment to restore normal operating complement	64,840
Total	\$164,840

Recommendation

This appropriation of \$164,840 is for the purpose of making up deficiencies in normal operating complement which have accrued during the war years. The basis for the exact amount which is requested, however, should be made available and critically analyzed before approval can be given to this item.

We recommend, moreover, that wherever possible the purchase of these items be deferred to take advantage of the probable decline in prices.

For Construction, Improvements, Repairs and Equipment, Camarillo State Hospital, from the General Fund

Item 214 of the Budget Bill and page 445 of the Budget. The amount requested is \$214,500 for the 1948-49 Fiscal Year. This is for the following items:

Alterations and equipment for laundry	\$64,000
Install stainless steel mirrors in wards	5,000
Alterations and additions to dairy boiler room and refrigeration unit	20,000
Material and equipment for temporary slaughterhouse	3,000
Landscaping at female unit	23,500
Construct vegetable sorting and grading building	6,000
Concrete irrigation line—vegetable garden	3,500
Resurface and enlarge parking areas, roads and court yard walks	25,000
Repair and alter electric transformer vaults	15,000
Street lighting for all units and road to employees' quarters	34,000
Additional fuel oil storage tank	7,500
Replace well No. 6	8,000

Total construction, improvements, repairs and equipment \$214,500

Recommendation

We recommend that further consideration be given to the item of landscaping at the female unit at a cost of \$23,500 and the resurfacing and enlarging of parking areas, roads and court yard walks at a cost of \$25,000.

DEPARTMENT OF MENTAL HYGIENE—DeWITT STATE HOSPITAL

For Support of DeWitt State Hospital from the General Fund

Item 215 of the Budget Bill and pages 447 to 450, inclusive, of the Budget. The amount requested is \$2,303,166 for support from the General Fund. The average resident population of the institution is estimated to increase from 2,206 for 1947-48 to 2,500 in 1948-49, an increase of 13.33 percent. Cost per patient increased from \$893 in 1947-48 to \$921 in 1948-49, an increase of 3.19 percent.

The principal factor in the increase in cost budgeted for 1948-49 is the basic increase which has been arbitrarily budgeted according to the department's plan to increase the level of care for all state mental institutions. Our policy recommendations made with respect to Agnews State Hospital, therefore, apply to all increases made at DeWitt State Hospital which are based on this over-all plan.

Recommendations

The ratio of nurses and attendants to patients is budgeted to decrease from 5.98 as of June 30, 1948, to 5.91 as of June 30, 1949, with an ultimate goal of 5.2 patients to attendants and nurses. It was our prior understanding that there was to be no change in the ratio which had been originally established for DeWitt State Hospital. This likewise was to apply to Modesto State Hospital which has a similar ratio of 5.98. We therefore recommend that no change be made in the existing ratio for DeWitt State Hospital, which is the lowest of any of the State mental institutions.

We likewise recommend elimination of the proposed reclassification of two senior physician and surgeons to psychiatrists.

However, in view of the large number of seniles transferred to DeWitt, we recommend approval of the half-time chiropodist.

We recommend approval of the proposed one dental assistant on the basis that the increased number of aged patients requires that a greater degree of dental service be rendered.

For Construction, Improvements, Repairs and Equipment for Dewitt State Hospital from the General Fund

Item 216 of the Budget Bill and Page 450 of the Budget. The amount requested is \$10,000 for the 1948-49 Fiscal Year. This is for the following items:

Miscellaneous construction, improvements, repairs and equipment \$10,000

Recommendation

We recommend approval of the amount of \$10,000 as requested.

DEPARTMENT OF MENTAL HYGIENE—MODESTO STATE HOSPITAL

For Support of Modesto State Hospital from the General Fund

Item 217 of the Budget Bill and pages 451 to 454, inclusive, of the Budget. The amount requested is \$2,343,742 for support from the General Fund. The average resident population of this institution is estimated

to increase from 1,097 for 1947-48 to 2,500 in 1948-49, an increase of 127.9 percent. Cost per patient decreased from \$1,340 in 1947-48 to \$938 in 1948-49, a decrease of 30 percent.

The principal factor in the increase in cost budgeted for 1948-49 is the basic increase which has been arbitrarily budgeted in each institution according to the department's plan to increase the level of care for all mental hospitals. Our policy recommendations made with respect to Agnews State Hospital, therefore, apply to all increases made at Modesto State Hospital which are based on this over-all plan.

Recommendations

Modesto State Hospital, like DeWitt State Hospital, is a new institution and has been staffed on the basis which provides the lowest ratio of patients to attendants and nurses of any of the state institutions and which ratio in our understanding was to represent the ultimate for this institution. However, the ratio for Modesto State Hospital is budgeted at 5.34 as of June 30, 1949. We recommend that there be no change in the ratio of patients to attendants and nurses at Modesto State Hospital.

We likewise recommend against a proposed reclassification of two senior physician and surgeons to psychiatrists but recommend approval of the half-time chiropodist.

We recommend approval of the proposed one dental assistant on the basis that the increased number of aged patients requires that a greater degree of dental service be rendered.

For Construction, Improvements, Repairs and Equipment for Modesto State Hospital from the General Fund

Item 218 of the Budget Bill and page 454 of the Budget. The amount requested is \$20,000 for the 1948-49 Fiscal Year. This is for the following items:

Alteration, rehabilitation, minor construction and equipment.....	\$20,000
Totals, construction, improvements, repairs and equipment.....	\$20,000

Recommendation

We recommend approval of Item 218 as requested.

DEPARTMENT OF MENTAL HYGIENE—MENDOCINO STATE HOSPITAL

For Support of Mendocino State Hospital from the General Fund

Item 219 of the Budget Bill and pages 455 to 461, inclusive, of the Budget. The amount requested is \$2,239,504 for support from the General Fund. The average resident population of this institution is estimated to increase from 2,898 for 1947-48 to 2,940 in 1948-49, an increase of 1.45 percent. Cost per patient increased from \$666 in 1947-48 to \$762 in 1948-49, an increase of 14.46 percent.

The principal factor in the increase in cost budgeted for 1948-49 is the basic increase which has been arbitrarily budgeted according to the department's plan to increase the level of care for all state mental institutions. Our policy recommendations made with respect to Agnews State Hospital, therefore, apply to all increases made at Mendocino State Hospital which are based on this over-all plan.

For Purchase of Supplies and Equipment to Restore Normal Operating Complement, Mendocino State Hospital, from the General Fund

Item 220 of the Budget Bill and page 459 of the Budget. The amount requested is \$122,270 for the 1948-49 Fiscal Year. This is for the following items:

Purchase of clothing, mattresses, bedding, linen, tableware, utensils and other supplies, to restore normal operating complement	\$75,000
Purchase of patients' beds, kitchen equipment and other equipment to restore normal operating complement.....	47,270
Total	\$122,270

Recommendation

This appropriation of \$122,270 is for the purpose of making up deficiencies in normal operating complement which have accrued during the war years. The basis for the exact amount which is requested, however, should be made available and critically analyzed before approval can be given to this item.

We recommend, moreover, that wherever possible the purchase of these items be deferred to take advantage of the probable decline in prices.

For Construction, Improvements, Repairs and Equipment for Mendocino State Hospital from the General Fund

Item 221 of the Budget Bill and page 460 of the Budget. The amount requested is \$58,900 for the 1948-49 Fiscal Year. This is for the following items:

Addition to ranch irrigation system	\$2,900
Sewer line, hog ranch to sewer plant.....	2,500
Construction of hog farrowing barn (22 pens).....	21,500
Earth fill south of entrance road.....	12,000
Two sun porches—tubercular wards.....	20,000

Totals, Construction, Improvements, Repairs and Equipment \$58,900

Recommendation

We recommend approval of Item 221 for \$58,900 as requested, subject to approval of agricultural items by the Joint Legislative Agriculture and Livestock Problems Committee, and items over \$5,000 by the Public Works Board.

DEPARTMENT OF MENTAL HYGIENE—NAPA STATE HOSPITAL

For Support of Napa State Hospital from the General Fund

Item 222 of the Budget Bill and pages 462 to 467, inclusive, of the Budget. The amount requested is \$3,048,307 for support from the General Fund. The average resident population of this institution is estimated to increase from 4,002 in 1947-48 to 4,040 in 1948-49, an increase of 0.45 percent. *Cost per patient increased from \$660 in 1947-48 to \$755 in 1948-49, an increase of 14.34 percent.*

The principal factor in the increase of cost budgeted for 1948-49 is the *basic increase which has been arbitrarily budgeted according to the*

department's plan to increase the level of care for all state mental institutions. Our policy recommendations made with respect to Agnews State Hospital, therefore, apply to all increases made at Napa State Hospital which are based on this over-all plan.

For Purchase of Supplies and Equipment to Restore Normal Operating Complement, Napa State Hospital, from the General Fund

Item 223 of the Budget Bill and page 467 of the Budget. The amount requested is \$110,760 for the 1948-49 Fiscal Year. This is for the following items:

Purchase of clothing, mattresses, bedding, linen, tableware, utensils and other supplies to restore normal operating complement	\$40,000
Purchase of patients' beds, kitchen equipment, and other equipment to restore normal operating complement	70,760
Total	<u>\$110,760</u>

Recommendation

This appropriation of \$110,760 is for the purpose of making up deficiencies in normal operating complement which have accrued during the war years. The basis for the exact amount which is requested, however, should be made available and critically analyzed before approval can be given to this item.

We recommend, moreover, that wherever possible the purchase of these items be deferred to take advantage of the probable decline in prices.

For Construction, Improvements, Repairs and Equipment, Napa State Hospital, From the General Fund

Item 224 of the Budget Bill and Page 467 of the Budget. The amount requested is \$33,400 for the 1948-49 Fiscal Year. This is for the following items:

Extending and resurfacing interior roads	\$4,500
Installation of cooling system in sewing room	4,400
Construct hay barn at dairy	8,000
Repairs to water system	4,000
Additions to lawn sprinkler system	5,000
Pump, motor and services to new domestic well	7,500

Totals, Construction, Improvements, Repairs and Equipment \$33,400

Recommendation

We recommend approval of Item 224 for \$33,400 as requested subject to approval of agricultural items by the Joint Legislative Agriculture and Livestock Problems Committee and items over \$5,000 by the Public Works Board.

DEPARTMENT OF MENTAL HYGIENE—NORWALK STATE HOSPITAL

For Support of Norwalk State Hospital from the General Fund

Item 225 of the Budget Bill and pages 468 and 473 inclusive, of the Budget. The amount requested is \$2,112,662 for support from the General Fund. The average resident population of this institution is estimated to decrease from 2,343 in 1947-48 to 2,265 in 1948-49, a decrease of 33.3 percent. Cost per patient increased from \$816 in 1947-48 to \$933 in 1948-49, an increase of 14.25 percent.

The principal factor in the increase in cost budgeted for 1948-49 is the basic increase which has been arbitrarily budgeted according to the department's plan to increase the level of care for all State mental institutions. Our policy recommendations made with respect to Agnews State Hospital, therefore, apply to all increases made at Norwalk State Hospital which are based on this over-all plan.

For Purchase of Supplies and Equipment to Restore Normal Operating Complement, Norwalk State Hospital, from the General Fund

Item 226 of the Budget Bill and page 472 of the Budget. The amount requested is \$80,440 for the 1948-49 Fiscal Year. This is for the following items:

Purchase of clothing, mattresses, bedding, linen, tableware, utensils and other supplies to restore normal operating complement.....	\$40,000
Purchase of patients' beds, kitchen equipment, and other equipment to restore normal operating complement.....	40,440
Total	\$80,440

Recommendation

This appropriation of \$80,440 is for the purpose of making up deficiencies in normal operating complement which have accrued during the war years. The basis for the exact amount which is requested, however, should be made available and critically analyzed before approval can be given to this item.

We recommend, moreover, that wherever possible the purchase of these items be deferred to take advantage of the probable decline in prices.

For Construction, Improvements, Repairs and Equipment for Norwalk State Hospital from the General Fund

Item 227 of the Budget Bill and page 473 of the Budget. The amount requested is \$70,500 for the 1948-49 Fiscal Year. This is for the following items:

Irrigation well at lower farm.....	\$9,500
Revolving oven at bakery.....	5,000
Extension of irrigation system for main institution lawns and gardens	10,000
Extension of street lighting system.....	9,000
Alteration and extension of patient's exercise yards.....	4,500
Construction of slaughter house at hog farm.....	15,000
Stave silo at dairy.....	5,000
Hay barn alteration.....	5,000
Implement shed	7,500

Totals, construction, improvements, repairs, and equipment.. \$70,500

Recommendation

We recommend approval of all items but the implement shed. We make no recommendation on that item pending further information.

DEPARTMENT OF MENTAL HYGIENE—PATTON STATE HOSPITAL

For Support of Patton State Hospital from the General Fund

Item 228 of the Budget Bill and pages 474 to 479, inclusive, of the Budget. The amount requested is \$3,090,572 for support from the General Fund. The average resident population of this institution is estimated to decrease from 4,161 in 1947-48 to 4,087 in 1948-49, a decrease of 1.78 percent. Cost per patient increased from \$647 in 1947-48 to \$756 in 1948-49, an increase of 16.8 percent.

The principal factor in the increase in cost budgeted for 1948-49 is the basic increase which has been arbitrarily budgeted according to the department's plan to increase the level of care for all state mental institutions. Our policy recommendations made with respect to Agnews State Hospital, therefore, apply to all increases made at Patton State Hospital which are based on this over-all plan.

We recommend that some other state mental hospitals should make fuller use of patient labor, in line with the practice followed in this hospital.

For Purchase of Supplies and Equipment to Restore Normal Operating Complement, Patton State Hospital, from the General Fund

Item 229 of the Budget Bill and page 478 of the Budget. The amount requested is \$120,280 for the 1948-49 Fiscal Year. This is for the following items:

Purchase of clothing, mattresses, bedding, linen, tableware, utensils, and other supplies, to restore normal operating complement	\$70,000
Purchase of patients' beds, kitchen equipment, and other equipment to restore normal operating complement	50,280
Total	\$120,280

Recommendation

This appropriation of \$120,280 is for the purpose of making up deficiencies in normal operating complement which have accrued during the war years. The basis for the exact amount which is requested, however, should be made available and critically analyzed before approval can be given to this item.

We recommend, moreover, that wherever possible the purchase of these items be deferred to take advantage of the probable decline in prices.

**For Construction, Improvements, Repairs and Equipment for Patton State
Hospital from the General Fund**

Item 230 of the Budget Bill and page 479 of the Budget. The amount requested is \$57,400 for the 1948-49 Fiscal Year. This is for the following items:

Alteration and extension of sprinkling system.....	\$3,000
Additional space to be added to laundry building.....	30,000
Improvements to domestic water system.....	2,400
Farm fencing material.....	2,000
Deep well and pump (new land).....	8,000
Install ceiling in sewing room.....	2,000
Remodel barracks building into accounting office and business manager's office	10,000

Totals, construction, improvements, repairs, and equipment.. \$57,400

Recommendation

We recommend approval of all items except the additional space to be added to the laundry building, costing \$30,000. This requires further explanation.

DEPARTMENT OF MENTAL HYGIENE—STOCKTON STATE HOSPITAL

For Support of Stockton State Hospital from the General Fund

Item 231 of the Budget Bill and pages 480 to 486, inclusive, of the Budget. The amount requested is \$3,446,764 for support from the General Fund. The average resident population of this institution is estimated to increase from 4,251 in 1947-48 to 4,295 in 1948-49, an increase of 1.0 percent. Cost per patient increased from \$682 in 1947-48 to \$803 in 1948-49, an increase of 17.6 percent.

The principal factor in the increase in cost budgeted for 1948-49 is the basic increase which has been arbitrarily budgeted according to the department's plan to increase the level of care for all state mental institutions. Our policy recommendations made with respect to Agnews State Hospital, therefore, apply to all increases made at Stockton which are based on this over-all plan.

**For Purchase of Supplies and Equipment to Restore Normal Operating
Complement, Stockton State Hospital, from the General Fund**

Item 232 of the Budget Bill and page 485 of the Budget. The amount requested is \$133,060 for the 1948-49 Fiscal Year. This is for the following items:

Purchase of clothing, mattresses, bedding, linen, tableware, utensils and other supplies, to restore normal operating complement	\$60,000
Purchase of patients' beds, kitchen equipment and other equipment to restore normal operating complement.....	73,060

Total

\$133,060

Recommendation

This appropriation of \$133,060 is for the purpose of making up deficiencies in normal operating complement which have accrued during the war years. The basis for the exact amount which is requested, however, should be made available and critically analyzed before approval can be given to this item.

We recommend, moreover, that wherever possible the purchase of these items be deferred to take advantage of the probable decline in prices.

For Construction, Improvements, Repairs and Equipment for Stockton State Hospital from the General Fund

Item 233 of the Budget Bill and page 485 of the Budget. The amount requested is \$125,500 for the 1948-49 Fiscal Year. This is for the following items:

Construct vegetable preparation room—farm kitchen-----	\$10,000
Install sprinkler system—main institution-----	1,000
Land leveling and irrigation system-----	3,000
Construct vegetable garden sorting and grading room-----	6,000
Revolving oven in bakery-----	5,000
Paving main road at annex-----	15,000
Water softeners for main boiler room and laundry-----	18,000
New domestic water well at main institution-----	13,500
Replace concrete floor, mangers and stanchions—dairy feed barn	4,000
Renovating of female ward building-----	50,000

Totals, construction, improvements, repairs and equipment \$125,500

Recommendation

We recommend approval of all items, subject to the approval of agricultural items by the Joint Legislative Committee on Agriculture and Livestock Problems and for items over \$5,000 by the Public Works Boards, with the exception of the new domestic water well at the main institution. We believe that the budgeted cost of \$13,500 is excessive and should be reviewed.

DEPARTMENT OF MENTAL HYGIENE—PACIFIC COLONY

For Support of Pacific Colony from the General Fund

Item 234 of the Budget Bill and pages 487 to 492 inclusive, of the Budget. The amount requested is \$1,717,628 for support from the General Fund. The average resident population of this institution is estimated to increase from 1,931 for 1947-48 to 2,000 in 1948-49, an increase of 3.57 percent. Cost per patient increased from \$777 in 1947-48 to \$859 in 1948-49, an increase of 10.50 percent.

The principal factor in the increase in cost budgeted for 1948-49 is the basic increase which has been arbitrarily budgeted according to the department's plan to increase the level of care for all state mental institutions. Our policy recommendations made with respect to Agnews State Hospital, therefore, apply to all increases made at Pacific Colony which are based on this over-all plan.

For Purchase of Supplies and Equipment to Restore Normal Operating Complement, Pacific Colony, from the General Fund

Item 235 of the Budget Bill and page 491 of the Budget. The amount requested is \$84,470 for the 1948-49 Fiscal Year. This is for the following items:

Purchase of clothing, mattresses, bedding, linen, tableware, utensils, and other supplies to restore normal operating complement	\$50,000
Purchase of patients' beds, kitchen equipment, and other equipment to restore normal operating complement	34,470
	<hr/>
	\$84,470

Recommendation

This appropriation of \$84,470 is for the purpose of making up deficiencies in normal operating complement which have accrued during the war years. The basis for the exact amount which is requested, however, should be made available and critically analyzed before approval can be given to this item.

We recommend, moreover, that wherever possible the purchase of these items be deferred to take advantage of the probable decline in prices.

For Construction, Improvements, Repairs and Equipment for Pacific Colony from the General Fund

Item 236 of the Budget Bill and page 492 of the Budget. The amount requested is \$72,600 for the 1948-49 Fiscal Year. This is for the following items:

Pave and repair farm roads and streets	\$6,600
Farm development—new acreage	20,000
Construction of underpass—Union Pacific Railroad	25,000
Extension of lawn sprinkler system	5,000
Main farm road	2,000
Construct garage extension for state equipment	12,000
Improvements to employees' dining room	2,000

Total, construction, improvements, repairs, and equipment... \$72,600

Recommendation

We recommend approval of Item 236 as requested.

For Purchase of Water Stock to Provide Agricultural and Water Supply to Pacific Colony, from the General Fund

Item 237 of the Budget Bill and page 492 of the Budget. The amount requested is \$20,000 from the General Fund. This request is for the purchase of 4,000 shares of stock in the Irrigation Company of Pomona which will entitle Pacific Colony to additional water required for the development of additional alfalfa and vegetable land.

Recommendation

We recommend approval of this item subject to review by the Joint Agricultural and Livestock Committee.

DEPARTMENT OF MENTAL HYGIENE—SONOMA STATE HOME

For Support of Sonoma State Home from the General Fund

Item 238 of the Budget Bill and pages 493 to 498, inclusive, of the Budget. The amount requested is \$2,585,475 for support from the General Fund. The average resident population of this institution is estimated to increase from 3,178 for 1947-48 to 3,200 in 1948-49, an increase of 22 patients or less than 1 percent. Cost per patient increased from \$726 in 1947-48 to \$808 in 1948-49, an increase of 11.36 percent.

The principal factor in the increase in cost budgeted for 1948-49 is the basic increase which has been arbitrarily budgeted according to the department's plan to increase the level of care for all State mental institutions. Our policy recommendations made with respect to Agnews State Hospital, therefore, apply to all increases made at Sonoma State Home which are based on this over-all plan.

For Purchase of Supplies and Equipment to Restore Normal Operating Complement, Sonoma State Home, from the General Fund

Item 239 of the Budget Bill and page 497 of the Budget. The amount requested is \$119,330 for the 1948-49 Fiscal Year. This is for the following items:

Purchase of clothing, mattresses, bedding, linen, tableware, utensils and other supplies to restore normal operating complement -----	\$60,000
Purchase of patients' beds, kitchen equipment and other equipment to restore normal operating complement -----	59,330
	\$119,330

Recommendation

This appropriation of \$119,330 is for the purpose of making up deficiencies in normal operating complement which have accrued during the war years. The basis for the exact amount which is requested, however, should be made available and critically analyzed before approval can be given to this item.

We recommend, moreover, that wherever possible the purchase of these items be deferred to take advantage of the probable decline in prices.

For Construction, Improvements, Repairs and Equipment for Sonoma State Home from the General Fund

Item 240 of the Budget Bill and page 498 of the Budget. The amount requested is \$103,100 for the 1948-49 Fiscal Year. This is for the following items:

Replace pumping plant at Sonoma Creek station -----	\$20,000
Construct pumping line to Fern Lake -----	35,000
Installation of fire hydrants and replacement of water mains ---	4,600
Improve heating system in employees' building -----	7,000
Replace heating system controls in patients' cottages -----	3,500
Improve roads and surface patients' yards -----	17,500
Boiler feed water heater -----	8,500
Repair and replace farm fencing -----	5,000
Improve telephone system -----	2,000

Totals, construction, improvements, repairs, and equipment \$103,100

Recommendation

We recommend approval of all items, subject to the approval of agricultural items by the Joint Legislative Committee on Agriculture and Livestock Problems and items over \$5,000 by the Public Works Board, with the exception of the pumping plant at Sonoma Creek Station. We believe that the budgeted cost of \$20,000 is excessive and should be carefully scrutinized, although this item is necessary.

ADJUTANT GENERAL

For Support of the Adjutant General and the California National Guard from the General Fund

Item 241 of the Budget Bill and pages 499 to 508 of the Budget. The amount requested is \$2,536,201, an increase of \$836,099 over expenditures of \$1,700,102 in 1947-48. The expansion in expenditures of this office has been due to the rapid growth which followed the reactivation of the National Guard program following the war.

At the present time there are 281 units which have been activated out of a total allocation of 378, with a strength of approximately 9,000 men. The administrative burden which is involved in maintaining records, correspondence, and other clerical work is determined largely by the number of activated units irrespective of the size of the individual units. The increase in workload, therefore, is directly related to the increase in number of units. At the present time the administrative staff is unable to keep up with the work which is to be done and this budget is an attempt to relieve this situation. In view of the continuous expansion of this organization, it is difficult to project with a great degree of accuracy the staff which will be actually required.

This increase provides for substantial strengthening of the headquarters staff in order to take care of the greatly increased paper work associated with an expanding program, to increase the number of property inventories made, and to add to the accounting office, the supply section, and the personnel section in order to meet regular housekeeping needs. There has also been an increase in the number of motor pool mechanics. It is probable that some of this increase is temporary to take care of the distribution of property received from the Federal Government and to move state equipment to newly acquired armories. This part of the staff should be critically reviewed each year in order that any decline in the receipt of this property will be speedily reflected in an increasing reduction in personnel. There are 111 new employees proposed for maintenance and operation for installation, a portion of whom are for maintenance of new locations including air fields, and an additional portion of whom are for the activation of aircraft and control squadrons requested for the Federal Government. In fact, a substantial part of the total increase in this budget is due to the assumption of the responsibility of establishing aircraft control and warning facilities and other aircraft installations.

We repeat the recommendation made in the Analysis of the Budget and the Budget Bill by the Legislative Auditor that the State of California should assume the responsibility of paying only its share of National Guard expenses sufficient to protect the internal welfare of the