

### **Analysis**

The foregoing decreases in the provisions for expenditures for support of the Board of Pilot Commissioners is based upon the concept that the cost now incurred in maintaining an office for this board is not justified by the benefits derived therefrom. Therefore, it is recommended that the board enter into a contractual agreement with another agency of the Department of Professional and Vocational Standards which maintains an office in San Francisco, under arrangements whereby such agency shall furnish accounting service together with limited stenographic and telephone service to members of the board.

The audits division of the Department of Finance stated in its last report of examination of the Board of Pilot Commissioners' Special Fund that approximately four hours per month would be ample time in which to make the monthly entries on the basis of day to day records to be kept by the secretary once the accounts of the agency were properly established. If the board were to contract for the required office services, the records of the agency might be properly maintained in accordance with the fiscal, budgetary and other administrative requirements of State Government, and the administrative efficiency of this agency would be improved without decreasing its effectiveness.

### **HORSE RACING BOARD**

Item 311 of the Budget Bill and pages 634 to 638 of the Budget. The amount requested is \$103,732 from the Fair and Exposition Fund. This is an increase of \$8,637 or 9.08 per cent over support expenditures of \$95,095 in 1947-48. The amount budgeted for 1947-48 was \$71,925. In addition to this, \$2,000 was added by Chapter 1398 of the Statutes of 1947 for a salary increase for the Secretary of the Board. In augmentation of the budgeted amount, Chapter 1401 of the Statutes of 1947, added \$28,075. Total authorized expenditures were \$102,000.

### **Recommendation**

We recommend the amount requested be approved.

### **DEPARTMENT OF PUBLIC HEALTH**

#### **For Support of the Department of Public Health from the General Fund**

Item 312 of the Budget Bill and pages 639 to 660 of the Budget. The amount requested is \$3,567,205. This is an increase of \$866,791 or 32.1 percent.

This budget request reflects an approximately 17 percent increase in the cost of the Division of Administration a 37 percent or \$300,397 increase in Crippled Children Services, and an approximate 10 percent or \$90,856 in the Division of Environmental Sanitation. It also reflects substantial increases in almost all phases of the preventive medical activities of the division and the inauguration of new or materially expanded programs in the Bureau of Dental Health, Tuberculosis Service, Adult Health and consultation services to hospitals.

#### DIVISION OF ADMINISTRATION

The Division of Administration is requesting \$1,316,795, an increase of 17 percent over actual and estimated expenditures of \$1,125,255 in 1947-48.

This increase is due principally to three factors. The Bureau of Business Management is budgeted to increase \$100,972 which is due principally to including the cost of all departmental space rentals in the budget of this Bureau. This increase therefore is a bookkeeping transaction only.

The Bureau of Records and Statistics, General Health Statistics, is budgeted to increase \$43,352, or an increase of 26.8 percent over expenditures in 1947-48. Approximately \$10,000 of this is for the purchase of microfilm readers.

We recommend that this be used solely for the reproduction of records to prevent deterioration and destruction and that the equipping of this Bureau to microfilm current records be deferred until there is adequate evidence that this operation is practical.

It is recommended that action be taken by the Department of Public Health to determine the feasibility of discontinuing the present manual methods and dexograph operations involved in the establishment and maintenance of vital statistic cross-reference files and adoption in lieu thereof of methods involving the reproduction of the necessary cross-reference cards together with the filing of such cards by punch card methods. The statistical card is punched from each vital statistical document at present, and a tentative review of the operation discloses that all the essential information required in the cross-reference files is contained in vital statistic cards.

The Bureau of Health Education is requesting a \$26,375 increase for publications for distribution or an increase from \$8,125 budgeted in 1947-48 to \$34,500 in 1948-49. This consists principally of educational films sent without charge to public schools, local health departments and community groups throughout the State. These funds formerly were distributed throughout the budget, and the increase therefore is a book-keeping one.

We recommend approval of the amount of \$1,316,795 for the Division of Administration as requested with the stipulation stated above with reference to the Bureau of Records and Statistics.

#### DIVISION OF PREVENTIVE MEDICAL SERVICE

This division is requesting \$3,141,544, an increase of \$406,156 or 14.8 percent over the amount of \$2,735,388 in 1947-48. Due to the elimination of Emergency Maternity and Infant Care causing a decrease of \$145,223, this budget increase is actually more nearly 20 percent.

A request for a new expenditure in the amount of \$45,361 is being requested for Dental Health Services. This increase represents a proposal to expand preventive dental services beyond the local government level to which it is more or less confined at the present time. The State Bureau of Dental Health has only one dental officer requested but this position has not been filled. This, therefore, represents a new program and one which will probably expand greatly if permitted. We recognize that almost unlimited dental services can be offered at the public health level. It is therefore imperative that the Legislature should define clearly the

extent to which the State should assume private and local responsibilities for this service, *and the degree of service which the State should render.*

We recommend that the amount requested by the Bureau of Dental Health be approved on the basis that the proposed program be limited to children under 16 years of age, and that with the exception of dental trailers operating in areas without organized dental health facilities that it be limited to examinations and consultation service.

It is recommended that dental hygienists be used for the purpose of making examinations.

We recommend that the position of pediatric consultant requested for the Bureau of Maternal and Child Health be approved, but that the item of printing which is budgeted to increase \$4,100, or from \$3,900 in 1947-48 to \$8,000 in 1948-49, be reduced by \$3,000. The purpose of this increase is to furnish local school districts with school health records. *The State already supports the public school system, and in this instance supplements this with school health consultant services. We believe that the responsibility for keeping health records should be paid out of these school apportionments or borne by the local school district and should not be carried by the State.*

The Bureau of Crippled Children Services is budgeted to receive \$1,122,703 an increase of \$300,397 over 1947-48. The case load of this program has increased steadily during the past three years due to the fact that this is a relatively new program. It is also due to expansion in the cerebral palsied and hearing conservation programs. The State of California both through the Department of Education and the Department of Public Health has materially expanded its programs dealing with cerebral palsy. In addition the State supplies local school districts with additional funds to provide for a difference in cost incident to educating handicapped children including those afflicted with cerebral palsy.

In order that the Legislature may be informed as to the full extent of this problem and the progress which is being made toward its elimination or solution it is important that a satisfactory estimate be determined as to the additional number of children who are annually afflicted with cerebral palsy and the total annual increment of cases remaining uncured or unadjusted. This will assist the Legislature in evaluating the results of the programs which have developed as a result of its recommendation made in 1945 and 1947. It has been stated by the Department of Education that we are not currently keeping up with the number of children who are annually afflicted. The Legislature should be supplied with further data on the present extent of the problem and the results which are being secured in this program.

We recommend the approval of the amount requested by the Bureau of Crippled Children Services.

Tuberculosis Service, Bureau of Disease Control, is requesting approval of a program to carry out a demonstration survey in which the major portion of the population of a single community will be X-rayed for evidence of tuberculosis. This survey is proposed as a demonstration in methodology. It is budgeted to cost a total of approximately \$25,000.

As a second step in the implemented program of this bureau the request is made for funds to purchase specialized X-ray equipment for loan to hospitals throughout the State. With this equipment it is expected that all patients admitted to hospitals which receive the loan of this

equipment will be X-rayed for detection of tuberculosis. It is stated by the department that the two proposals are an integral part of a long-range plan to reduce the incidence of tuberculosis to a negligible minimum.

In the 1947 analysis of the Budget and Budget Bill by the Legislative Auditor, recommendation was made that the Department of Health should establish a positive program to eradicate human tuberculosis the same way that the State of California has succeeded in eradicating bovine tuberculosis. The possibility of effecting such results has been affirmed by the Director of the Department of Public Health.

We repeat this recommendation. The program proposed in this Budget, however, is only a first step in this direction and consists principally of methods aimed at determining the incidence of tuberculosis and does not constitute a plan for eradication.

We recommend that a comprehensive plan be formulated and presented and that this be made prior to the presentation of the 1949-50 Budget.

We also point out that no significant increase in federal funds for this purpose is budgeted, and that as the result of this increase the share which is borne by the State will almost equal that of the Federal Government for the first time. The State's share will be \$70,773 from the General Fund, and the federal share will be \$76,807.

The Bureau of Adult Health is budgeted to receive \$173,245, an increase of \$62,949 or 57.1 percent over 1947-48. This proposed expansion is for the purpose of promoting local industrial hygiene services, studying industrial hazards and diseases, providing medical consultation services to industry and developing a new system of reporting occupational diseases.

### **Recommendation**

*We recommend that the proposed increase be not allowed in its entirety.* The State already provides a staff of seven consultative positions for this purpose in addition to the large staff of the Department of Industrial Relations which operates in the same sphere of activity. The State also already provides public health consultative services in industrial areas which should properly perform a part of the work outlined in this proposed program. The existing staff of the Bureau of Adult Health should be able to work out a more effective and economic relationship with the existing organization of the Department of Industrial Relations without attempting to duplicate inspections and consultations. Under the present system it is a responsibility of the Department of Industrial Relations to report evidences of industrial disease and hazards to the Department of Public Health. As a result of the great number of visits made to the industrial establishments by the inspection staff of the Department of Industrial Relations which report findings to the Department of Public Health, it should be possible to develop with the existing staff of the Department of Public Health, sufficient comprehensive area studies of industrial diseases.

We recommend that the position of Senior Public Health Analyst be allowed. One intermediate typist-clerk should be allowed to assist this position.

We recommend allowance of the two proposed positions of Public Health Medical Officer, grade 2, for the purpose of meeting the increased workload in this bureau resulting from the expansion of industrialization in the State. The position of intermediate stenographer-clerk should be allowed to provide clerical assistance for these positions.

We point out that the budget program provides for a more than doubling of the state expenditure for the work of this bureau whereas federal expenditures for this purpose are budgeted to decline.

*We recommend that the amount budgeted for the Bureau of Adult Health be reduced in the amount of \$11,880 representing the elimination of the following positions:*

1	Assistant industrial hygiene engineer.....	\$3,900
1	Associate industrial hygiene chemist.....	3,540
2	Intermediate typist-clerk .....	3,240
Total .....		\$11,880

*Reduction in operating expenses and equipment should be made by the Department of Finance in accordance with the proposed reductions in salaries and wages.*

The Bureau of Hospitals is budgeted to receive \$180,353, an increase of \$55,212 or 62 percent over estimated expenditures for 1947-48. The proposed increase in part is a bookkeeping increase, representing the consolidation of a former Bureau of Hospital Inspection and the Bureau of Hospital Survey into a combined Bureau of Hospitals. A total of \$88,807 was budgeted for the Bureau of Hospital Inspection and Bureau of Hospital Survey for 1947-48. Therefore the present budget request is an increase over the 1947-48 budget request of \$91,546. This increase represents a proposal to increase the number of visits to hospitals throughout the State beyond present level of approximately one visit per institution per year and an expansion in the Architectural Consultation Service rendered to hospitals and communities requesting advice and assistance.

The increase in inspection service is for the purpose of making follow up examinations to attempt to see that previous recommendations are carried out. We recommend that no expansion be made in this program. If inspections are thoroughly made, a visit of once per year should be sufficient to maintain adequate standards. If it is impossible to maintain proper standards with this number of inspections, it is not the number of inspections but the force behind the recommendation which is lacking. We do not believe that the proposed program will achieve the end desired.

The proposed new positions to expand Architectural Consultation Service constitute an added service to local governments. As a temporary service, however, during the period of the rapidly expanding hospital program, it will probably be money well spent. It should be critically reviewed next year, however, on the basis of the degree of activity of the hospital construction program.

As a temporary increase, we recommend approval of the positions requested for this purpose.

We recommend that the amount budgeted for the Bureau of Hospitals be reduced by the elimination of two senior hospital representatives and one hospital field representative.

### **DIVISION OF ENVIRONMENTAL SANITATION**

We recommend approval of the amount budgeted for the Division of Environmental Sanitation. The amount requested is an increase of 10.1 percent over 1947-48, and represents increased costs of operation due to price increases and regular salary adjustments.

### **DIVISION OF LOCAL HEALTH SERVICES**

The amount budgeted is \$59,252, a decline of \$1,726 over 1947-48. We recommend approval for the amount required.

#### **For Additional Support of the Department of Public Health Payable from the Public Health Fund**

Item 313 of the Budget Bill and page 661 of the Budget. The amount requested is \$481,385. This request represents the amount required to cover costs of cannery inspection which is a self-supporting activity. Amounts from cannery inspection fees are paid into the Public Health Fund.

#### **Recommendation**

We recommend approval of the amount requested.

### **PUBLIC UTILITIES COMMISSION**

#### **For Support of the Public Utilities Commission from the General Fund**

Item 314 of the Budget Bill and page 663 of the Budget. The amount requested is \$1,218,315 from the General Fund. This is an increase of \$44,922 or 3.83 percent over 1947-48.

During the years following the war this commission has expanded its staff and activities greatly, due to the growth of the State, general economic and financial prosperity, and increased requests for changes in rates due to cost and general price increases. The growth in formal filings from 880 in 1944-45 to 1700 in 1947-48, has reflected these factors. Likewise, decisions and orders issued, have increased from 985 in 1944-45 to 1800 in 1947-48.

For the first time since the war period, however, the 1948-49 Budget request of the Public Utilities Commission shows no substantial expansion. It is based on an estimated number of formal filings which remains unchanged at 1700 in 1948-49. Likewise, decisions and orders issued is projected to be 1800, while administrative workload shows only moderate increases.

There are several factors, therefore, which operate to reduce the amount of work which must be done by the commission during 1948-49. In the first place the administrative duties associated with the adding of new personnel, and organization of procedures and staff to accommodate the increase in workload should fall off. In the second place, the stabilization or fall in prices should decrease the number of requests for rate changes, and thereby also reduce the work of the commission. It is almost certain that no further price inflation is now in sight, although some costs may rise further and many adjustments have yet to be made.