

Analysis

This is a repeat request for funds to provide for similar positions to those requested in the 1947-48 Budget and which were disallowed at that time. The present four positions would provide for two deputies attorney general and two senior legal stenographers.

In view of the specialized activity of the Federal Government in the antitrust field, it is obvious that the really big cases that might be developed in California would in most cases have interstate relationships and would therefore be within federal jurisdiction. Thus, the activity of the State should be limited to cases having an intrastate aspect only. The agency has already experienced some limited activity in this field with present personnel staffing. Expansion of this activity through specialization to the degree indicated by the budget request does not appear warranted.

Attention is directed to the fact that the prime responsibility for enforcement of this act starts at the district attorney level. Thus added stimulus at this stage should be one of the objectives of the department, rather than assuming the burden as a direct responsibility.

DEPARTMENT OF METAL HYGIENE—SUMMARY OF BUDGET REQUEST

Items 168-185, Inclusive

The increases proposed in the 1949-50 Budget for the 11 mental institutions in the Department of Mental Hygiene are for the most part the *result of a uniform raising of the standard of care in the mental hospitals and homes* and to care for added population. For that reason it is logical to analyze the proposed increases on the basis of the total program underlying the requested raising of standards, and to consider at the same time the problem facing the State in meeting the added population.

During the past few years the budget of the Department of Mental Hygiene has been predicated upon raising the degree of care given to patients in the state mental institutions systematically to a level comparable with those of the most advanced states in the Union and without considering the advantages we have in climate and production. To this end the State increased appropriations for specialized treatment, for medicines and equipment; it strengthened the research program at Langley Porter Clinic, steadily increased the ratio of doctors, nurses, attendants and other specialized personnel in the institutions, and increased expenditures for food in order to obtain the fullest benefits from improved knowledge of dietetics. At the same time the State acquired two additional hospitals and has initiated a large-scale building program to attempt to reduce the problem of overcrowding. On the theory that it would reduce the number of persons required to be institutionalized, the department undertook to establish five out-patient clinics in the cities of Los Angeles, San Diego, Fresno, Sacramento, and Berkeley.

As a result of this expanded program, California now stands among the first seven states in level of care as measured by ratios of nurses and attendants per patient. This comparison is shown for 1948-49 as follows:

<i>State</i>	<i>Institution population</i>	<i>Patients per position</i>
1. New York -----	77,520	5.2
2. Colorado -----	4,945	5.8
3. Michigan -----	15,576	6.2
4. Massachusetts -----	22,506	6.5
5. Illinois -----	33,712	6.6
6. California -----	30,196	6.7
7. Pennsylvania -----	35,702	7.4

This comparison shows that only New York and Colorado have ratios of nursing personnel significantly higher than California. In Colorado this has occurred as a result of a recent campaign to correct what was formerly a deplorable condition in the state hospitals. However, because of the much smaller population Colorado is not as good for purposes of comparison as the other large industrial states of New York, Michigan, Pennsylvania, and Illinois. The fact that California has attained a high rank comparable to these states is even more significant because of the number of nurses and attendants required for California's institutions should be minimized due to climatic conditions which permit greater use of the extensive facilities provided for outside activities of patients, including the farming operations.

Having achieved this high level of care, what has been the effect on reducing the number of cases in state mental institutions? Rather than seeing a reduction in total cases, the number of additional patients is steadily increasing. Much of this problem is caused by the constant influx of persons into California, thereby adding to the number seeking admission to the mental hospitals. However, the increase in level of care has undoubtedly also contributed to adding to the number who now seek admission to the institutions, by reducing the aversion to admission of those formerly cared for in private homes or institutions at no cost to the State. There is also small hope that the improved level of care and treatment will significantly reduce the number of added patients by increasing the number of patients who can be discharged as cured. During the 10-year period from 1940-41 to 1949-50 the resident population in the mental institutions is estimated to increase by 40 percent, or from 23,545 to approximately 33,013 persons. It is generally estimated that this trend will continue, and in fact, the trend of the last two years indicates that it will probably be necessary to construct one new mental institution approximately each year and a half in order to meet the increase in mental cases requiring institutionalization.

As the State becomes more industrialized and heavily populated the number of persons admitted to institutions per unit of population tends to increase. As California is now low in this respect relative to other large states, a gradual increase in the ratio of mental cases is a factor which should be considered in determining future costs. The number of

mental cases per 100,000 of population for the major states which rank highest in degree of state mental care is shown as follows for 1945 :

State	Rate per 100,000 population
New York -----	610
Massachusetts -----	565
Illinois -----	418
Michigan -----	386
Pennsylvania -----	376
California -----	326

Should California's rate of 326 cases per 100,000 population increase up to the national average of 363 per 100,000 it would mean that with no change in the State's 10,000,000 population an additional 3,700 people would be committed to mental institutions. This prospective condition is made more serious because already, due to lack of facilities, the State's mental institutions are, according to the department, 30 percent overcrowded, despite the recent acquisition of two new hospitals.

This analysis of the existing situation and a contemplation of the future prospects raises the fundamental question of how far the State should go in raising the degree of care beyond its present high level, in the face of the overwhelming numbers being added to the institutions each year. *Should the State, with the funds available, concentrate on providing adequate care to all the persons who actually require care by the State, or should it attempt to raise the level of care even higher, when to do so may mean to jeopardize meeting the mounting problem of added patients in state mental institutions?*

Inasmuch as the Department of Mental Hygiene states that it is problematical whether additions to the level of care will produce a significantly greater number of effective cures, it would appear that diminishing returns will be secured by further raising these standards at this time.

We, therefore, repeat our recommendation made last year, that there be established in the building program for new mental institutions a model mental hospital, designed in accordance with the department's concept of the finest staff and facilities available and that this hospital be staffed and operated in such a manner as to provide the most advanced psychiatric treatment possible. This institution would serve as a special laboratory to apply and use all methods and means for curing mental illness. Its demonstrated achievements could be distributed with benefit to the other mental institutions, and it is our belief that the permanent value of this type of program would be far greater than the proposed program of dissipating the available funds throughout all the state hospitals, at a rate of diminishing returns by having a costly receiving and treatment center at each.

If the program we propose is adopted and proves to be successful, it will relieve the State of the present tremendous outlay for light treatment centers and the prospective overwhelming burden of added mental cases, and will provide a social benefit of almost unparalleled magnitude. The fundamental idea in such a program has already been initiated at one of the state hospitals on a limited basis, although the physical facilities

and medical personnel at this hospital are not adequate for the total effort contemplated in our proposal.

The Department of Mental Hygiene's statement that it cannot assume the responsibility for attempting to build and staff one such hospital on the grounds that it would be administratively difficult to assign patients to this model hospital is certainly not logical. Yet this was the reason given by the department for refusing to consider such a proposal made by the Legislative Auditor in connection with the 1948-49 Budget request. This is a further demonstration of the inability of the top management to handle the serious and stupendous problems of the department.

On the one hand, the management of the department states that they do not yet know how to cure the majority of mental cases committed to the state hospitals, and that the handling of the existing problem will require the building of a complete new hospital every year and a half, unless the emphasis is shifted from custody to treatment and cure of patients. On the other hand, they refuse for minor administrative reasons to consider the opportunity of making the very type of all-out effort they claim is necessary. It is obvious that the physical responsibility of securing doctors and psychiatrists and trained nurses for an all-out program of experimentation in *all* of the mental hospitals (as demonstrated by an inability to secure even all of the positions budgeted in the current fiscal year) will preclude establishing the type of intensive program desired on a uniform basis in all the hospitals. *It is also obvious that the physical condition of the older hospitals is not adequate for the fullest possible effort.*

Under the existing system the department has raised custodial care to approximately the highest level in the country without taking adequate steps to find the real solution to the problem. *Our recommendation is to continue to provide this high level of care, and to continue the necessary building program as rapidly as possible, but we also ask that the department take bold steps to meet this problem by the most direct fashion, to find out how it can reduce the incidence of mental illness. We recommend that the Department of Mental Hygiene prepare a report on the type of institution and staff and medical equipment and supplies it will need to make this intensive effort, and that the Legislature approve such an institution and its operating budget.*

The Legislative Budget Committee asked the Department of Mental Hygiene in 1943 and subsequently for a list of all the facilities and equipment which it needed to give all-out treatment to its patients, and to this date the committee has not received a reply to this request. We, therefore, recommend that the Department of Mental Hygiene be requested to prepare the above-described report forthwith, and that an appeal be made to the Governor to secure his cooperation in seeing that this is done.

This is specifically recommended at this time of declining revenues and increasing burdens in our mental institutions so that the Legislature will not be asked to appropriate more and more funds to the Department of Mental Hygiene without being furnished some definite evidence of the results that are being secured over and beyond merely a recitation of the custodial care that is being given to an ever increasing number of patients.

GENERAL RECOMMENDATION

It is recommended, therefore, that no general increase in the level of care be approved in this Budget, but that emphasis be placed on providing the facilities necessary to meet the problem of the added numbers of mental cases, and that the State also continue to support without limitation the research program at Langley Porter Clinic in order to attempt to discover the means for reducing mental disease.

This recommendation provides for no proposed reduction in number of doctors or psychiatrists from the budget request. However, it reduces the number of additional nurses and attendants from 393, as proposed, to 61. This will maintain the existing level of service and take care of the estimated number of new patients in all the mental institutions. It would effect a saving of \$685,440 in salaries and wages. In addition, there would be a saving in operating expenses and equipment for these positions.

A number of specialized medical or therapist personnel are also budgeted to provide for increased standards of service and to take care of the increased resident population, as well as other miscellaneous personnel such as cooks, bakers, laundry supervisors and the like, costing \$281,489, and clerical personnel costing \$76,920.

Our recommended policy of maintaining the existing level of service in order to concentrate on meeting the problem of additional mental cases, will effect a reduction in the proposed cost of these miscellaneous and clerical personnel totaling \$38,508 in salaries and wages.

A survey of the equipment requests for the various state mental hospitals indicates, first, that there has been an inadequate scrutiny by the department of many individual items requested for homes of officers and employees; and secondly, the amounts requested for replacement of equipment items have favored homes of officers and employees at the expense of patient wards. It is, however, far more essential from the standpoint of carrying out an effective program for the cure of the mentally ill to provide pleasant and adequately equipped surroundings for patients than it is to provide elegant homes for employees. A study of actual conditions in the state hospitals in some instances affords a decided contrast in conditions as between the wards and the employees' homes.

We recommend, therefore, that the total amount requested for replacement of furnishings and equipment for homes of officers and employees at all state mental hospitals be reduced by half, but that the amounts requested for furnishings and equipment of wards be approved in their entirety. The amounts which can be eliminated from the budgets of the state mental institutions as a result of carrying out this recommendation will be shown as reductions in the equipment requests of each of the respective institutions.

A striking contrast is also shown in the feeding rations of patients and employees in the mental hospitals. An analysis of the food administrator's rations shows that employees rations are far more generous than those of patients. For example, provision is made for a total of 10 varieties of canned vegetables to be served in the mental institutions. The food administrator's instructions show that employees receive all of these 10 varieties—patients receive only two, consisting of beans and tomatoes. Employees, in addition to receiving beans and tomatoes, receive asparagus tips, corn, green sweet peas, pimiento, spinach, and sauerkraut. The

food administrator's ration shows that canned asparagus tips, a luxury item, is allotted to employees in amounts per person almost equal to the patients' total allotments of solid pack tomatoes, which is the largest canned vegetable factor in their ration.

The same situation is true of fish. *Employees receive luxury items of clams, crabmeat, oysters, tuna, shrimp, salmon, and sardines. Patients receive only codfish, salmon, and sardines.*

With respect to meats, it should be recalled that the Department of Mental Hygiene, in its previous budget, requested and received, a substantial expansion in its food ration in order to provide for a strengthened protein diet to patients as a means of improving the general health of patients. Examination of the meat rations as between patients and employees, however, indicates that *the total of all varieties of meat served per employee is 42 percent greater than the total of all varieties of meat included in the ration even to those patients who are under special treatment.* For general patients, the percentage of disparity between rations of meat for employees and patients is even greater. For example, in spite of the emphasis given to the production of hogs at the mental institution farms, no provision is made for ham or bacon in the ration to the general patients, this being reserved almost entirely for employee rations.

Despite having poultry ranches at nearly all of the state institutions, no provision is made in the food administrator's report for poultry in the ration of general patients or patient workers at the hospitals, and the poultry ration for patients under treatment is only half that given to employees. The ration of fresh eggs for employees is approximately three times that for general patients, workers and those in the nursery, and twice that for patients under treatment.

The ration of dairy products from the extensive dairy operations at the state hospitals likewise finds employees favored over patients. *Employees receive over twice the amount of butter and all of the cream.* The ration of fresh milk, however, is liberal to patients, being the same for general patients as for employees and almost twice the amount for patients under treatment as for employees.

If the ratio of the number of employees to the number of patients were small, the significance of this discrimination would not be so great, but in view of the great increase in the number of employees in the hospitals to where in 1949-50 there is one employee budgeted to each 4.8 patients in the mental hospitals this discrimination is very real.

It is recommended that a complete reexamination be made of the work of the food administrators, their authority, and their program. Scrutiny should also be made of the manner in which the ration is administered by employees in the mental hospitals. The practice of allocating choice cuts of meat to employees and giving the remaining bones and cheaper cuts to the patients has been pointed out by the Division of Audits of the Department of Finance. This is further aggravated by the pricing practices followed by the institutions, where employees are supplied the choice cuts of meat at prices equal to the purchase price per pound for the entire carcass of the animal, bones and all. This has been mentioned in reports of the Division of Audits in more than one state hospital. Our analysis indicates that much could be done to correct this problem of discrimination in food rations, and to increase the food ration for patients and reduce the costs.

DEPARTMENT OF MENTAL HYGIENE—DEPARTMENTAL ADMINISTRATION

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

Item 168, page 36 of the Budget Bill and page 428 of the Budget. The amount requested is \$850,046 from the General Fund for support of the Department of Mental Hygiene. *This is an increase of \$125,943, or 17.4 percent over the amount of \$724,103 estimated to be expended in the 1948-49 Fiscal Year.*

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries -----	\$32,979	428
Salary savings -----	3,744	428
Operating expense -----	7,323	428
Equipment -----	2,646	428
Total -----	\$46,692	
Budgeted increase for new or expanded service:		
Salaries -----	\$20,448	428
Operating expense -----	33,320	428
Equipment -----	25,483	428
Total -----	\$79,251	

Recommendations

Amount budgeted -----	\$850,046
Legislative Auditor's recommendations -----	834,598
Reduction -----	\$15,448

Summary of Recommended Reductions

<i>Administration:</i>	<i>Amount</i>	<i>Budget page</i>
Deputy director (Los Angeles area) -----	\$5,772	428
Property investigator -----	3,216	429
Assistant personnel technician -----	3,720	429
Extramural Care:		
Telephone -----	2,740	
	\$15,448	

Analysis

The Budget recommends that Section 152 of the Welfare and Institutions Code be amended to increase the salary of the Director of Mental Hygiene from \$10,000 to \$12,000 per year. Accordingly, the amount budgeted for the salary of the director has been increased to \$11,667. We concur in this, but only on the basis that the present director, who has clearly demonstrated that she is incapable of directing this department, be replaced by a competent medical director or business manager.

The lack of competent and effective administration at the head of this department during this critical period of extraordinary growth in size and in appropriations has not only been costly but has seriously retarded the progress which should have been expected from the expanded mental hygiene program. The significance of this statement will be further recognized when we recount that during this period the Department of Mental Hygiene was reorganized from the Department of Institutions so that

there might be concentration on the mental hygiene problem. This was also the period of greatest growth of the population in the State and consequently in the mental hygiene problem. It is the period during which the largest capital outlay program for mental hygiene was instituted and is still under way. The building program itself has suffered from indecision and the lack of specific plans coordinated with the needs of the several institutions. The position of director of this department is one of the most important in the Governor's Council and the most important of its kind in the United States. The very highest ability available should be sought out to administer this department.

We recommend that the position of deputy director, Los Angeles Area, line 64, Budget page 428, be eliminated. This is an exempt position. However, the duties performed by the existing position are negligible, and are not essential to the operation of the department. Elimination of this position will save \$5,772 in salaries and wages.

We recommend that the request for a property investigator, line 61, Budget page 429, at a cost of \$3,216 be not granted. We repeat our recommendation made last year in connection with a similar request, that this position, which is for the purpose of taking care of the property of patients, should be handled by the hospitals to which patients are assigned, and prior to that on the local level by sheriffs and local welfare agencies. It is more economical and effective to operate out of the individual hospitals than to have a man traveling all over the State, with the added cost and delay incidental thereto.

We recommend that the request of the accounting and fiscal section for an accounting officer grade 3 at a cost of \$4,512, and temporary help at a cost of \$6,840 be granted. These positions are for reviewing property and equipment records at the 11 institutions and bringing these records up to date.

We recommend that the request for an assistant personnel technician, line 67, Budget page 429, at a cost of \$3,720 be not granted. *Some of the work of this office could be eliminated by reducing the number of special classes of personnel employed in the institutions' farms, in accordance with the recommendation of the Joint Agriculture and Livestock Problem Committee.* In our analysis of the State Personnel Board we point out the excessive number of classes in the State. Much of the reason for this arises from the demands made by departmental personnel officers for the special classes, in opposition to the wishes of the Personnel Board. We also emphasize that it will be easier to recruit personnel in 1949-50 than it has been since 1940, and that this can be handled by the recruiting section of the Personnel Board instead of in the personnel offices of the various departments.

We recommend that the request for a key punch operator Grade 2 at a cost of \$2,160, and an intermediate clerk (temporary) at a cost of \$2,160 be granted on the basis of work load.

We recommend that the request for an assistant supervisor of collections (\$3,540), senior clerk (\$2,520), two intermediate stenographer-clerks (\$4,560) and an intermediate typist-clerk (\$2,160) to strengthen the collections section be granted. This increase of five positions to the collections unit, lines 72 through 75, Budget page 429, at a total cost of \$12,780 should justify itself by increased collections per patient, as well

as by a greater number of patients being charged. We believe that these positions should be reviewed after a reasonable length of time to evaluate the results.

We recommend that the request for an assistant construction inspector at a cost of \$4,092 be granted. The existing position which was granted last year is not adequate to attract a capable person. The large building program facing the department justifies this position.

Operating Expense—Administration

The operating expense for administration has increased from \$62,236 in 1948-49 to \$102,579 in 1949-50. This \$40,343 increase is made up largely by a \$29,760 increase in rent of new quarters in Sacramento which is shared with the Department of Education, \$4,260 increase in equipment rental in the statistics section, which is being expanded, \$3,560 for microfilm operations which we approve for a year, and lastly \$800 increase in maintenance inspection traveling due to the requested assistant construction inspector, which we have approved. The above items account for \$38,380 of the increase in operating expense of \$40,343. The balance is due to general price increases over 1948-49 price levels.

Extramural Care

No additional positions are requested for the 1949-50 Budget Year.

We recommend that the request for \$5,480 for telephone and telegraph, line 56, Budget page 430, be reduced by 50 percent to \$2,740. The present request represents a telephone bill of \$457 per month which is due mainly to a large number of unnecessary long-distance phone calls in this program.

This extramural care program consists of a supervisor, 6 supervising psychiatric social workers, and 52 psychiatric social workers. The type of work that the Bureau of Extramural Care is engaged in is not of an emergency nature in which it is imperative to use the telephone in lieu of a letter or teletype.

The request of nine new automobiles at a cost of \$16,200 is the big factor in the equipment request for the Bureau of Social Work which shows an over-all increase of \$14,887 above the amount of \$9,951 budgeted in 1948-49.

In connection with the operation of the Bureau of Social Work we point out that it has suffered in its relationship with the parole program of the various mental institutions by a lack of administration from the top. The principal reason given by the department for removing the administration of this program from the various hospitals and bringing it under departmental administration was to develop a more coordinated and effective system. Because of weak direction from the highest administrative authority in the department, many institutions have administered the parole program as they have seen fit, which has been so often at complete variance with the policy and operation of the central extramural care office, that the entire program has suffered badly. Instances of duplication of effort, lack of coordination and circumvention are numerous. *We recommend that unless this program can secure the results which the*

department has represented should be obtained from centralized administration, that the program either be returned to the individual institutions for administration, or be abolished.

For Support of Transportation of Patients Committed to State Institutions of the Department of Mental Hygiene

Item 169, page 36 of the Budget Bill and page 431 of the Budget. The amount requested is \$108,190.

Recommendations

We recommend that Item 169 be approved in the amount requested.

For Support of Deportation and Institution Transfers of Patients from the State Institutions of the Department of Mental Hygiene

Item 170, page 36 of the Budget Bill and page 431 of the Budget. The amount requested is \$81,000.

Recommendations

We recommend that Item 170 be approved in the amount requested.

For Support of Family Care of Patients Paroled or on Leave of Absence from State Institutions of the Department of Mental Hygiene

Item 171, page 36 of the Budget Bill and page 431 of the Budget. The amount requested is \$81,000.

Recommendations

We recommend that Item 171 be granted as requested.

DEPARTMENT OF MENTAL HYGIENE—OUTPATIENT MENTAL HYGIENE CLINICS

For Support of the Outpatient Mental Hygiene Clinics from the General Fund

Item 172, page 36 of the Budget Bill and page 433 of the Budget. The amount requested is \$237,316 from the General Fund for support of the Outpatient Mental Hygiene Clinics. This is an increase of \$13,068 or 5.8 percent over the amount of \$224,248 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Los Angeles Clinic -----	\$2,820	----
Fresno Clinic -----	3,187	----
San Diego Clinic -----	3,659	----
Sacramento Clinic -----	3,402	----
Administration -----	4,149	----
Berkeley Clinic -----	1,987	----
Outpatient clinics at hospitals (8 months operation 1948-49) -----	23,817	----
Total -----	\$43,021	
Less Federal money (additional) -----	—29,953	
Total increase -----	\$13,068	
Budgeted increase for new or expanded service:		
None -----		

Recommendations

Amount budgeted -----	\$237,316
Legislative Auditor's recommendations -----	\$237,316
Reduction -----	None

Analysis

No new positions are requested for 1949-50, and the operating expenses, up \$6,407 from the amount of \$48,320 estimated for expenditure in 1948-49, appear reasonable. Equipment is budgeted at \$3,700.

These clinics were established on the basis that outpatient service of this type will prevent many cases from entering mental hospitals, and therefore save far more than the cost of operation of the clinics. *The continuance of these clinics is a matter of policy, inasmuch as it is impossible to measure statistically whether such clinics act to discover additional mental cases in greater numbers than they are able to effect a reduction in admissions to mental hospitals by securing early adjustments of mental cases.*

We recommend that the amount requested be approved.

DEPARTMENT OF MENTAL HYGIENE—LANGLEY PORTER CLINIC

For Support of Langley Porter Clinic from the General Fund

Item 173, pages 36 and 37 of the Budget Bill and page 437 of the Budget. The amount requested is \$702,299 from the General Fund for support of Langley Porter Clinic. This is an increase of \$58,699 or 9.1 percent over the amount of \$643,600 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Administration -----	\$4,229	437
Support and subsistence -----	9,184	438
Care and welfare -----	30,472	439
Maintenance and operation of plant -----	3,111	439
	<hr/> \$46,996	
Budgeted increase for new or expanded service:		
Administration -----	\$363	437
Support and subsistence -----	1,034	438
Care and welfare -----	9,476	439
Maintenance and operation of plant -----	830	439
	<hr/> \$11,703	

Recommendations

Amount budgeted -----	\$702,299
Legislative Auditor's recommendations -----	\$702,299
Reduction -----	None

Analysis

Positions requested for new or expanded service include:

Motion picture operator (part time) (line 13, Budget page 438) -----	\$264
1 Occupational therapist (line 40, Budget page 439) -----	2,772
1 Surgical nurse (line 41, Budget page 439) -----	2,772

Positions budgeted on the basis of increased work load include:

1 Groundsman and flower gardener (0.7) (line 79, Budget page 439) --- \$1,387

This position is requested because of additional acreage at the clinic.

Operating expense has increased from \$114,745 in 1948-49 to \$136,215 in 1949-50. This increase of \$21,470 includes \$11,100 for increased feeding of which \$9,750 is reimburseable expenses for meals to employees. For this reason, operating expenses for hospital purposes have actually increased a net of \$11,720 instead of the \$21,470 gross as shown. Of the \$11,720 increase, \$7,300 is for an increase in medical care.

Equipment has increased from \$10,420 in 1948-49 to \$21,005 in 1949-50. This is an increase of \$10,585. (\$5,895 for additional equipment, and \$4,690 for replacement.)

In line with our over-all recommendation for the Department of Mental Hygiene, we propose that no limitation be placed on the Budget request of Langley Porter Clinic, in order that this institution be allowed to carry out the fullest possible research program.

We recommend that Item 173 be approved for \$702,299 as requested.

We further recommend that this research and teaching institution be turned over at once to the University of California and that the Department of Mental Hygiene refer all cases for observation and research to this institution and other services be contracted for on a cooperative basis. We believe the present problems of management will be solved and better results secured.

DEPARTMENT OF MENTAL HYGIENE—AGNEWS STATE HOSPITAL

For Support of Agnews State Hospital from the General Fund

Item 174, page 37 of the Budget Bill and pages 441 through 446 of the Budget. The amount requested is \$2,959,503 from the General Fund for support of Agnews State Hospital. This is an increase of \$182,603 or 6.6 percent over the amount of \$2,776,900 estimated to be expended in the 1948-49 Fiscal Year. In addition to the estimated expenditure of \$2,776,900 for the 1948-49 Fiscal Year, \$15,200 was granted for replacement of fire loss and \$159,550 for restoration of normal operating complement of supplies and equipment. Total expenditures for 1948-49 were \$2,951,650.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Administration	\$13,000	441
Support and subsistence	31,958	442
Care and welfare	105,548	443
Maintenance and operation of plant	24,062	444
Farming and processing	8,219	445
Totals	\$118,871	
Budgeted increase for new or expanded service:		
Administration	\$2,640	441
Support and subsistence	8,052	442
Care and welfare	53,040	443
Totals	\$63,732	

Recommendations

Amount budgeted	\$2,959,503
Legislative Auditor's recommendations	2,889,251
Reduction	\$70,252

Summary of Recommended Reductions

Administration		
Senior account clerk	2640	\$2,640
Support and Subsistence		
Assistant laundry supervisor		2,772
Institution cooks		5,280
Housekeeping—replacement		4,000
Care and Welfare		
Hospital attendants	28,560	(9) 53,040
Assistant clinical laboratory technician		2,520
Total		\$70,252

Analysis

In the over-all analysis of the proposed budgets for the various mental institutions, it was pointed out that the level of care attained in state mental hospitals as a result of the systematic improvements provided for during the past few years is among the highest in the country, and combined with the natural advantages which the State possesses in the way of climate and location, California's mental hospitals may offer degree of care which is inferior possibly only to that of New York. We have also pointed out the magnitude of the problem of providing institutional care for the rapidly increasing number of patients who annually enter California's mental institutions.

In view of this overwhelming problem, which will require the addition of approximately one new mental hospital each year and a half, it was recommended that California endeavor to maintain its present high level of care and to make adequate provision for the number of new cases which enter state hospitals each year. We pointed out that medical science has as yet found no comprehensive solution to mental illness and that until such a solution is found, the department will continue to face the problem of added numbers of mentally ill persons, a statement which has been frequently made by the Department of Mental Hygiene. For this reason, we further recommend that the Langley Porter Clinic continue its research program to discover the cause of mental illness and also recommend that the Department of Mental Hygiene establish a model hospital staffed to make an all out effort to discover a cure for mental diseases.

In line with this over-all proposal, to not provide for a general expansion of the level of care in all the mental hospitals, *we recommend that the request for 35 additional hospital attendants, line 28, page 444 of the Budget, be reduced to nine.* This will provide for estimated increases in resident population at Agnews State Hospital at the same level of care as was provided in the 1948-49 Fiscal Year. It will effect a saving of \$53,040.

We recommend approval of the proposed position of senior physician and surgeon costing \$6,360, line 30, page 444 of the Budget.

We recommend approval of two intermediate stenographer-clerks costing \$4,560, line 39, page 442 of the Budget. One of these positions is

for the doctors' clerical pool which is requested on the basis that it will provide needed improvement in clerical records. It was pointed out by the department, in making this request, that it has been a common practice for institutions to borrow clerical help from the doctors' pool and that a new system is being devised which will prevent this from taking place in the future. It is only with this understanding that we recommend approval. In this connection, we point out that the improvement in the doctors' clerical pool should serve to improve the face sheets or patient records that are sent to the Bureau of Social Work with parolees. At the present time, many of these face sheets are sent out with completely inadequate records, which requires that much of the time of social workers is spent in compiling necessary data from other sources and from interviews with the parolee.

The other intermediate stenographer-clerk requested on line 39, page 442 of the Budget is for patients' board and investigation. This position can be justified only on the basis that collections made as a result of this strengthening of the collections unit in the institutions will greatly exceed the cost of the added position. Inasmuch as there is substantial improvement to be desired in the collection unit, we recommend approval of this position.

We recommend that one senior account clerk costing \$2,640 and shown on line 41, page 442 of the Budget be eliminated. A similar position is proposed for six of the 11 institutions. On the basis of increased population, there are only two of the institutions, Stockton and Camarillo, that can justify this additional position. Napa, Patton, and Agnews State Hospitals have gradually declined in population during the last four years, and Mendocino State Hospital has experienced only a very small increase over the same period.

We recommend that the position of assistant laundry supervisor costing \$2,772 and shown on line 30, page 443 of the Budget be not allowed as this position cannot be justified on the basis of increased work load.

We recommend elimination of two institution cooks costing \$5,280 shown on line 28, page 443 of the Budget, on the basis that the population increase of only 66 patients does not justify these additional positions.

On the same basis, we recommend that the assistant clinical laboratory technician, line 31, page 444 of the Budget, be eliminated, saving \$2,520.

Operating expenses at Agnews State Hospital have decreased \$21,196 from 1948-49 due largely to a decrease in feeding costs of \$26,830 because of anticipated reduction in food prices.

The amount budgeted for equipment appears to be reasonable and provides for a modest program of replacement. However, a line with our over-all recommendation that strict economy should be practiced with respect to replacement of furnishings of quarters of officers and employees, we recommend that \$8,000 budgeted for this purpose be reduced 50 percent to \$4,000, line 51, page 443 of the Budget.

DEPARTMENT OF MENTAL HYGIENE—ATASCADERO STATE HOSPITAL

For Support of Atascadero State Hospital from the General Fund

Item 175, page 37 of the Budget Bill and page 447 of the Budget. The amount requested is \$20,250 from the General Fund for support of Atascadero State Hospital. This is an increase of \$8,250 or 68.8 percent over the amount of \$12,000 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages -----	\$2,985	447
Operating expense -----	2,115	447
	<hr/>	
	\$5,100	
Budgeted increase for new or expanded service:		
Operating expense -----	\$600	447
Equipment -----	2,550	447
	<hr/>	
	\$3,150	

Recommendations

Amount budgeted -----	\$20,250
Legislative Auditor's recommendation -----	None
	<hr/>
Reduction -----	\$20,250

Analysis

The Legislative Auditor recommends that the State of California abandon immediately the proposed plans for building a mental institution of the type proposed at the present location at Atascadero, and that this site be disposed of while the market is still favorable.

In the first place if this property is not be be used for agricultural purposes, or if it cannot be used successfully for agricultural purposes, then the State should not have purchased agricultural land and water bearing land with sufficient water for agricultural purposes. If agriculture is not to be carried on, the State should not have purchased a large acreage for a maximum security institution. A much smaller acreage at a much cheaper price with much cheaper building sites with much less cost for security could have been acquired.

Secondly, if this land is operated for agricultural purposes, it will be found to be unsound, uneconomical, and all but impossible to operate profitably. Good agricultural land is limited at this site and is cut up into small odd-shaped fields, which will be costly to operate. The whole site is very irregular in elevation and cut in two by a main line railroad. These factors present many problems of management and operation which it is very doubtful can be successfully overcome except at an unnecessarily high cost.

While the water which can be developed is apparently adequate for agricultural purposes, it must be pumped relatively long distances for small agricultural areas. This means costly installation, costly operation and high cost of maintenance. With the exception of only 190 acres of flat land in irrigation or subject to irrigation, which is adjacent to the

river, and another small area in one of the ravines in the southwest, and other small areas totaling in all less than 120 additional acres which is arable and under cultivation but not irrigated, the rest of the site, or approximately 900 acres, is of little value agriculturally. It is hilly land, and in some places quite rocky, covered with brush and scrub oak and with sparse grass. It is not even good range land.

Criticisms have been made of Sonoma where there is little good land and less water; of the necessity to buy more agricultural land for Preston, for Agnews, for Napa, for Pacific Colony, for Patton, and for Stockton. The shortcomings of Fricot, which hardly has had enough land for a good garden and a costly maintenance problem in the water system are generally known. The only state institutions sites which have had enough agricultural land from the beginning and some to spare are at Camarillo and Chino.

The mistakes made at other institutions have been taken note of in the purchase of the Soledad site, the Tracy site, the Porterville site, and other sites purchased recently, but it is not felt that the same foresight has been exercised in relation to the Atascadero site.

We, therefore, recommend that this site be disposed of, and a more satisfactory site be acquired as early as possible, selected for the type of institution to be built on it.

DEPARTMENT OF MENTAL HYGIENE—CAMARILLO STATE HOSPITAL

For Support of Camarillo State Hospital from the General Fund

Item 176, page 37 of the Budget Bill and page 448 of the Budget. The amount requested is \$3,965,811 from the General Fund for support of Camarillo State Hospital. *This is an increase of \$357,398 or 9.9 percent over the amount of \$3,608,413 estimated to be expended in the 1948-49 Fiscal Year.* In addition to the \$3,608,413 estimated to be expended in 1948-49, \$164,840 was granted for restoration of normal operating complement of supplies and equipment making a total expenditure for 1948-49 of \$3,773,253.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Administration	\$21,818	448
Support of subsistence	39,339	448
Care and welfare	155,922	448
Maintenance and operation of plant	14,985	448
Farming and processing	15,178	448
Total	\$247,242	
Budgeted increase for new or expanded service:		
Support and subsistence	\$5,076	449-450
Care and welfare	104,040	450-451
Maintenance and operation of plant	1,040	451-452
Total	\$110,156	

Recommendations

Amount budgeted	\$3,965,811
Legislative Auditor's recommendation	3,853,555
Reduction	\$112,256

Summary of recommended reductions

Administration:		
Institution storekeeper, grade 1	3,216	\$3,216
Support and Subsistence:		
Housekeeping—replacement		5,000
Care and Welfare:		
Hospital attendants	40,800	40 104,040
Total		\$112,256

Analysis

In line with our over-all recommendation to restrict increases for care and welfare in mental institutions to provide for added population costs at the same level of service as prevail in 1948-49, we recommend elimination of 51 of the 62 proposed new positions of hospital attendants. This will provide 11 positions to take care of added population. These are shown on line 22, page 451 of the Budget. This reduction will effect a savings of \$104,040.

We recommend approval of the position of senior account clerk costing \$2,640 shown on line 32, page 449 of the Budget. Camarillo State Hospital is estimated to experience the largest population increase in 1949-50 of any of the state mental hospitals.

We recommend approval of two positions of intermediate stenographer-clerk costing \$4,560 to strengthen the doctors' clerical pool and for patients' board and veterans' investigation.

We recommend elimination of one institution storekeeper, grade 1, line 18, page 449 of the Budget, costing \$3,216. The Division of Audits, Department of Finance, has pointed out that there is no justification for this position and that two storekeepers would be sufficient at Camarillo State Hospital. It was also noted in the audit report that many persons at Camarillo have been working out of their classification. This becomes an expensive practice and it is therefore recommended that a study be made at this hospital to determine savings which could be made by correcting this practice and that appropriate measures be taken by the department.

We recommend that the position of assistant laundry supervisor costing \$2,916 shown on line 22, page 450 of the Budget, be approved on the basis of the increase in population estimated for 1949-50 at Camarillo State Hospital.

We recommend that the amount of \$10,000 for replacing furniture, rugs and equipment for employees' quarters be reduced by 50 percent to \$5,000. This item is included in the amount budgeted for equipment on line 44, page 450 of the Budget. This is in line with our over-all recommendation that more economy be shown in budgeting amounts for this purpose.

DEPARTMENT OF MENTAL HYGIENE—DEWITT STATE HOSPITAL

For Support of DeWitt State Hospital from the General Fund

Item 177, pages 37 and 38 of the Budget Bill and page 454 of the Budget. The amount requested is \$2,672,997 for support of DeWitt State Hospital. This is an increase of \$259,037 or 10.7 percent over the amount of \$2,413,960 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Administration -----	\$15,387	454
Support and subsistence -----	92,179	454
Care and welfare -----	76,116	454
Maintenance and operation of plant -----	25,795	454
Total -----	\$209,477	
Budgeted increase for new or expanded service:		
Support and subsistence -----	\$2,640	455-456
Care and welfare -----	46,920	456-457
Total -----	\$49,560	

Recommendations

Amount budgeted -----	\$2,672,997
Legislative Auditor's recommendations -----	\$2,623,437
Reduction -----	\$49,560

Summary of Recommended Reduction

Support and Subsistence:		
1 Assistant laundry supervisor -----		\$2,640
Care and Welfare:		
23 Hospital attendants -----	22,440	(23) 46,920
Total -----		\$49,560

Analysis

In line with our over-all recommendation that the level of care in the state mental hospitals be continued unchanged but that provision be made for added population, we recommend that approval be given to the proposed position of one senior physician and surgeon costing \$6,360 but that the amount of \$46,920 for 23 hospital attendants, line 13, page 457 of the Budget, be not allowed.

We recommend approval of the two intermediate stenographer-clerks costing \$4,560, shown on line 38, page 455 of the Budget, for the purpose of strengthening the doctors' clerical pool on a ratio of one stenographer to each two and one-half physicians.

We recommend that an assistant laundry supervisor at \$2,640, shown on line 18, page 456 of the Budget, be eliminated. DeWitt State Hospital is estimated to have a population of 2,909 patients in 1949-50. The size of this institution would not appear to warrant the addition of an assistant laundry supervisor. It has already been provided one laundry supervisor, four laundrymen, three laundresses, and 14 laundry helpers for operation of the laundry, as well as three institution equipment operators. This is a larger staff than that provided at Mendocino State Hospital, for example, which has a slightly larger population.

Equipment requests at DeWitt State Hospital appear to be reasonable and we recommend approval.

DEPARTMENT OF MENTAL HYGIENE—MENDOCINO
STATE HOSPITAL

For Support of Mendocino State Hospital from the General Fund

Item 178, page 38 of the Budget Bill and page 459 of the Budget. The amount requested is \$2,430,260 from the General Fund for support of Mendocino State Hospital. This is an increase of \$143,072 or 6.3 percent over the amount of \$2,286,558 estimated to be expended in the 1948-49 Fiscal Year. In addition to the amount estimated to be expended in the 1948-49 Fiscal Year, \$122,270 was granted for restoration of normal operating complement of supplies and equipment for a total expenditure of \$2,408,828 in 1948-49.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Administration -----	\$4,996	459
Support and subsistence -----	—1,657	459
Care and welfare -----	65,513	459
Maintenance and operation of plant -----	21,512	459
Farming and processing -----	—6,782	459
Total -----	\$83,582	
Budgeted increase for new or expanded service:		
Administration -----	\$2,640	460
Support and subsistence -----	360	460-461
Care and welfare -----	57,120	461-462
Total -----	\$60,120	

Recommendations

Amount budgeted -----	\$2,430,260
Legislative Auditor's recommendations -----	\$2,365,140
Reduction -----	\$65,120

Summary of Recommended Reduction

Administration:		
Senior count clerk -----	2,640	\$2,640
Support and Subsistence:		
Assistant laundry supervisor (reclassification) -----		360
Housekeeping—replacement -----		5,000
Care and Welfare:		
28 Hospital attendants -----	13,27,020	57,120
Total -----		\$65,120

Analysis

In accordance with our over-all recommendation that there be no expansion in the level of care budgeted for state mental hospitals beyond that requested to provide for added resident population at the existing level of care, we recommend elimination of 28 positions of hospital attendant, line 30, page 462 of the Budget. This will effect a saving of \$57,120.

We recommend approval of one position of senior physician and surgeon, line 32, page 462, of the Budget, costing \$6,360.

We recommend approval of one intermediate stenographer-clerk costing \$2,280 shown on line 39, page 460, of the Budget for the doctors'

clerical pool. We again point out that it should be expected that with this improvement in medical records the face sheets sent to the Bureau of Social Work in connection with the parole of patients should be more complete and thus assist the social worker in the field.

We recommend that one senior account clerk costing \$2,640 shown on line 41, page 460, of the Budget be not granted in line with our recommendation that this position can only be justified on the basis of an increase in population. There has been no material increase in the population of Mendocino State Hospital since 1946-47 and the estimated increase of 143 patients for 1949-50 over 1948-49 is not sufficient to warrant addition of this position. For the same reason, we recommend that the reclassification of a laundryman to an assistant laundry supervisor at a cost of \$360 and shown on line 28, page 461 of the Budget be not approved. It should be pointed out that this position creates a new class which the department proposes should be established on a uniform basis in the laundries of all the state hospitals.

Operating expense at Mendocino State Hospital has increased \$10,762 over the 1948-49 Fiscal Year. This is due to a \$12,672 increase in light, heat and power offset by slight decreases in operating expenses in other categories.

The amount budgeted for equipment at Mendocino State Hospital amounting to \$82,887 appears generally to be reasonable. However, we recommend that the amount of \$14,570 budgeted for housekeeping replacement, line 50, page 461 of the Budget, be reduced to \$9,570. This provides for a \$5,000 reduction in the amount of \$10,000 requested for furnishings for the superintendent's residence and officers' and employees' quarters and is consistent with our recommendation that there be a 50 percent reduction in the amounts budgeted for this purpose in all of the institutions.

DEPARTMENT OF MENTAL HYGIENE—MODESTO STATE HOSPITAL

For Support of Modesto State Hospital from the General Fund

Item 179, page 38 of the Budget Bill and page 465 of the Budget. The amount requested is \$2,824,053 from the General Fund for support of Modesto State Hospital. This is an increase of \$313,220 or 12.5 percent over the amount of \$2,510,833 estimated to be expended in the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Administration	\$12,981	465
Support and subsistence	129,274	466
Care and welfare	85,157	467
Maintenance and operation of plant	11,768	468
Total	\$239,180	
Budgeted increase for new or expanded service:		
Administration	\$2,160	465
Support and subsistence	8,160	466
Care and welfare	63,720	467
Total	\$74,040	

Recommendations

Amount budgeted -----	\$2,824,053
Legislative Auditor's recommendations -----	2,757,973
Reduction -----	\$65,880

Summary of Recommended Reductions

Administration	
Intermediate clerk -----	\$2,160
Care and Welfare	
31 Hospital attendants ----- 26,520 (29)	59,160
	<u>63,720</u>
	\$65,880

Analysis

In line with our recommendation that the 1948-49 level of care in the mental hospitals be maintained, with provision for additional attendants and nurses to be made only for increases in population in 1949-50, we recommend that the 31 positions of hospital attendants costing \$63,720 shown on lines 17 and 18, page 468 of the Budget be not allowed, and that the request for one senior physician and surgeon costing \$6,360, line 13, page 468 of the Budget be approved.

We recommend approval of two positions of intermediate stenographer-clerk costing \$4,560, line 29, page 466 of the Budget, in order to strengthen the doctors' clerical pool. We recommend elimination of the requested position of one intermediate clerk costing \$2,160, shown on line 31, page 466 of the Budget. This position is requested for the business office to provide clerical assistance to the chief engineer. This is part of an over-all plan to furnish the chief engineer at each of the mental hospitals and homes with a full-time clerical assistant. At the present time, Agnews, Camarillo and DeWitt State Hospitals and Sonoma State Home have such a position. We do not, however, recommend approval of one such position at each hospital in the absence of a work load sufficient to justify the position. In the case of Modesto, which is a new institution with 2,902 patients, work load would not appear to require this position and we therefore recommend that it be eliminated. In the past, before adoption of this general policy of supplying the engineer with clerical assistance, telephone calls and miscellaneous clerical duties for the engineer were handled by other clerical personnel in the institution. In view of a constant strengthening of such personnel through the institution, it appears reasonable that until added population would justify a full-time job, no addition should be made to the engineer's office at Modesto State Hospital.

Operating expenses requested for the 1949-50 Fiscal Year amount to \$1,050,504, an increase of \$61,718 over the amount of \$998,786 budgeted for 1948-49. This increase is due largely to the 345 additional patients estimated for 1949-50 and is reflected in increased feeding costs amounting to \$44,548 over 1948-49.

The equipment request of \$37,946 is reasonable. \$15,500 of this is for replacement of patients' mattresses required for sanitary reasons.

DEPARTMENT OF MENTAL HYGIENE—NAPA STATE HOSPITAL

For Support of Napa State Hospital from the General Fund

Item 180, pages 38 and 39 of the Budget Bill and page 470 of the Budget. The amount requested is \$3,338,447 from the General Fund for support of Napa State Hospital. This is an increase of \$215,512 or 6.9 percent over the amount of \$3,122,935 estimated to be expended in the 1948-49 Fiscal Year in addition to the \$3,122,935 estimated to be expended in the 1948-49 Fiscal Year, \$110,760 was granted for restoration of normal operating complement of supplies and equipment making a total expenditure of \$3,233,695 for the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Administration -----	\$22,880	471
Support and subsistence -----	—6,983	472
Care and welfare -----	93,261	473
Maintenance and operation of plant -----	10,245	473
Farming and processing -----	17,989	474
Total -----	\$137,392	
Budgeted increase for new or expanded service:		
Administration -----	\$2,640	471
Care and welfare -----	75,480	473
Total -----	\$78,120	

Recommendations

Amount budgeted -----	\$3,338,447
Legislative Auditor's recommendations -----	<u>3,256,077</u>
	<u>3,256,327</u>
Reduction -----	\$82,120

Summary of Recommended Reductions

Administration		
Senior account clerk -----	2640	\$2,640
Support and subsistence		160
Housekeeping—replacement -----		4,000
Care and welfare		
37 hospital attendants -----	38,760	(38) 75,480
		<u>\$82,120</u>

Analysis

In our over-all analysis of the budget request of the mental institutions, we recommended that there be no expansion in the level of care, and that additions for this purpose be limited to provision for additional resident population. Accordingly, we recommend that the request for 47 hospital attendants at a cost of \$95,880 be reduced by 37 positions, saving \$75,480. *This provides for an increase of 10 hospital attendants costing \$20,400 to provide for added resident population.*

We recommend that two intermediate stenographer-clerks shown on line 46, page 471 of the Budget, be approved. One position is for the doctors' clerical pool for general improvement of medical records. One position is for patients' board and veterans' investigation to strengthen the collections work at the institution.

We recommend elimination of one position of senior account clerk costing \$2,640 shown on line 48, page 471 of the Budget, on the basis that there has been no material change in the patient population at Napa State Hospital since 1946-47, and the increase of 213 proposed for 1949-50 does not warrant the additional position.

The operating expenses at Napa State Hospital are budgeted at \$1,076,355 for 1949-50 or \$16,840 less than 1948-49. This is due largely to an anticipated \$15,000 increase in food production for the institution's own consumption, thus lowering feeding costs, and a \$13,105 reduction in operating expenses of farming and processing. Moderate increases in other operating expenses based on the population increase account for the difference.

The equipment request is generally not excessive. However, we recommend that the amount of \$20,195 for housekeeping replacement be reduced by \$4,000 to \$16,195. This is in line with our over-all recommendation for economy in this item on the basis that a disproportionate amount had been budgeted for furniture, rugs and equipment for officers' and employees' quarters in comparison with that budgeted for patients' wards.

DEPARTMENT OF MENTAL HYGIENE—NORWALK STATE HOSPITAL

For Support of Norwalk State Hospital from the General Fund

Item 181, page 39 of the Budget Bill and page 476 of the Budget. The amount requested is \$2,207,692 from the General Fund for support of Norwalk State Hospital. This is an increase of \$100,011 or 4.7 percent over the amount of \$2,107,681 estimated to be expended in the 1948-49 Fiscal Year. In addition to the \$2,107,681 estimated to be expended in the 1948-49 Fiscal Year, \$2,700 was granted for replacement of fire loss and \$80,440 was granted for restoration of normal operating complement of supplies and equipment, making a total expenditure for 1948-49 of \$2,190,821.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Administration	\$8,560	477
Support and subsistence.....	—17,104	477
Care and welfare.....	53,211	478
Maintenance and operation of plant.....	1,856	479
Farming and processing.....	3,148	480
Total	\$49,671	
Budgeted increase for new or expanded service:		
Support and subsistence.....	\$360	477
Care and welfare.....	46,920	478
Maintenance and operation of plant.....	3,060	479
Total	\$50,340	

Recommendations

Amount budgeted	\$2,207,692
Legislative Auditor's recommendations	2,157,352
Reduction	\$50,340

Summary of Recommended Reductions

Support and subsistence		
Assistant laundry supervisor (reclassification)	-----	\$360
Care and welfare		
23 hospital attendants	24,480 -----	(23) 46,920
Maintenance and operation of plant		
Institution blacksmith	-----	3,060
		<hr/> \$50,340

Analysis

In line with our over-all recommendation to provide for an expansion in amounts budgeted for care of patients sufficient only to cover increased population, we recommend elimination of 23 hospital attendants, line 25, page 479 of the Budget, costing \$46,920. *We recommend approval of the budgeted position of senior physician and surgeon costing \$6,360, line 23, page 479 of the Budget.*

We recommend that the request for three intermediate stenographer-clerks costing \$6,840 as shown on line 38, page 477 of the Budget be approved. Two of these are to strengthen the doctors' clerical pool and one is for patients' board and veterans' investigation.

We recommend that the reclassification of a laundryman to assistant laundry supervisor, line 27, Budget page 478, at a cost of \$360 be not approved. Norwalk State Hospital has decreased in resident population since 1946-47 and is now the smallest of the mental hospitals with an estimated patient population of 2,432 in 1949-50.

We recommend that the institution blacksmith costing \$3,060 requested on line 79, page 479 of the Budget be not approved. The justification for this position is that it is necessary for maintenance work both at the institution and at the ~~Napa State~~ Farm. However, the Agricultural Advisor of the Department of Finance has stated that there is no work of this type needed at the farm. At the present time, the work at the institution is being performed by one of the other workers and it is recommended that this arrangement be continued.

The equipment request at Norwalk shows a reduction of \$14,072 from 1948-49. This is a reasonable request.

DEPARTMENT OF MENTAL HYGIENE—PATTON STATE HOSPITAL

For Support of Patton State Hospital from the General Fund

Item 182, page 39 of the Budget Bill and page 482 of the Budget. The amount requested is \$3,260,180 from the General Fund for support of Patton State Hospital. This is an increase of \$142,103 or 4.6 percent over the amount of \$3,118,077 estimated to be expended in the 1948-49 Fiscal Year. In addition to the \$3,118,077 estimated to be expended in the 1948-49 Fiscal Year, \$120,280 was granted for restoration of normal operating complement of supplies and equipment or a total expenditure of \$3,238,357 for the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Administration	—\$2,693	482
Support and subsistence.....	23,636	483
Care and welfare.....	64,446	484
Maintenance and operation of plant.....	7,084	485
Farming and processing.....	—7,070	486
Total	\$85,403	
Budgeted increase for new or expanded service:		
Administration	\$2,640	482
Care and welfare.....	51,000	484
Maintenance and operation of plant.....	3,060	485
Total	\$56,700	

Recommendations

Amount budgeted	\$3,260,180
Legislative Auditor's recommendations.....	3,202,540
Reduction	\$57,640

Summary of Recommended Reductions

Administration		
Senior account clerk.....	26,40	\$2,640
Support and Subsistence		140
Housekeeping—replacement		4,000
Care and Welfare		
25 Hospital attendants	72,640	65,280 (32) 65,280
		51,000
		\$57,640

Analysis

In line with our over-all recommendation that the mental institutions maintain the existing level of care and make provision in this respect only for increases in population, we recommend reduction in the number of proposed hospital attendants from 32 to seven, a reduction of 25 positions at a saving of \$51,000. This is shown on line 17, page 485 of the Budget.

We recommend approval of the proposed senior physician and surgeon, line 15, page 485 of the Budget.

We recommend approval of two intermediate stenographer-clerks costing \$4,560, line 30, page 483 of the Budget. One of these positions is for the doctors' clerical pool and the other is for patients' board and veterans' investigation, and are recommended on the basis of our general approval of these items of increase stated previously.

We recommend that the senior account clerk costing \$2,640 shown on line 32, page 483 of the Budget, be not granted. This position cannot be justified on the basis of work load increase arising from increased patient population. Population at Patton State Hospital has decreased in the last four years and shows an increase of only 107 patients since 1947-48.

Equipment requested for Patton State Hospital amounting to \$86,639, contains an item of housekeeping replacement amounting to \$10,000 for furniture, beds, rugs and mattresses for the patients' wards

and \$8,000 for furniture, rugs and household equipment for officers and employees, line 39, page 484 of the Budget. We recommend that the amount provided for officers' and employees' equipment be reduced 50 percent, or \$4,000 in line with our general proposal to effect economies in this item.

DEPARTMENT OF MENTAL HYGIENE—STOCKTON STATE HOSPITAL

For Support of Stockton State Hospital from the General Fund

Item 183, pages 39 and 40 of the Budget Bill and page 488 of the Budget. The amount requested is \$3,866,123 from the General Fund for support of Stockton State Hospital. This is an increase of \$273,022 or 7.6 percent over the amount of \$3,593,101 estimated to be expended in the 1948-49 Fiscal Year. In addition to the \$3,593,101 estimated to be expended in the 1948-49 Fiscal Year, \$133,060 was granted for restoration of normal operating complement of supplies and equipment making an estimated total expenditure of \$3,726,161 for the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Administration	\$18,229	488
Support and subsistence	19,324	489
Care and welfare	116,415	490
Maintenance and operation of plant	6,756	491
Farming and processing	—3,982	492
Total	\$156,742	
Budgeted increase for new or expanded service:		
Care and welfare	\$114,240	490
Maintenance and operation of plant	2,040	491
Total	\$116,280	

Recommendations

Amount budgeted	\$3,866,123
Legislative Auditor's recommendations	3,746,883
Reduction	\$119,240

Summary of Recommended Reductions

Support and Subsistence	
Housekeeping—replacement	\$5,000
Care and Welfare	
56 Hospital attendants	44,880 (44) 114,240 89,760
	\$119,240

Analysis

In accordance with our over-all recommendation that all mental hygiene institutions remain at the existing high level of care budgeted for the 1948-49 Fiscal Year in order to meet the needs for additional facilities, we recommend elimination of 56 hospital attendants costing \$114,240, line 29, page 491 of the Budget.

We recommend approval of the proposed position of senior physician and surgeon at a cost of \$6,360, line 31, page 491, and three intermediate

stenographer-clerks costing \$6,840, line 34, page 489 of the Budget. Two of these clerical positions are for the doctors' clerical pool which should result in a general improvement in medical records, along with a general improvement in the face sheets sent out to the Bureau of Social Work. The other clerical position is for patients' board and veterans' investigation on the basis of increased collections per patient and increased number of paying patients. The Division of Audits of the Department of Finance has reported that many board charges to patients were canceled by order of the director after referral to the department for approval. This general strengthening of the collections unit in the department should provide more equitable and careful determination of board charges and should obviate the need for cancellations of charges assessed by the centralized collections unit of the mental hospitals.

The operating expense at Stockton State Hospital is budgeted at \$1,285,628, an increase of \$7,304 over the \$1,278,324 estimated for 1948-49 Fiscal Year. An increase of \$12,259 is anticipated in local production of food, although food prices are down below 1948 by approximately 7 percent.

Equipment is budgeted to decrease by \$70,793 in 1948-49 to \$64,214 in 1949-50, or a decrease of \$6,579.

Housekeeping replacement budgeted at \$10,500 and shown on line 44, page 490 of the Budget includes \$10,000 for replacement of furniture, rugs and equipment in officers' and employees' quarters. We recommend that this item be reduced to \$5,000 in line with our general recommendation that reductions be made on this type of equipment.

DEPARTMENT OF MENTAL HYGIENE—PACIFIC COLONY

For Support of Pacific Colony from the General Fund

Item 184, page 40 of the Budget Bill, and page 494 of the Budget. The amount requested is \$1,848,618 from the General Fund for support of Pacific Colony. This is an increase of \$130,493 or 7.6 percent over the amount of \$1,718,125 estimated to be expended in the 1948-49 Fiscal Year. In addition to the \$1,718,125 estimated to be expended in the 1948-49 Fiscal Year, \$84,470 was granted for restoration of normal operating complement of supplies and equipment, making a total expenditure of \$1,802,595 for the 1948-49 Fiscal Year.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Administration	\$4,467	494
Support and subsistence	3,218	495
Care and welfare	76,771	496
Maintenance and operation of plant	8,899	497
Farming and processing	3,182	498
Total	\$90,101	
Budgeted increase for new or expanded service:		
Administration	\$2,040	494
Support and subsistence	2,916	495
Care and welfare	35,436	496
Total	\$40,392	

Recommendations

Amount budgeted	\$1,848,618
Legislative Auditor's recommendations	1,821,838
Reduction	\$26,780

Summary of Recommended Reductions

Administration		
Intermediate clerk		\$2,040
Support and subsistence		
Housekeeping—replacement		2,300
Care and welfare		
11 hospital attendants	10,200	(11) 22,440
		\$26,780

Analysis

In line with our over-all analysis of the proposed budgets of the mental institutions we recommended that no further increase in the level of care be made in this budget.

We recommend that the request shown on line 10, Budget page 497 for a psychiatrist at a cost of \$7,008 be granted, and that 11 hospital attendants requested on line 16, Page 497 of the Budget at a cost of \$22,440 be not granted.

We recommend that the request for two intermediate stenographer-clerks, shown on line 31, Budget page 495, be granted at a cost of \$4,560. These positions are for the doctors' clerical pool.

We recommend that one intermediate clerk, shown on line 35, Budget page 495, costing \$2,040, be not granted. This position is requested for the chief engineer at Pacific Colony as part of a plan to furnish the chief engineer at each of our institutions with a full-time clerical assistant. At the present time Agnews, Camarillo, DeWitt, and Sonoma have this position. This position should not be granted on a department-wide basis, but on a work-load basis. We find inadequate justification for this request upon a work-load basis at Pacific Colony and Modesto.

Operating expenses at Pacific Colony have increased from \$630,589 in 1948-49 to \$638,082 in 1949-50. This is an increase of \$7,493. In the face of a 7 percent decline in food prices as forecast by the Department of Finance, Pacific Colony estimates that its local food production will increase from an estimated \$58,825 in 1948-49 to an estimated \$62,746 in 1949-50, or an increase of \$3,921.

The equipment request has decreased from \$74,041 in 1948-49 to \$70,807 in 1949-50. This is largely due to a decrease of \$6,134 in house-keeping replacement and a \$9,135 decrease in laundry replacement. However, we recommend that line 34, Budget page 496 requesting \$6,345 for housekeeping replacement be reduced by \$2,300. This represents 50 percent of the requested \$4,600 for furniture, rugs, and equipment for offices and employees. This is in line with our general recommendation that such items be reduced on the basis of economy.

DEPARTMENT OF MENTAL HYGIENE—SONOMA STATE HOME

For Support of Sonoma State Home from the General Fund

Item 185, page 40 of the Budget Bill and page 500 of the Budget. The amount requested is \$2,770,174 from the General Fund for support of Sonoma State Home. This is an increase of \$112,459 or 4.2 percent over the amount of \$2,657,715 estimated to be expended in the 1948-49 Fiscal Year. In addition to the \$2,657,715 estimated to be expended in the 1948-49 Fiscal Year, \$119,330 was granted for restoration of normal operation complement of supplies and equipment making a total expenditure of \$2,777,045 in 1948-49.

Item of increase	Amount	Budget page
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Administration -----	\$1,094	501
Support and subsistence -----	—11,625	501
Care and welfare -----	48,307	502
Maintenance and operation of plant -----	16,618	504
Farming and processing -----	—1,275	504
Total -----	\$53,119	
Budgeted increase for new or expanded service:		
Support and subsistence -----	\$4,080	501
Care and welfare -----	55,260	502
Total -----	\$59,340	

Recommendations

Amount budgeted -----	\$2,770,174
Legislative Auditor's recommendations -----	2,722,794
Reduction -----	\$47,380

Summary of Recommended Reductions

Support and subsistence		
Housekeeping—replacement -----		\$2,500
Care and welfare		
16 hospital attendants -----	12,240	16 32,640
3 graduate nurses -----	7,920	3 7,920
2 practical nurses -----	4,320	2 4,320
	24,480	\$47,380

Analysis

In line with our previous recommendation that there be no increase in the level of care granted state mental hospitals in 1949-50, and that in this respect provision be made only for increases in population, we recommend that 16 hospital attendants, 3 graduate nurses and 2 practical nurses at a total cost of \$44,880 be not granted. These are shown on lines 40, 41, and 42, page 503 of the Budget.

We recommend approval of a psychiatrist budgeted on line 44, page 503 of the Budget for the purpose of approving medical care given to psychopathic delinquents at this hospital.

We recommend that two intermediate stenographer-clerks costing \$4,560, line 45, page 501, be approved for the doctors' clerical pool in line

with our previous recommendation that additional improvement be made in the medical records.

Also in line with our over-all recommendation for economy in furnishings of employees, we recommend that a reduction of \$2,500 be made in the amount allotted to officers' and employees' homes for furniture, rugs and household equipment.

OFFICE OF THE ADJUTANT GENERAL

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

Item 186, page 41 of the Budget Bill and pages 507 to 514, inclusive, of the Budget. The amount requested is \$2,601,700 from the General Fund for support of the Adjutant General and National Guard. This is an increase of \$253,196 or 10.8 percent over the amount of \$2,348,504 estimated to be expended in the 1948-49 Fiscal Year. Actually additional costs are \$376,190 or 16.0 percent because 49 positions costing \$122,994 have been assumed by the Federal Government.

<i>Item of increase</i>	<i>Amount</i>	<i>Budget page</i>
Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:		
Salaries and wages -----	\$101,684	506
Operating expenses -----	—9,511	506
Equipment -----	39,898	506
Total -----	\$132,071	
Budgeted increase for new or expanded service:		
Salaries and wages		
Headquarters staff -----	\$9,042	508
Field organization -----	83,823	511, 512
Operating expenses		
Headquarters staff -----	1,000	508
Field organization -----	25,000	512
Equipment		
Headquarters staff -----	2,260	509
Total -----	\$121,125	

Recommendations

Amount budgeted -----	\$2,601,700
Legislative Auditor's recommendations -----	2,275,412
Reduction -----	\$326,288

We recommend that Budget Item 186 be reduced by 75 percent of the cost to the State of the antiaircraft and airforce units when those costs are determined, and pending that determination, by not less than \$200,000.

We recommend that the Budget Item 186 be reworded so that reimbursements received from the Federal Government shall not constitute an enlargement over and above the Governor's Budget, and amounts totaling in excess of the amount of federal reimbursements credited to the support of the Adjutant General in the Governor's Budget shall be deposited in the General Fund.