

#999,044

DEPARTMENT OF PUBLIC HEALTH

For Support of the Department of Public Health, Exclusive of the Bureau of Canning Inspection, from the General Fund

Item 241, page 53 of the Budget Bill and pages 626 through 645, inclusive, of the Budget. The amount requested is \$4,357,024 from the General Fund. This is an increase of \$99,044 or 29.8 percent over estimated expenditures of \$3,357,980 in the 1948-49 Fiscal Year.

Budgeted increase based on work load, price increase, or salary adjustment at existing level of service:

Director's office -----	\$—230
Division of Administration :	
Divisional administration -----	786
Bureau of Business Management -----	52,891
Bureau of Records and Statistics :	
General Health Statistics -----	12,263
Vital Statistics -----	10,164
Bureau of Health Education -----	1,359
Division of Preventive Medical Services :	
Divisional Administration -----	758
Bureau of Dental Health -----	26,420
Bureau of Maternal and Child Health :	
Maternal and Child Health Services -----	—7,074
Crippled Children -----	265,477
Bureau of Disease Control -----	—4,485
Bureau of Adult Health -----	—5,358
Bureau of Special Services -----	—3,560
Bureau of Hospitals -----	14,965
Division of Laboratories -----	—609
Division of Environmental Sanitation :	
Divisional Administration -----	377
Bureau of Sanitary Engineering -----	771
Bureau of Vector Control -----	11,835
Bureau of Food and Drug Inspection -----	22,562
Division of Local Health Services -----	1,384
Public Health Training -----	—6,701
Aid to Cities and Counties -----	—47,693
Contributions to State Employees' Retirement Fund -----	42,267
<b>Total -----</b>	<b>\$388,569</b>
Budgeted increase for new or expanded service :	
Division of Administration :	
Bureau of Business Management -----	\$12,509
Bureau of Health Education -----	11,880
Division of Preventive Medical Services :	
Bureau of Dental Health -----	22,726
Bureau of Maternal and Child Health :	
Maternal and Child Health Services -----	12,703
Crippled Children Services -----	100,000
Bureau of Disease Control -----	83,054
Bureau of Adult Health -----	35,959
Bureau of Special Services -----	37,226
Division of Laboratories -----	143,751
Division of Environmental Sanitation :	
Bureau of Sanitary Engineering -----	98,864
Bureau of Vector Control -----	3,758
Bureau of Food and Drug Inspection -----	1,500
Division of Local Health Services -----	19,580
Public Health Training -----	26,965
<b>Total -----</b>	<b>\$610,475</b>

*Reductions*

Amount requested -----	\$4,357,024
Legislative Auditor's recommendation -----	4,122,575
<b>Reduction -----</b>	<b>\$234,449</b>

*Summary of Recommended Reductions*

Division of Administration				
<i>15000's</i> Bureau of Business Management	4,320	3,000	1,840	\$14,560
Bureau of Health Education			3,750	3,930
Division of Preventive Medical Service				
Bureau of Disease Control	22,094	*		22,094 <i>approved</i>
Bureau of Adult Health			2,324	35,315 <i>cut</i>
Bureau of Special Services	14,732			14,732
Division of Laboratories	46,000	*		46,000 <i>approved</i>
Division of Environmental Sanitation				
Bureau of Sanitary Engineering		3,000	13,784	77,778 <i>cut 4</i>
Division of Local Health Services	87,146			20,040 <i>tie over</i>
<b>Total -----</b>		<b>103,930</b>		<b>\$234,449</b>

*Summary Analysis*

\* Includes Office & Equip

The \$4,357,024 requested for support of the Department of Public Health is an increase of \$999,044 over the amount of \$3,357,980 estimated to be expended in the 1948-49 Fiscal Year.

*This large increase consists principally of a \$265,477 increase in Crippled Children Service which is due to additional children entering the program, based on the same formula for determining cost per child as existed in 1948-49; a decrease of \$154,816 in grants from the Federal Government Rockefeller Foundation, Kellogg Foundation and Commonwealth Foundation which are being absorbed by the General Fund; and expanded programs in the Bureau of Sanitary Engineering costing \$99,842, Bureau of Business Management, costing \$64,411, Bureau of Disease Control costing \$62,571, and contributions to State Employees' Retirement Fund of \$40,854.*

**DIVISION OF ADMINISTRATION**

**Divisional Administration**

No increase in service is requested for divisional administration. We recommend approval of the amount budgeted. *Approved*

**Bureau of Business Management**

New positions requested for this bureau are:

- 1 Intermediate stenographer-clerk, line 5, budget page 629, \$2,400.
- 3 Intermediate typist clerks, line 6, budget page 629, \$6,480.

These positions are requested to provide for administrative services required by addition of 91.5 new positions throughout the Budget of the department. In view of our recommendations eliminating approximately half of these proposed new positions, we also recommend deletion of two of the four new positions requested for this bureau. The positions we recommend be eliminated are two of the intermediate typist clerks, saving \$4,320 in salaries and wages. We also recommend that \$3,000 in operating expense be eliminated because of reductions in personnel throughout the Public Health Budget. *Approved*

It should be pointed out that the audit reports of the Department of Finance emphasize that the *business management of this department is poor*, and that administrative steps should be taken forthwith to remedy it.

Total equipment reductions made because of similar personnel reductions amount to \$7,240 for four automobiles.

This brings total reductions recommended for the Bureau of Business Management to \$14,560.

7240  
5400  
1840

**Bureau of Records and Statistics**

No new service is budgeted for this bureau and we recommend approval of the amount requested.

**Bureau of Health Education**

Request is made for reclassification of one senior librarian to supervising librarian, line 15, page 631 of the Budget, at a cost of \$180. We recommend against this reclassification as not being justified on the basis of supervisory duties. There is only one other librarian, a junior librarian, and we are in principle opposed to the practice of granting raises to employees by reclassifications unsupported by job responsibility.

One intermediate typist-clerk, line 17, Budget page 631, costing \$2,280 is justified on a work load basis.

Some expanded service is provided for in operating expenses of this bureau. Provision is also made for higher printing, mailing, and freightage costs. We recommend approval.

New service is also requested in equipment; \$7,000 is for films, slides and other related equipment for loan to schools, health departments, clubs, etc., and \$4,000 for additional books for the technical staff.

We recommend approval of the \$7,000 for films, but we recommend that books for the technical staff be reduced to \$250, a saving of \$3,750. The facilities of the University of California Library are available to the department, as are those of the State Library.

Proposed reductions for the Bureau of Health Education total \$3,930.

\$180 out

approved

**DIVISION OF PREVENTIVE MEDICAL SERVICES**

**Divisional Administration**

No appreciable increase is requested for divisional administration and we recommend approval.

**Bureau of Dental Health**

The Bureau of Dental Health is budgeted to expand to the full program which was approved in the 1948-49 Budget but not realized because of inability to fill positions, and to add some new services such as dental X-ray film, and equipment and for topical fluorine treatment and equipment. The bureau requested \$45,361 in the Budget for 1948-49 but expended only \$33,433.

We recommend approval of the X-ray and refrigeration units, costing \$17,991, on the basis that the equipment provided should be adequate to do the job, but we again repeat our recommendation made last year; *that dental care be limited to children under 16 years of age and in areas where dental services are not otherwise available.*

approved

approved

Never have treated over 16 mainly pre-school years  
(2)

Bureau of Maternal and Child Health Services

The Bureau of Maternal and Child Health Services is requesting no new positions for maternal and child health services. In fact, salaries and wages for this function are budgeted to decrease \$5,288 or 3.8 percent, due largely to a transfer of positions to another bureau. Operating expenses will increase \$450 and equipment is budgeted at \$1,449. Funds for this bureau are composed of \$114,116 federal funds and \$87,384 general funds. This program was formerly receiving larger amounts of federal moneys and less state funds. *However, federal funds are falling while the state contribution is rising.* There is budgeted to be a \$12,703 drop in federal funds for 1949-50. The State correspondingly increased the general fund contribution by \$5,629. Pushed

Due to the importance of this program, particularly because of the problem of infant diarrhea, we recommend approval. The total decrease budgeted for this program is \$7,074.

Crippled Children Services is requesting an increase of \$265,477 and because of a decline of \$100,000 in federal funds for this purpose, the increased cost to the General Fund amounts to \$365,477. Federal funds have dropped from \$284,217 in 1947-48 to \$66,584 in 1949-50. State funds have correspondingly increased from \$503,736 in 1947-48 to the present figure of \$1,312,013 in 1949-50. The amount budgeted for additional therapists for this program is based on a formula of between 20 to 25 cerebral palsied children per therapist. This provides only for the physical therapy requirements of these children. In addition, special facilities are provided by local school districts; and the State contributes supplemental funds for the excess cost of educating handicapped children as part of the constitutional apportionments made on the basis of average daily attendance. Also, supervision over physical therapists is given by medical and consultant personnel in the Bureau of Maternal and Child Health of the Department of Public Health, supervision over training of these children is given by the Department of Education, and the Department of Public Health provides occupational therapy to these children.

There is no question but that the total program for rehabilitation of cerebral palsied children is extremely expensive. It includes not only the costs of therapy provided by the Department of Public Health, and the over-all educational supervision by the Department of Education, but there is also provided by the State two special resident and out-patient schools in Northern and Southern California, which are very costly.

Nevertheless, because the program provides such a direct and substantial benefit to children who need assistance, and because we believe that this is an appropriate function of the Department of Public Health, we recommend approval of the amount requested for the Bureau of Maternal and Child Health, Crippled Children Services, amounting to \$1,312,013.

Bureau of Disease Control Approved

This bureau is requesting an increase of \$78,569 from the General Fund. A portion of this increase is for Q Fever research, making a total of \$22,094 for Q Fever research in this bureau. In addition to the amount budgeted for this purpose in the Bureau of Disease Control, seven positions are requested in the Bureau of Laboratories, to provide laboratory services for research in Q Fever. The total amount budgeted for Q Fever

Mortality Rate 0.6%

in these two bureaus is \$68,094. This program was started as an emergency amendment to the 1948 Budget Act, on the representation of the department that outbreaks of Q Fever were seriously threatening the health and safety of the citizens of the State. Upon closer analysis of the incidence and importance of this disease, as determined by the number of cases and the effects thereof, it is apparent that the danger from Q Fever has been greatly exaggerated. As yet it has not been established that there has been a single death from this disease, or that there has been any permanently disabling effect from any of the cases which have been diagnosed as Q Fever. The number of cases reported are few, and there has been little to distinguish cases suspected to be Q Fever from ordinary influenza of the mild variety. We see no reason why the State should undertake a research program of this nature, when research is being carried on by the United States Public Health Service, the University of California, and the National Institute of Health. When the program was first presented to the Legislature it was stated that the anticipated duration of the project would be one year. Now the department wishes to establish a large scale and long-range research project extending for an indefinite period of time.

In view of the relative insignificance of this problem, in relation to the problem of tuberculosis, for example, and the fact that appropriate research agencies are already concerned with Q Fever research, we recommend that the entire amount of \$68,094 budgeted for the Q Fever research program be eliminated from this Budget, saving \$22,094 in the Bureau of Disease Control.

Bureau of Adult Health

The Bureau of Adult Health is asking for an increase of \$30,601 over estimated expenditures in 1948-49. Five new positions are requested, shown on lines 57-60 inclusive, page 635 of the Budget, costing \$19,320.

We repeat our recommendation of last year that greater coordination be secured with local and private instrumentalities in the field of industrial hygiene research. Our recommendation of last year has been misconstrued by the department to conclude that the Legislative Auditor was recommending an expansion of the personnel in this bureau. A statement to this effect is contained in the supporting analysis made by the Department of Public Health in connection with the 1949-50 Budget Bill. It should be pointed out, however, that our recommendation was directed toward economy of effort on the part of the Department of Public Health rather than duplication of work and personnel. It should also be recalled that in accordance with our analysis, the Legislature eliminated four positions from the Budget request of the department.

We recommend that the five proposed new positions, lines 57 to 60, inclusive, page 635 of the Budget, at a cost of \$19,320, likewise be eliminated.

In line with a recommendation that this function not be expanded beyond the amount estimated to be spent in 1948-49, we recommend that all increases in operating expenses that constitute new or expanded service, amounting to \$5,254 be eliminated.

Likewise, we recommend a reduction in equipment of \$10,741.

It should be pointed out that the Federal Government, which contributes funds for the Bureau of Adult Health has also determined that appropriations for this function should not be increased over 1948-49.

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to  
me.*

10,741  
3,547  
8,194

Bureau of Special Services

This is a rapidly expanding function, having increased from \$120,624 in 1947-48 to a proposed \$361,207 in 1949-50. As yet the federal funds allocated to encourage development of this program have not been reduced, and constitute the major source of support for the function. However, moneys from the Commonwealth Fund, which were also used to stimulate the program, will be withdrawn in 1949-50, thereby increasing the State's share of the total cost.

The positions of chief mental health consultant and associate mental health consultant are the nucleus of a staff of consultants to advise with local health departments on preventive mental health measure. However, it is to be noted that while a decrease of \$8,940 is budgeted in the Commonwealth Fund these two positions are now to cost the State \$14,732 in salaries alone. *Until some demonstration is made of the effectiveness of this program we recommend that the State does not assume any added share of the total cost, and we recommend disapproval of these positions costing \$14,732, and operating expenses and equipment that is needed for these two positions.*

approved

Bureau of Hospitals

We recommend approval of the amount requested for the Bureau of Hospitals, which is \$138,928 or an increase of \$17,856 over 1948-49. Of this increase, \$14,965 is from the General Fund and \$2,891 from federal funds. There is a substantial increase in personnel arising from a lesser amount of salary savings budgeted for 1949-50, amounting to approximately five positions, or \$19,379. This will augment the existing programs of hospital inspection and consultation and review of plans for hospital construction from federal and state funds.

approved

DIVISION OF LABORATORIES

We have already recommended elimination of the requested funds for the Q Fever Research Program. This deletion will result in a saving of \$46,000 in salaries, operating expenses and equipment budgeted in this division.

Six additional new positions are budgeted for expansion of the Water and Sewage Program, costing \$18,836. This program is designed to review plans for construction of sewage disposal plants and public water systems and to issue permits. This is largely a local function and the technical services to local governments are supplied by the several private engineering firms in this specialized field. We do not think that it is necessary for the State to spend as much time as is provided for in this Budget, reviewing the plans of these highly competent engineering firms. It should be pointed out that the Budget provides funds for an annual review of the operation of these local systems as well. The Department of Public Health is duplicating the actual check on operations which is made at the local level, i.e., testing purity of water from water systems and the effluent from sewage disposal plants.

approved

The Department of Public Health is proposing to inspect, for the purpose of issuing a permit, all existing sewage systems which have never been issued permits. There are 388 sewered communities which have not received permits, and the department is proposing to spend 11½ days of the time of an engineer to examine the design and operation of each of

these sewer systems. This would appear to be an unnecessary length of time, where qualified engineers are operating these systems, and reports and records are regularly maintained. This is particularly true when it is considered that the Department of Public Health has not established any definable standards by which to judge the operations of the plants inspected.

We recommend that the time budgeted to be spent on the review of sewage plants and water systems be reduced by half, and that the Budget of the Bureau of Sanitary Engineering be reduced by 11 engineering positions, or \$77,778, including operating expenses and equipment. This should permit the department to reduce the backlog of communities which lack permits, and to keep up with new systems applying for permits. The staff of this bureau received a 40 percent increase in 1948-49 over 1947-48, and a significant reduction of backlog should be accomplished in the current fiscal year. *We recommend that the number of personnel requested by the Division of Laboratories for testing purity of water and making related examinations for this program, be allowed as requested.* This will mean that by judicious allocation of time devoted to review of systems by the Bureau of Sanitary Engineering, the entire program desired by the department can be accomplished.

In addition to the expansion of laboratory facilities and personnel in connection with the Q Fever and Water and Sewage Programs, the Division of Laboratories is requesting one position of laboratory assistant and one and one-half positions of laboratory helper. These are to provide for demands made upon the laboratory by other departmental programs which are expanded in this Budget. These positions are budgeted to cost \$5,340. In order that the Industrial Hygiene Program of the Bureau of Adult Health may be increased in accordance with population increases, a basic factor in this laboratory expansion, we recommend that these laboratory positions be approved.

*Funds formerly derived from the Federal Government, amounting to \$32,397 in 1948-49, are budgeted to be reduced to \$11,641 in 1949-50, a reduction of \$20,756. Rockefeller Foundation money is budgeted to be completely eliminated, a reduction of \$26,109 from 1948-49. These reductions are to be offset by increases in appropriations from the General Fund.*

#### DIVISION OF ENVIRONMENTAL SANITATION

##### Divisional Administration

*Approved*  
No new services are requested for divisional administration. We recommend approval of the amount requested, which is an increase of \$377 for normal salary adjustments.

##### Bureau of Sanitary Engineering

In our analysis of the Division of Laboratories, explanation was made of the expanded program of sewage and water inspections. The recommendation was made that the time budgeted for inspection of plans of new sewage treatment plants and new water systems, as well as inspections made pursuant to issuing of permits be reduced by half. *Accordingly, we recommend a reduction in the amount budgeted for this purpose of \$77,778 for salaries and wages, plus the amount allocated for operating expenses and equipment for these positions.*

*wrong*  
*12*  
*Cut from 11 to 7 - loss of 4.*

**Bureau of Vector Control**

There is an estimated \$3,758 for reclassification of positions in this bureau, largely because of a shift of emphasis from the existing Rodent Control Program to a total Vector Control Program. This reorganization will provide a coordinated program of consultation to local mosquito control districts and other local vector control agencies. The reclassifications shown in lines 5 and 7 on page 640 provide for added overall supervision for the expanded program. We recommend approval of these reclassifications on the basis that there is need for a broader Vector Control Program.

*approved*

**Bureau of Food and Drug Inspection**

This bureau is budgeted to increase \$24,062 or 16.1 percent. Included is a decrease of \$11,603 in salary savings, which amounts to an increase in salary cost for 1949-50 over 1948-49, and an improved service rendered by such personnel. Other budget increases are for normal salary adjustments, a revision of forms and manual of procedure, and additional files. We recommend approval of these items.

*approved*

**Bureau of Cannery Inspection**

This is a self-supporting activity. No new positions are requested and operating and equipment increases are in line. We recommend approval.

*approved*

**DIVISION OF LOCAL HEALTH SERVICES**

Three new positions are requested to increase the level of consultative services rendered to city and county health departments. Over 95 percent of the population of the State is now served by local health departments. The Division of Local Health Services advises and stimulates activities by these local agencies. In view of the stimulation of these local agencies by the scores of consultants and engineers in the department consulting on problems of sewage, water, mental hygiene, disease control, laboratories, etc., we do not believe that additional general consultative service by this division is needed. The two positions requested are for the purpose of providing correlation of activity in the field, as well as to supply additional consultative services. We recommend that such field supervision as is proposed be supplied by the two assistants already provided for the chief of the division, and that the proposed two new positions of medical officer, grade 2, and one position of intermediate stenographer-clerk be eliminated, saving \$15,000 in salaries and wages, plus operating expense and equipment budgeted for the positions. A substantial saving can be made in traveling, which is budgeted to increase from \$3,600 to \$7,200, or by \$3,600, and in automobile operation, which is budgeted to increase by \$1,440. We recommend a reduction in operating expenses of \$5,040.

*J-4  
note  
no  
recommendation*

**PUBLIC HEALTH TRAINING**

No new positions are requested and increases in operating expense and equipment are reasonable. The decrease in salary savings indicates that positions filled will increase by 1.8 persons.

Total expenditures of this program are budgeted to increase by \$6,599 or 2.0 percent. *However, because of a decrease in Kellogg Foundation funds from \$34,550 to \$20,885, the General Fund contribution will increase \$20,264.* No change is budgeted in federal funds to this function.

*approved*



In view of the continuing need for trained personnel in this field, we recommend approval of the amount requested.

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

Item 242, pages 53 and 54 of the Budget Bill and page 645 of the Budget. The amount requested is \$469,834. 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.

**PUBLIC UTILITIES COMMISSION**

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

Item 243, page 54 of the Budget Bill and page 646 of the Budget. The amount requested from the General Fund is \$1,352,749 for support of the Public Utilities Commission. This is an increase of \$74,474 or 5.83 percent over the amount of \$1,278,275 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 -----	\$28,142	646
Authorized positions ----- \$11,810	-----	-----
2 Associate utilities engineers ----- 9,960 ✓	-----	-----
1 Assistant utilities engineer ----- 4,092 ✓	-----	-----
1 Intermediate stenographer-clerk ----- 2,280	-----	-----
Operating expenses -----	36,869	-----
Equipment -----	8,201	-----
<b>Total -----</b>	<b>\$56,810</b>	
Budgeted increase for new or expanded service:		
Salaries and wages -----	\$17,664	-----
1 Supervising utilities engineer ----- \$6,672 ✓	-----	-----
2 Senior utilities engineers ----- 10,992 ✓	-----	-----
<b>Total -----</b>	<b>\$17,664</b>	

**Recommendations**

Amount budgeted -----	\$1,352,749
Legislative Auditor's recommendations -----	1,319,093
<b>Reduction -----</b>	<b>\$33,656</b>

**Analysis**

The nature of the activities of the Public Service Commission are such that their magnitude is to some degree proportional to the population of the State. The second important factor is the prevailing economic status of the State as a whole. During periods of rising prices and wages the work of the commission increases as a result of inequities between utility rates and cost of operation, and during depression times or periods of falling prices and wages the same situation exists with regard to inequities between utility rates and cost of operation which again increases the work of the commission in its endeavor to maintain rates for utilities which are equitable.

*cut - w -  
Full  
Committee*