

**DEPARTMENT OF PUBLIC HEALTH**

ITEM 235 of the Budget Bill

Budget page 661  
Budget line No. 4

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

Amount requested .....	\$3,754,257
Estimated to be expended in the 1949-50 Fiscal Year .....	4,676,198
<b>Decrease (19.7 percent) .....</b>	<b>\$921,941</b>

**Summary of Increases**

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and Wages .....	\$195,662	\$160,218	\$35,444	661	41
Operating Expenses .....	-1,727,229	-1,827,517	100,288	661	42
Equipment .....	-94,668	-97,255	2,587	661	43
Contributions to State Em- ployees' Retirement Fund .....	15,653	15,653	---	661	44
Less Increased Reimburse- ments .....	-25,879	-15,879	-10,000	661	48
<b>Total .....</b>	<b>-\$1,636,461</b>	<b>-\$1,764,780</b>	<b>\$128,319</b>		

Add:

Decrease Support Other

Funds:

Federal Funds .....	\$687,145	---	---	661	22
Public Health Funds .....	7,532	---	---	661	16
Commonwealth Founda- tion .....	15,694	---	---	661	25
Kellogg Foundation .....	4,149	---	---	661	26

Total Decrease ..—\$921,941

**RECOMMENDATIONS**

Amount budgeted .....	\$3,754,257
Legislative Auditor's Recommendation .....	3,678,692
<b>Reduction .....</b>	<b>\$75,565</b>

**Summary of Reductions**

	Amount	Budget page	Line No.
Bureau of Business Management			
Equipment:			
Automobiles, additional .....	\$7,750	663	8
Bureau of Health Education			
Salaries and Wages:			
1 intermediate typist-clerk .....	2,280	664	72
Equipment:			
Office equipment—additional .....	270	665	22
Bureau of Food and Drug Inspection			
Salaries and Wages:			
Temporary help .....	1,000	673	10
Operating Expense:			
Telephone and telegraph .....	1,325	673	20
Public Health Training			
Operating Expense:			
Training .....	62,940	676	40
<b>Total Reduction .....</b>	<b>\$75,565</b>		

**ANALYSIS**

The decrease of \$921,941 indicated in support item for the Department of Public Health is primarily the result of the transfer of subvention items for basic crippled children services, rheumatic fever, and aid to city and county health departments, from the department support budget to the local assistance budget.

Estimated expenditures for the 1949-50 Fiscal Year and amounts budgeted for 1950-51, after deletion of current year expenditures for items transferred to the local assistance budget, are detailed by object of expenditure:

<i>Object of expenditure</i>	<i>1949-50</i>	<i>1950-51</i>	<i>Increase</i>	<i>Percent increase</i>
Salaries and wages.....	\$3,107,463	\$3,303,125	\$195,662	6.3
Operating expenses.....	2,103,236	2,109,172	5,936	0.3
Equipment.....	203,481	113,813	-94,668	-45.4
Contributions to State Retirement Fund.....	248,597	264,250	15,653	6.3
<b>Totals</b> .....	<b>\$5,667,777</b>	<b>\$5,790,360</b>	<b>\$122,583</b>	
Less reimbursements .....	-73,600	-99,479	-25,879	35.2
<b>Net Total Expenditures</b> .....	<b>\$5,594,177</b>	<b>\$5,690,881</b>	<b>\$96,704</b>	<b>1.7</b>

A recapitulation of source of funds, with current year adjusted for transfer of subvention items to the Local Assistance Budget is as follows:

	<i>1949-50</i>	<i>1950-51</i>	<i>Increase</i>	<i>Percent increase</i>
General Fund .....	\$3,587,086	\$3,754,257	\$167,171	4.7
Federal Funds .....	1,493,531	1,450,439	-43,092	-2.9
Public Health Fund (Cannery Inspection).....	485,451	477,919	-7,532	-1.6
Commonwealth Foundation..	15,694	-	-15,694	-100
Kellogg Foundation.....	12,415	8,266	-4,149	-33.4
<b>Totals</b> .....	<b>\$5,594,177</b>	<b>\$5,690,881</b>	<b>\$96,704</b>	<b>1.7</b>

*A comparison of total amounts budgeted from all funds for 1950-51 shows an over-all increase of \$96,704 or 1.7 percent over estimated expenditures for comparable activities in 1949-50. General Fund expenditures are scheduled to increase \$167,171 or 4.7 percent, while federal funds are scheduled to decrease \$43,092 or 2.9 percent.*

The over-all increase of \$195,662 in salaries and wages is the result of the following factors:

Normal salary increases.....	\$95,817
14 additional positions.....	43,480
11.3 positions deleted.....	-34,006
Reclassifications (21 positions).....	6,280
Decrease in temporary help.....	-1,450
Decrease in estimated salary savings.....	85,541
<b>Total</b> .....	<b>\$195,662</b>

The deletion of 11.3 authorized positions and the proposed addition of 14 additional positions results in a net increase of 2.7 positions. However, it should be noted improved employment conditions have resulted in a decrease in estimated salary savings of \$85,541, the equivalent of adding approximately 24 positions.

The expanded program in "Crippled Children Services," and the increase in rent, are major items of increase in operating expenses. Offsetting decreases have been made in the Bureau of Disease Control primarily as a result of decreased cost of penicillin, and in Public Health Training which has reduced the amount for trainee assistance. Operating expenses show an over-all increase of \$5,936 or 0.3 percent over comparable expenditures for 1949-50.

The two major program changes are (1) a requested increase in funds for the crippled children program and (2) an increase in the Bureau of Hospitals due to doubling of the federal hospital construction grants-in-aid.

**DIVISION OF ADMINISTRATION**  
Divisional Administration

We recommend approval of this item.

**Bureau of Business Management**

We recommend deletion of the following item:

		<i>Budget Page</i>	<i>Line No.</i>
5 Automobiles, additional-----	\$7,750	663	8

The proposed budget requests 14 new positions but deletes a total of 11.3 positions, a net increase of 2.7 positions. Additional automobiles are not justified by expanded activity in the department. The department has a car pool operation under the Bureau of Business Management with cars generally assigned on a trip basis. However, certain individuals have cars assigned to them for 30-day periods. These assignments should be further reviewed and where such cars travel less than 1,000 miles per month, individual assignments should be terminated and these cars made available for regular trip assignments.

The addition of two clerical positions seems justified on a work-load basis.

Subject to the above deletion, we recommend approval of the Bureau Budget as submitted.

**Bureau of Records and Statistics—General Health Statistics**

We recommend approval as submitted.

**Bureau of Records and Statistics—Vital Records**

We recommend approval as submitted.

**Bureau of Health Education**

We recommend deletion of the following position and related equipment:

	<i>Amount</i>	<i>Budget Page</i>	<i>Line No.</i>
1 Intermediate typist-clerk-----	\$2,280	664	72
Office equipment, additional-----	270	665	22
<b>Total -----</b>	<b>\$2,550</b>		

There has been a reduction in service in this bureau by discontinuing the practice of furnishing organized health agencies with current publications. This is reflected in a decrease in the operating expense

item "Publications purchased for distributions" of \$4,352. This action should result in a decrease of clerical activity. No new service is added and the present ratio of clerical to other personnel should be adequate.

Equipment recommended for deletion is related to the additional position requested.

**DIVISION OF PREVENTIVE MEDICAL SERVICES**

**Divisional Administration**

We recommend approval as submitted.

**Maternal and Child Health Services**

We recommend approval as submitted.

**Crippled Children Services**

The following table shows amounts requested for Crippled Children Services with subvention items for the current year shown as Local Assistance Budget items for purpose of comparison:

<i>Item</i>	<i>1949-50</i>	<i>1950-51</i>	<i>Increase</i>	<i>Percent</i>
Support (General Fund) ----	\$600,062	\$773,106	\$173,044	28.8
Local Assistance Budget:				
Subvention—Basic crippled children -----	609,857	863,739	253,882	41.6
Subvention—Rheumatic fever -----	479,255	479,255	--	--
<b>Total -----</b>	<b>\$1,689,174</b>	<b>\$2,116,100</b>	<b>\$426,926</b>	<b>25.3</b>

The increase in the support item is directly related to the increase in the proposed subvention program in the Local Assistance Budget. The following additional positions are requested:

1 Public health medical officer, grade 2-----	\$6,360
1 Supervising occupational therapist-----	4,512
1 Intermediate stenographer-clerk-----	2,400
2 Intermediate typist-clerks -----	4,360

We recommend these additional positions be approved. The additional medical officer will provide full-time direction of the crippled children program in Southern California. The additional supervising occupational therapist is due to expanded cerebral palsy programs in the schools. Three additional clerical positions seem justified on a work load basis. Normal salary increases and a reduction of \$38,148 in estimated salary savings account for the remainder of the increase of \$74,370 in salaries and wages.

The increase in operating expenses is directly related to an increase of \$98,100 in the amount provided for diagnosis and care.

The rapid growth of the crippled children service should be noted. The legal basis of the program is found in the Crippled Children's Act (Division 1, Part 1, Chapter 2, Article 2, Health and Safety Code) which was enacted in 1927. The act states that the Department of Public Health shall establish and administer a program for handicapped children. It further directs the department to seek out handicapped children and provide for expert diagnosis. The scope of this program has been broadened to include as medically eligible numerous categories of crippling conditions which were not originally considered. During the first 10 years children with orthopedic, eye and plastic defects and those with

multiple congenital anomalies were covered. In 1940 rheumatic fever and rheumatic heart disease were included, but programs were limited to demonstration areas and financed from federal funds. In 1943 a program for treatment of conditions leading to loss of hearing was added and in 1946 a program for children with cerebral palsy was added. A state-wide rheumatic fever program was made possible during the current year by funds appropriated for that purpose by the 1949 Legislature.

The case load for this service has increased continuously. As an illustration 4,300 children received treatment in 1944 and 15,300 children in 1948. This number will increase in 1949-50 in the basic program and will be further increased because of the rheumatic fever program.

We fully recognize the merits of the crippled children program, but urge that action be taken in the budget year to provide a more adequate inventory of need in the State. *Consideration should then be given to a reanalysis of the allocation formulae to determine if subvention distributions are equitably meeting the problem.* A study of this program must give full weight to services which are presently offered by charitable and private institutions.

#### **Bureau of Disease Control**

The amount requested is \$441,690, a decrease of \$90,255 or 17 percent under estimated expenditures for 1949-50. Of the total decrease, \$37,300 is a reduction in federal funds resulting from the completion of a Special Federal Venereal Disease Program and a Federal Cancer Program. The decrease of \$52,955 in the amount requested from the General Fund is primarily attributable to a \$50,000 reduction in the amount requested for drugs.

We recommend approval as submitted.

#### **Bureau of Adult Health**

We recommend approval as submitted.

#### **Bureau of Special Services**

We recommend approval as submitted.

#### **Bureau of Hospitals**

The doubling of the amount of federal funds available under the grant-in-aid hospital construction program has made necessary a nominal increase in the amount budgeted for this bureau. An existing position of public health medical officer has been deleted but provision is made under proposed new positions for \$10,000 to cover temporary help which will be required if the State participates in the expanded program.

#### **DIVISION OF LABORATORIES**

The amount budgeted for the Division of Laboratories shows a reduction of \$22,346 or 4 percent under estimated expenditures for the current year. A reduction in the Q Fever Program results in the elimination of four positions. Three additional positions are requested on a work load basis in the viral and rickettsial laboratory. The initiating of a new policy of charging organized districts for certain types of laboratory services results in an increase of estimated reimbursements for local services of \$10,360.

We recommend approval of the divisional budget as submitted, subject to reservations discussed under the heading of Q Fever Program.

**Q Fever Program**

A total of \$68,094 was approved by the Legislature in 1949 for expenditure during the current year for Q Fever research. We recommended against approval of this item because we were convinced that research of this nature should be the responsibility of other agencies more directly concerned with problems of a research nature. We further pointed out during legislative hearings in 1949 that the problem relatively did not seem to merit the time and expense involved when vital problems such as tuberculosis and crippled children were facing the State.

Some retrenchment is noted in the 1950-51 Budget, namely the deletion of one position in Chronic Disease Services, and four positions in laboratories. Further studies in pasteurization evaluation will be taken over by the University of California at Davis in cooperation with the U. S. Public Health Service. Vaccine studies in animals will be conducted entirely by personnel of the U. S. Public Health Service. However, it has been noted that contemplated programs in this field indicate that it is a long-range research project extending for an indefinite period of time.

We appreciate that certain value would be lost by sudden termination of research activities of this nature. *We do recommend, however, that all activities in Q Fever research by the Department of Public Health be terminated during the 1950-51 Fiscal Year and that incomplete phases of the program be transferred to other agencies.*

**DIVISION OF ENVIRONMENTAL SANITATION**

**Divisional Administration**

We recommend approval as submitted.

**Bureau of Sanitary Engineering**

There is no major change in the level of service proposed for this bureau. Additional activity that might be required as a result of recent water pollution legislation cannot be estimated at this time, but adequate provision for such activity is made under a special item as other current expenses.

Two proposed new positions, plus travel expenses, are requested to provide sanitary inspection services to the Department of Mental Hygiene on a reimbursement basis. The approval of these positions is contingent on the authorization of an expenditure by the Department of Mental Hygiene for these services.

Subject to the above provision we recommend approval of the Bureau Budget as submitted.

**Bureau of Food and Drug Inspection**

We recommend the following reductions in the Bureau of Food and Drug Inspection:

	<i>Amount</i>	<i>Budget page</i>	<i>Line No.</i>
Temporary help -----	\$1,000	673	10
Telephone and telegraph -----	1,325	673	20
<b>Total -----</b>	<b>\$2,325</b>		

No program changes are contemplated. The increase of \$15,881 in proposed expenditures is primarily attributable to the addition of a new item for temporary help of \$2,000 and a decrease in estimated salary savings of \$9,438. The request for temporary help is justified on the basis of fuller occupancy of authorized positions. We recommend that the amount for temporary help be approved only in the amount of \$1,000 and that a survey of clerical requirements be made in the budget year.

Telephone and telegraph expenses are scheduled to increase \$1,325 over estimated expenditures for 1949-50. No increase in personnel is requested. We recommend that this item be continued at the 1949-50 level. Tighter administrative control on long distance calls should effect savings that more than offset increases in rates. Teletype should be used in lieu of long distance whenever feasible. A saving of \$1,325 would result from this reduction.

**Bureau of Cannery Inspection**

We recommend approval as submitted. This is a self-supporting activity.

**Bureau of Vector Control**

There is no increase in level of service. One new position is justified on a work load basis.

We recommend approval.

**DIVISION OF DENTAL HEALTH**

We recommend approval of the divisional budget as submitted.

**DIVISION OF LOCAL HEALTH SERVICES**

We recommend approval of the divisional budget as submitted.

**Public Health Training**

This program is concerned with the operation of a field training program and, secondly, with giving financial aid for trainees. The grant-in-aid program is used in training new personnel for selected public health classes as well as providing additional training to persons already employed by the Department of Public Health or local health departments.

Expenditures for Public Health Training, actual and estimated, for a five-year period are listed below:

	<i>1946-47</i>	<i>1947-48</i>	<i>1948-49</i>	<i>1949-50</i>	<i>1950-51</i>
	<i>Actual</i>	<i>Actual</i>	<i>Actual</i>	<i>Estimated</i>	<i>Proposed</i>
Salaries and Wages-----	---	---	\$10,302	\$19,905	\$20,928
Operating Expenses:					
Special Training Projects----	---	\$51,000	\$36,608	\$66,390	\$56,672
Accredited Training-----	---	---	148,219	161,200	140,930
Nonaccredited Training-----	---	---	61,553	69,745	65,333
General Training-----	\$140,546	218,228	---	---	---
<b>Total Operating Expenses</b> -----	<b>\$140,546</b>	<b>\$269,228</b>	<b>\$246,380</b>	<b>\$297,335</b>	<b>\$262,940</b>
<b>Grand Total</b> -----	<b>\$140,546</b>	<b>\$269,228</b>	<b>\$256,682</b>	<b>\$317,240</b>	<b>\$283,868</b>

*Source of Funds*

	1946-47	1947-48	1948-49	1949-50	1950-51
General Fund -----	---	\$73,352	\$88,183	\$125,296	\$95,888
Federal Funds -----	\$140,546	171,876	155,149	179,944	179,944
Kellogg Foundation -----	---	24,000	13,350	12,000	8,086
<b>Total -----</b>	<b>\$140,546</b>	<b>\$269,228</b>	<b>\$256,682</b>	<b>\$317,240</b>	<b>\$283,868</b>

During the Fiscal Year 1948-49 there were 190 people receiving training grants who completed training during the year. This 190 grouped by time periods of training are as follows:

17	10 to 12 months
25	7 to 9 months
24	4 to 6 months
73	6 to 15 weeks
51	under 6 weeks
<hr/>	
190	

The same group of trainees in terms of their employment status is as follows:

Not previously employed in public health field -----	54
Local health department employees -----	71
State Health Department employees -----	17
Others engaged in work related to the public health field -----	48
	<hr/>
	190

In addition to the above people who received training grants, 410 persons attended short-term institutes.

Chapter 1562, Statutes of 1947, provided for state aid to local health administrations. It provided that the State Department of Public Health may provide for consultant and advisory services and for the training of technical and professional personnel in educational institutions and field training centers approved by the department, and for the establishment and maintenance of field training centers in local health departments and in the State Department of Public Health. Standards of administration and standards of education and experience for professional and technical personnel employed in local health departments are established. Participation in local assistance grants to local health departments requires that these departments meet minimum standards.

The above table indicates that training programs of this nature are extremely costly and must be subjected to firm administrative control to insure full value in service for funds expended. Training grants should be limited to those public health classes in which critical labor shortages exist. We believe that this program should be regarded as primarily a temporary program and that the time has come for a reasonable reduction. Professional schools should now be fully acquainted with standards established by the Department of Public Health, and qualified people should become available without further training at state expense.

An amount not to exceed 4 percent of the total appropriation of \$3,000,000 for aid to local health departments for the Fiscal Year 1947-48 (Chapter 1562, Statutes 1947) was made available to the State Department of Public Health for advisory services and for training of technical and professional personnel. Certain shortages continue to exist but we believe a ceiling should be placed on expenditure for this purpose, whether from federal or state funds.



*We recommend, therefore, that the amount budgeted for operating expenses be approved in the amount of \$200,000, a reduction of \$62,940, and that this amount be subject to line item allocation by the Department of Public Health.*

#### Aid to Cities and Counties

This activity is supported entirely from federal funds. The major change in the budget as submitted results from the transfer of subvention contracts under operating expense to the Local Assistance Budget.

We recommend approval.

#### GENERAL SUMMARY

The California State Department of Public Health was established in 1870 becoming the second such department formed in the Nation. The first State Board of Health was primarily an advisory and informational body with very limited powers. These powers were expanded by the Legislature in 1905 and provision made for a bureau organization.

The State Board of Health now consists of eight members. Seven are physicians including the director of the department, and one is a dentist. Board members are appointed by the Governor for four-year terms. The board functions as a policy making, regulatory, quasi-judicial and licensing body. The State Director of Public Health is the executive officer of the board and administrative head of the department.

The state department has as one of its principal functions the encouragement and stimulation of local health departments. Direct public health service to the people of the State is given mainly by local health departments. The state department strives to strengthen local health departments by (1) furnishing leadership in assisting communities to recognize public health needs, (2) giving financial aid in establishing local health services, (3) providing educational opportunities for local health department staffs, (4) establishing standards of service and personnel, and (5) coordinating the entire public health program within the State.

Additional responsibilities of the department include:

1. Development of public health records and statistics.
2. Maintain registry of births, deaths, and marriages.
3. Investigation into causes of communicable disease.
4. Control of communicable diseases.
5. Protection of the health of mothers and children.
6. Special public health services including public health nursing, nutritional services and mental health services.
7. Control of disease-bearing animals and insects.
8. Prevention of occupational diseases.
9. The diagnosis and care of crippled children.
10. Environmental sanitation program including investigation of water supplies and food and drug inspection.
11. Administration of state-wide program for prevention and cure of tuberculosis.
12. Administer renewal disease control program.
13. Licensing of hospitals.
14. Educational program aimed at widespread understanding of personal hygiene and community health.
15. Program to protect and improve dental health.
16. Provide laboratory service including diagnostic service to rural areas, aid to local public health laboratories establish standards of procedure, and the registration of laboratories.

**Department of Public Health  
ADDITIONAL SUPPORT FROM PUBLIC HEALTH FUND**

ITEM 236 of the Budget Bill

Budget page 661  
Budget line No. 14

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

Amount requested -----	\$477,919
Estimated to be expended in the 1949-50 Fiscal Year -----	485,451
Decrease (1.6 percent) -----	<u>\$7,532</u>

**RECOMMENDATIONS**

Amount budgeted -----	\$477,919
Legislative Auditor's Recommendation -----	<u>477,919</u>
Reduction -----	None

**ANALYSIS**

This request represents the amount required to cover costs of cannery inspection which is a self-supporting activity. Cannery inspection fees are paid into the Public Health Fund.

**Department of Public Health  
CARE OF RECALCITRANT TUBERCULARS**

ITEM 237 of the Budget Bill

Budget page 877  
Budget line No. 7

*For Care of Recalcitrant Tuberculars from the General Fund*

Amount requested -----	\$75,000
Estimated to be expended in the 1949-50 Fiscal Year -----	75,000
Increase -----	None

**RECOMMENDATIONS**

Amount budgeted -----	\$75,000
Legislative Auditor's Recommendation -----	<u>75,000</u>
Reduction -----	None

**ANALYSIS**

The Department of Public Health is authorized to lease necessary facilities to care for persons afflicted with active contagious tuberculosis who violate the quarantine or isolation orders of the health officer (Chapter 1091, Statutes of 1949). The amount requested is to cover contractual agreements with existing agencies for these services. This program serves to reduce the spread of tuberculosis by recalcitrants, and is, we believe, a desirable enforcement program.

We recommend approval.

**Department of Public Health  
WATER POLLUTION AND CONTAMINATION WORK**

ITEM 238 of the Budget Bill

Budget page 677  
Budget line No. 21

*For Additional Support, Bureau of Sanitary Engineering and Division of Laboratories from the General Fund*

Amount requested .....	\$91,408
Estimated to be expended in the 1949-50 Fiscal Year .....	None
Increase .....	\$91,408

**RECOMMENDATIONS**

Amount budgeted .....	\$91,408
Legislative Auditor's Recommendation .....	91,408
Reduction .....	None

**ANALYSIS**

The amount requested will provide for additional work in the control of water contamination, and will cover the cost of technical services in the field of water pollution if and when requested by water pollution control boards.

The water pollution control program, being in the organizational stage, does not provide an experience pattern from which to determine accurate budget requirements.

This supplementary item will be subject to allocation by the Director of Finance as needs develop during the 1950-51 Fiscal Year.

We recommend approval.

**WATER POLLUTION CONTROL BOARD**

ITEM 239 of the Budget Bill

Budget page 678  
Budget line No. 53

*For Support of the Water Pollution Control Board from the General Fund*

Amount requested .....	\$249,399
Estimated to be expended in the 1949-50 Fiscal Year .....	125,141
Increase (99.3 percent) .....	\$124,258

**Summary of Increases**

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and Wages .....	\$85,164	\$85,164	--	678	63
Operating Expenses .....	65,579	65,579	--	678	64
Equipment .....	-26,485	-26,485	--	678	65
<b>Total Increase .....</b>	<b>\$124,258</b>	<b>\$124,258</b>			

**RECOMMENDATIONS**

Amount budgeted .....	\$249,399
Legislative Auditor's Recommendation .....	249,399
Reduction .....	None