

DEPARTMENT OF SOCIAL WELFARE

ITEM 268 of the Budget Bill

Budget page 858
Budget line No. 6

For Support of Department of Social Welfare From the General Fund

Amount requested	\$2,044,157
Estimated to be expended in 1952-53 Fiscal Year	1,917,342
Increase (6.6 percent)	\$126,815

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$145,732	\$53,516	\$92,216	871	33
Operating expense	32,123	19,730	12,393	871	34
Equipment	10,643	10,643	---	871	35
Total support	\$188,498	\$83,889	\$104,609		
Increase in federal aid funds	—\$61,683	—\$27,202	—\$34,481	858	28
Total increase state funds	\$126,815	\$56,687	\$70,128		

RECOMMENDATIONS

Amount budgeted	\$2,044,157
Legislative Auditor's recommendation	2,025,704
Reduction	\$18,453

Recapitulation of Recommended Reductions

Agency	Number of positions	Salaries and wages	Operating expenses	Equipment	Total
Division for the Blind	---	---	\$3,000	---	\$3,000
Bureau of Personnel	1	\$4,740	1,105	---	5,845
Area operations	4	16,368	2,140	---	18,508
Total support	5	\$21,108	\$6,245	---	\$27,353
Less					
Federal reimbursement					\$8,900
Minimum reduction in state appropriation					\$18,453

ANALYSIS

The basis upon which we have recommended the above reductions follows hereafter under the discussion of the appropriate unit in the department.

It should be noted that the reductions are primarily in terms of positions with little or no indication of corresponding reductions in operating and equipment expense. Generally the social welfare budget is so organized that the majority of operating and equipment costs do not appear in the various bureau budgets but are consolidated within the Bureau of Office Services and cannot be segregated to the extent that they apply throughout the units of the department except by a detailed analysis of statistical information maintained by the Department of Finance. Operating and equipment costs attributable to the positions which may be eliminated by the Legislature can be reduced administratively by the Department of Finance.

Organizational Changes

The proposed budget for the Department of Social Welfare reflects several organizational changes which are the result of a study made by the Senate Interim Committee on Social Welfare and presented to the Senate on March 3, 1952. The interim committee's proposed changes were discussed in detail on several occasions by representatives of the committee, the Department of Social Welfare, the Department of Finance and the Legislative Auditor. The agreed changes are included in the proposed budget.

Generally the proposals made by the interim committee result in the following major organizational revisions:

1. The Program Services Unit, Division of Social Security, is abolished and its several functions transferred to other units throughout the department on the basis of related activities.

2. The Division of Financial Administration, including its bureaus of Administrative Accounting, County Claims, and Fiscal Services, is abolished and its activities transferred to the Bureau of Financial Administration in the new Division of Administrative Services.

3. The Division of Personnel is abolished, and its activities transferred to the Bureau of Personnel in the new Division of Administrative Services.

4. The Division of Administrative Services is created to include the bureaus of Financial Administration, Personnel, Research and Statistics, Management Analysis, Training, and Office Services. Two of these bureaus—Research and Statistics and Office Services—have been separate bureaus directly responsible to management. Two others—Management Analysis and Training—are new bureaus created under the interim committee's recommendations.

These changes result in budget requests for the following additional personnel:

Division of Administrative Services	
Administration	
1 Chief	\$8,520
1 Senior stenographer-clerk	3,216
Bureau of Management Analysis	
1 Senior administrative analyst	7,008
1 Associate administrative analyst	5,772
1 Intermediate stenographer-clerk	2,772
1 Intermediate typist-clerk	2,640
Bureau of Training	
1 Associate training consultant	5,772
1 Intermediate stenographer-clerk	2,772
Bureau of Office Services	
2 Intermediate typist-clerks, Range B	5,544
1 Intermediate typist-clerk, Range A	2,640

Operating and equipment expenses attributable to the above new positions approximate \$11,900, making a total of \$58,556 in proposed expenditures resulting directly from the interim committee's recommendations.

We have examined the proposed changes and recommend approval of the department's budget request related thereto.

Executive		
Amount requested		\$66,874
Estimated to be expended in 1952-53 Fiscal Year		65,813
Increase (1.6 percent)		\$1,061

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$941	\$941	---	859	75
Operating expense	120	120	---	859	82
Equipment	---	---	---	---	---
Total increase	\$1,061	\$1,061	---		

RECOMMENDATIONS

Amount budgeted	\$66,874
Legislative Auditor's recommendation	66,874
Reduction	None

ANALYSIS

The increase of \$1,061 over estimated expenditures in 1952-53 is composed of normal salary adjustments and a small increase in travel expense.

We recommend approval of the amount requested.

During the current year the Office of Administrative Advisor and the fair hearing activity have been transferred from the Executive Unit and established as a separate staff unit which appears hereafter. This accounts for a decrease in the expenditures of the Executive Unit from \$104,834 in 1951-52 to an estimated expenditure of \$65,813 in 1952-53.

Office of the Administrative Advisor

Amount requested	\$44,786
Estimated to be expended in 1952-53 Fiscal Year	52,097
Decrease (14.0 percent)	\$7,311

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$8,661	\$8,661	---	860	26
Operating expense	—15,972	—15,972	---	860	32
Equipment	---	---	---	---	---
Total increase	—\$7,311	—\$7,311	---		

RECOMMENDATIONS

Amount budgeted	\$44,786
Legislative Auditor's recommendation	44,786
Reduction	None

ANALYSIS

This office provides legal advice for the department and conducts fair hearings for the Social Welfare Board. In the past these fair hearings have been conducted in part by force account and in part by the Division of Administrative Procedure, Professional and Vocational Standards.

During the current year the contract with the Division of Administrative Procedure will cost the Department of Social Welfare approximately \$16,700.

The department proposes to conclude this contractual arrangement by adding a third hearing officer (\$6,060) to its own staff. With this additional position the department proposes to conduct all fair hearings now held by the Division of Administrative Procedure with a resultant savings of approximately \$10,000 per year.

On this basis we recommend approval of the position as requested.

Division of Social Security—Divisional Administration

Amount requested	\$51,738
Estimated to be expended in 1952-53 Fiscal Year.....	61,002
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Decrease (15.2 percent).....	\$9,264

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages.....	—\$9,774	—\$15,834	\$6,060	860	68
Operating expense	510	—2,315	2,825	860	74
Equipment	---	---	---		
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Total increase	—\$9,264	—\$18,149	\$8,885		

RECOMMENDATIONS

Amount budgeted	\$51,738
Legislative Auditor's recommendation.....	51,738
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Reduction	None

ANALYSIS

This division requests a permanent new position of casework consultant (\$6,060). This is a new service and is based upon the following:

a. The division has an employment consultant whose activities are directed toward promotional aspects of providing jobs for aid recipients,

b. The Bureau of Vocational Rehabilitation of the Department of Education is carrying on a pilot study directed toward rehabilitating disabled parents of aid to needy children cases,

c. Staff is not available to review all policies and procedures to assure that they are directed toward the self-support concept and to develop materials for the use of state and county staffs in indoctrinating aid recipients in the benefits and desirability of self-support,

d. A pilot study was made by the department during the past year using a casework consultant from the University of California working with a selected group of Contra Costa County recipients. This consultant demonstrated to the department's satisfaction that families in which dependency has existed for many years can be rehabilitated.

Therefore, the department proposes this new position to review pertinent rules and regulations and to develop materials for use in staff development, including (a) an outline to be used in discussing the aid applicant's resources and possibilities for self-support, (b) example cases to provide interviewing techniques which will stress the importance of self-support as opposed merely to determining technical eligibility, (c) review and develop materials and techniques for use in absent father

cases, and (d) review and develop policies and techniques involving possibilities of support from other children in the family group.

In view of the indications of the pilot program being conducted by the Bureau of Vocational Rehabilitation, Department of Education, it is our opinion that if selected disabled recipients can be made self-supporting, there would appear to be definite possibilities for channeling a number of able-bodied recipients into gainful employment.

We recommend approval of this position on an exploratory basis for one year, at the end of which a complete report of results should be presented to the Legislature.

Bureau of Field Review

Amount requested	\$14,142
Estimated to be expended in 1952-53 Fiscal Year	12,112
Increase (16.8 percent)	\$2,030

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$2,030	\$2,030	---	861	54
Operating expense	---	---	---	---	---
Equipment	---	---	---	---	---
Total increase	\$2,030	\$2,030	---		

RECOMMENDATIONS

Amount budgeted	\$14,142
Legislative Auditor's recommendation	14,142
Reduction	None

ANALYSIS

The increase of \$2,030 reflects normal salary adjustments. We recommend approval of the budget as submitted.

This bureau is created out of the Program Services Unit, Division of Social Security, in accordance with recommendations of the Senate Interim Committee on Social Welfare.

Bureau of Aid to Needy Children

Amount requested	\$46,154
Estimated to be expended in 1952-53 Fiscal Year	31,222
Increase (47.8 percent)	\$14,932

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$14,932	\$4,696	\$10,236	862	21
Operating expense	---	---	---	---	---
Equipment	---	---	---	---	---
Total increase	\$14,932	\$4,696	\$10,236		

RECOMMENDATIONS

Amount budgeted	\$46,154
Legislative Auditor's recommendation	46,154
Reduction	None

ANALYSIS

The increase in this bureau's budget results from (1) the transfer of one social welfare agent (\$4,980) from Divisional Administration, Division of Social Security and (2) a request for two new positions—medical reviewer (\$5,496) and supervising social welfare agent I (\$4,740).

Medical Reviewer

In December, 1951, an agreement was entered into by the Department of Education (Bureau of Vocational Rehabilitation), the Department of Social Welfare, and the Department of Employment by which these agencies agreed to cooperate in a study designed to determine what might be done toward making disabled parents in aid to needy children cases self-supporting. This project is being undertaken on a pilot basis using four selected areas in the State. Quarterly reports are prepared by the Bureau of Vocational Rehabilitation. In the report of June 30, 1952, the State Medical Director of the Bureau of Vocational Rehabilitation stated that certain tentative conclusions were already evident with regard to the medical aspects of aid to needy children cases where there is a "disabled" parent. Among others, the report stated:

1. "The medical evidence accepted as establishing a physical or mental disability has frequently been casual, inaccurate, inadequate, contradictory, and often not a conclusive diagnosis."
2. "Often when a true medical diagnosis has been recorded in the case file, its significance has not been adequately interpreted by the physician or fully understood by the case worker."
3. "The degree of disablement has often been grossly misjudged, and budgets have been granted in cases where the disability was no more severe or serious than that endured by thousands of others who are presently self-supporting."

On the basis of the pilot study information, the Department of Social Welfare is requesting a medical reviewer to examine the medical aspects of cases on aid because of "disability." In view of the seriousness of the tentative pilot study conclusions and their significance with regard to the State's existing and potential aid case load, we recommend approval of the request as submitted.

Supervising Social Welfare Agent I

We are informed by the Department of Social Welfare that the activities of the Bureau of Aid to Needy Children have been directed primarily to the development of policies and procedures for family needy children situations because these constituted the majority of cases as opposed to cases of children under foster care who are receiving aid. Similarly, field review personnel have worked entirely on family cases.

Recently certain significant trends have become apparent:

- a. The number of children in foster homes has been increasing (8,969 in July, 1951, compared to 9,339 in July, 1952),
- b. The number of family aid to needy children cases has been decreasing (57,075 in July, 1951, compared to 53,856 in July, 1952),

c. The average grant for children in placement is considerably higher than for children in family groups (in October, 1952, it was \$60.17 and \$49.09 respectively).

In addition, the department reports it has information indicating the possibility of fraud in certain foster home aid to needy children cases. In one county the county probation officer recently has been convicted of embezzlement and in another the county welfare director has stated that because the probation officer is responsible for the collection of eligibility evidence, he can no longer attest to the eligibility of the children in placement.

Because the foster home picture is clouded and because of the possible shifting of case load from family groups to foster homes at a higher cost to the State, the department is requesting one supervising social welfare agent I to:

a. Analyze existing aid to needy children rules and regulations with a view to setting up different investigatory requirements for children in family groups and those in placement and different standards for the determination of need where the child is away from its parents.

b. Review and analyze reports on this problem which are being initiated through the existing field review personnel and make recommendations regarding current field practices.

While the department does not predict an outright saving to the State as a result of this proposal, it suggests that "securing more support from parents or returning children to their own families should produce substantial reductions."

On this basis we recommend approval of this position for one year subject to continuation only after a complete report of accomplishment to the Legislature and proof that this activity cannot thereafter be absorbed by the existing staff.

Bureau of Aid to Needy Aged

Amount requested -----	\$38,269
Estimated to be expended in 1952-53 Fiscal Year -----	33,446
Increase (14.4 percent) -----	\$4,823

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages -----	\$4,823	\$4,823	---	862	44
Operating expense -----	---	---	---	---	---
Equipment -----	---	---	---	---	---
Total increase -----	\$4,823	\$4,823	---		

RECOMMENDATIONS

Amount budgeted -----	\$38,269
Legislative Auditor's recommendation -----	38,269
Reduction -----	None

ANALYSIS

The apparent increase in this bureau's budget results from the transfer of one social welfare agent from Divisional Administration, Division of Social Security. No additional cost or service is involved.

We recommend approval of the budget.

Division for the Blind

Amount requested -----	\$156,339
Estimated to be expended in 1952-53 Fiscal Year -----	142,248
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Increase (9.9 percent) -----	\$14,091

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages -----	\$2,538	—\$102	\$2,640	862	77
Operating expense -----	11,553	8,553	3,000	862	84
Equipment -----					
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Total increase -----	\$14,091	\$8,451	\$5,640		

RECOMMENDATIONS

Amount budgeted -----	\$156,339
Legislative Auditor's recommendation -----	153,339
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Reduction -----	\$3,000

ANALYSIS

Increased costs of surgery and treatments in the prevention of blindness program represent \$8,553 of the total proposed budget increase of this division. We are informed by the Department of Finance that an error of \$3,000 occurred in the travel request and that this amount will be withdrawn.

A new position of intermediate typist-clerk (\$2,640) is requested to facilitate the movement of recipients between the partially self-supporting and needy blind rolls. The department states that the requested clerical position would result in the collection of data indicating how long each partially self-supporting recipient has been receiving aid, their plans for self-support, the number who have achieved self-support, and which recipients of aid to needy blind appear to be potentially self-supporting. We believe that every effort should be made to assure that blind aid recipients whose earning capacity is demonstrated to be less than \$600 per year are not permitted to remain on aid to partially self-supporting blind. Conversely, we believe that recipients of aid to needy blind who seem to be potentially self-supporting should be transferred to aid to partially self-supporting blind whenever practicable.

On this basis, we recommend that the requested position be allowed for two years, and that the Department of Social Welfare submit a report to the Legislature showing what has been accomplished by this position in enabling blind recipients to become self-supporting.

The following table indicates the annual earnings of aid to partially self-supporting blind recipients in 1950, the number of recipients who had been on the program for 12 months or longer, and the amount of

federal funds lost to the State and counties as a result of retaining recipients on the aid to partially self-supporting blind rolls who, after 12 months, had demonstrated earning capacities of less than \$600 per year:

1950 Annual earnings	Total APSSB Recipients	Recipients on program 12 months or longer	Loss of federal subvention supple- mented by state and county funds
	* 601	* 446 = 74.2%	
Net loss -----	8	7	\$2,520
No earnings -----	73	49	17,640
\$1- \$49 -----	33	19	6,840
50- 99 -----	45	32	11,520
100- 199 -----	70	43	15,480
200- 299 -----	60	47	16,920
300- 399 -----	61	45	16,200
400- 499 -----	53	45	16,200
500- 599 -----	45	36	12,960
	448 = 74.5%	323 = 72.0%	\$116,280
Over \$600 -----	153 = 25.5%	123 = 28.0%	
Cost distribution:			
State share -----	\$96,900		
County share -----	19,380		
	<u>\$116,280</u>		

* Distribution of earnings and case-load figures obtained from survey completed by the State Department of Social Welfare.

With a view to showing the accomplishments of the requested clerical position, we believe that information similar to that shown in the table should be prepared as of now and two years from now. In addition, we believe that data should be compiled for this period, indicating the number of aid to needy blind recipients who transferred to aid to partially self-supporting blind, the number of aid to partially self-supporting blind recipients who became self-supporting, the number of aid to partially self-supporting blind recipients who were transferred to aid to needy blind because of failure to earn over \$50 per month, and an explanation of the reasons for retaining on the aid to partially self-supporting blind rolls over a protracted period of time any recipients who earned less than \$50 per month.

With the exception of the \$3,000 error in the amount requested for travel, we recommend approval of the budget request as submitted.

Division of Child Welfare—Divisional Administration

Amount requested -----	\$21,580
Estimated to be expended in 1952-53 Fiscal Year -----	19,870
Increase (8.6 percent) -----	<u>\$1,710</u>

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages -----	---	---	---	863	33
Operating expense -----	\$1,710	\$1,710	---	863	36
Equipment -----	---	---	---	---	---
Total increase -----	<u>\$1,710</u>	<u>\$1,710</u>	---		

Social Welfare

RECOMMENDATIONS

Amount budgeted	\$21,580
Legislative Auditor's recommendation	21,580
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Reduction	None

ANALYSIS

The increase of \$1,710 is to defray the cost of travel for new positions in the division. Because we are recommending approval of the proposed new positions on a work load basis, we recommend approval of the travel expense.

Bureau of Child Welfare Services—Federal

Amount requested	\$30,133
Estimated to be expended in 1952-53 Fiscal Year	29,273
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Increase (2.9 percent)	\$860

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$860	\$860	---	863	56
Operating expense	---	---	---	863	64
Equipment	---	---	---	---	---
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Total increase	\$860	\$860	---		

RECOMMENDATIONS

Amount budgeted	\$30,133
Legislative Auditor's recommendation	30,133
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Reduction	None

ANALYSIS

With the exception of one clerical position of \$3,372, this unit is financed entirely by federal funds. We recommend approval of the budget as submitted.

An annual appropriation is made to the department in accordance with Section 521 (a), Title V of the Federal Social Security Act which reads in part as follows:

“The amount so allotted shall be expended for payment of part of the cost of district, county or other local child-welfare services in areas predominantly rural, and for developing state services for the encouragement and assistance of adequate methods of community child-welfare organization in areas predominantly rural and other areas of special need.”

Bureau of Adoptions

Amount requested	\$38,642
Estimated to be expended in 1952-53 Fiscal Year	34,297
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Increase (12.7 percent)	\$4,345

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$4,345	\$4,345	---	864	15
Operating expense	---	---	---	---	---
Equipment	---	---	---	---	---
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Total increase	\$4,345	\$4,345	---		

RECOMMENDATIONS

Amount budgeted -----	\$38,642
Legislative Auditor's recommendation -----	38,642
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Reduction -----	None

ANALYSIS

While the inspection of public and private adoption agencies is accomplished by personnel in the area offices, the department has customarily inspected the Children's Home Society out of the Bureau of Adoptions at Sacramento. This has been done because the society is a state-wide organization with nine branch offices and two major headquarters. The adoptions staff has provided this inspection service at the expense of other activities in the bureau. This has been an economical process from the State's standpoint because, at the existing work ratio of one welfare agent for each four adoption agencies, a minimum of two agents would have been required to inspect all branches of the society.

The society is currently establishing its 10th branch office and contemplates another in the near future. This would make a total of 11 branches, or the equivalent of approximately three welfare agents as an inspectional force.

The department proposes that it be allowed one supervising social welfare agent I (\$4,740) to be used exclusively in the state-wide inspection of the branches of the Children's Home Society. This will relieve the additional burden on existing staff in the Sacramento office and will save the State two inspectional positions which otherwise would be needed in the area offices.

We recommend approval of the budget as submitted.

Bureau of Boarding Homes and Institutions

Amount requested -----	\$27,871
Estimated to be expended in 1952-53 Fiscal Year -----	23,160
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Increase (20.3 percent) -----	\$4,711

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages -----	\$4,711	-\$29	\$4,740	864	41
Operating expense -----	---	---	---	---	---
Equipment -----	---	---	---	---	---
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Total increase -----	\$4,711	-\$29	\$4,740		

RECOMMENDATIONS

Amount budgeted -----	\$27,871
Legislative Auditor's recommendation -----	27,871
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Reduction -----	None

ANALYSIS

This bureau requests an additional supervising social welfare agent I (\$4,740) to be used in the development and revision of standards and regulations governing the inspection and licensing of institutions, boarding homes and child-placing agencies.

Standards pertaining to (1) maternity homes, (2) nurseries for infants, (3) parent-child homes, and (4) aged institutions have not been revised since 1942, and the department states that the existing staff is inadequate for this purpose.

Standards for day-care institutions were prepared in 1949 and are currently being revised because of an increase in the number of such facilities. We do not visualize as necessary a revision of institutional standards merely because the number of institutions increases. Furthermore, the department has prepared tentative standards for summer camps during the current year. As we have noted elsewhere, there is no clear cut legislative policy with regard to summer camp inspections. Until such is forthcoming we believe the existing staff could be better utilized in the revision of existing out-dated standards.

Insofar as we have been able to determine, the department's primary concern is with the exceptions which occur under the existing rules. Apparently the revision of the standards contemplates not only bringing up to date the basic standards pertaining to the average institution, but also to set down comprehensive rules for the handling of possible exceptions. The department estimates that the requested position can revise two standards per year.

We believe that basic manuals for the guidance of field personnel should be reasonably up-to-date and that they should be edited and reprinted periodically to assure that basic information is readily accessible rather than scattered through a series of memoranda. Contrarily we do not believe that manuals should be designed to provide for every contingency or exception that may arise. Variances must be decided upon their individual merits and should be processed through the appropriate administrative official for decision.

Therefore, we recommend that the proposed position not be allowed on a permanent basis but that it be established for one year specifically to edit and bring current the necessary standards so that they reflect existing requirements which have developed during the past 10 years, but not to prepare exhaustive manuals covering past or anticipated exceptions to the standards.

Thereafter, the standards should be kept reasonably current by the existing staff.

Division of Administrative Services—Divisional Administration

Amount requested -----	\$26,797
Estimated to be expended in 1952-53 Fiscal Year -----	None
Increase -----	\$26,797

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages -----	\$25,997	\$16,212	\$9,785	864	74
Operating expense -----	800	---	800	864	77
Equipment -----	---	---	---	---	---
Total increase -----	\$26,797	\$16,212	\$10,585		

RECOMMENDATIONS

Amount budgeted	\$26,797
Legislative Auditor's recommendation	26,797
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Reduction	None

ANALYSIS

This unit is created in accordance with recommendations of the Senate Interim Committee on Social Welfare. The Manual Unit is transferred from the former Division of Research and Statistics. The proposed new services are:

Chief, Division of Administrative Services	\$8,520
Senior stenographer-clerk	3,216
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Total—Salaries and wages	\$11,736
Less salary savings	—1,951
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Operating expenses	\$9,785
	800
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Total new services	\$10,585

We recommend approval of the budget as submitted.

Bureau of Financial Administration

Amount requested	\$254,556
Estimated to be expended in 1952-53 Fiscal Year	None
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Increase	\$254,556

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$250,836	\$250,836	---	867	41
Operating expense	3,720	3,720	---	867	44
Equipment	---	---	---	---	---
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Total increase	\$254,556	\$254,556	---		

RECOMMENDATIONS

Amount budgeted	\$254,556
Legislative Auditor's recommendation	254,556
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Reduction	None

ANALYSIS

The 1953-54 budget request of this bureau replaces the budget request of the former Division of Financial Administration which was composed of the Bureaus of Administrative Accounting, County Claims, and Fiscal Services. Normal salary and expense adjustments are the only increased costs of this new bureau.

We recommend approval of the amount requested.

Bureau of Personnel

Amount requested	\$129,345
Estimated to be expended in 1952-53 Fiscal Year	None
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Increase	\$129,345

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages -----	\$84,475	\$79,735	\$4,740	867	78
Operating expense -----	44,870	43,765	1,105	868	9
Equipment -----	-----	-----	-----	-----	-----
Total increase -----	\$129,345	\$123,500	\$5,845		

RECOMMENDATIONS

Amount budgeted -----	\$129,345
Legislative Auditor's recommendation -----	123,500
Reduction -----	\$5,845

ANALYSIS

In accordance with recommendations of the Senate Interim Committee on Social Welfare the former Division of Personnel now becomes a bureau in the Division of Administrative Services. As now constituted, the bureau requests a new position of assistant personnel analyst (\$4,740).

The need for this proposed position is based upon the department's expressed desire to bring current personnel reviews of the eleven counties operating under civil service systems. Sections 119.5 and 119.6 of the Welfare and Institutions Code provide that the Department of Social Welfare shall have supervisory power to insure compliance with personnel standards established by any county "to the end that this State shall at all times conform to the requirements of federal law for the continued receipt of federal grants-in-aid."

We know of no federal requirement that the State must examine civil service counties within specific periods of time. Such would not appear to exist when one civil service county has not been reviewed by the State since 1943.

The following table shows the civil service county, the date last reviewed by the State and the date of the previous reviewal:

County	Period	
	last reviewed	previously reviewed
Alameda -----	7/42— 7/43	Original review
Contra Costa -----	7/48— 6/49	9/47
Fresno -----	1/51—12/51	6/49
Los Angeles -----	1/46—12/46	Original review
Sacramento -----	1/51—12/51	6/43
San Bernardino -----	1/51—12/51	1/49
San Diego -----	7/51— 6/52	Original review
San Francisco -----	7/46— 6/47	Original review
San Mateo -----	3/51— 2/52	6/49
Santa Clara -----	7/43— 6/44	Original review
Ventura -----	None—Civil Service recognized 7/52	

The following pertinent points are obvious from the above table:

1. Four counties have not been reviewed for from six to 10 years (Alameda, Los Angeles, San Francisco and Santa Clara) and these were original reviews.
2. Two counties have been reviewed twice within two years (San Bernardino and Fresno) and one other within three years (San Mateo).
3. Six counties have been reviewed within the past four years.

The department states that existing staff can review three or four counties per year, which would result in a review of each county once every three years. Reviews are scheduled for Alameda, San Francisco and Santa Clara for 1953.

We believe it apparent that the existing staff properly applied can bring the civil service county reviews up to date and maintain a review that will meet the requirements of the statutes.

On this basis we recommend that the additional position of assistant personnel analyst be not allowed.

Bureau of Research and Statistics

Amount requested	\$116,542
Estimated to be expended in 1952-53 Fiscal Year	120,204
Decrease (3.1 percent)	\$3,662

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$7,336	\$13,108	\$5,772	868	50
Operating expense	3,624	3,624	---	868	57
Equipment	50	50	---	868	60
Total increase	\$3,662	\$9,434	\$5,772		

RECOMMENDATIONS

Amount budgeted	\$116,542
Legislative Auditor's recommendation	116,542
Reduction	None

ANALYSIS

The decrease in the 1953-54 budget request of this bureau results from transfer of the Manual Unit, with salaries and wages totaling \$16,212 to Divisional Administration in the Division of Administrative Services. Increased operating expenses, normal salary adjustments, and a requested new position of associate research technician (\$5,772) diminish the effect of transferring the Manual Unit so that a budget decrease of \$3,662 results.

The department states that the requested position will be used to review and to revise statistical reports in order to provide more useful data concerning operation of the child welfare aspects of the departmental program. Reports are compiled at present, but we are informed that no one is available to interpret the data available on the child welfare programs. As a result, management suffers from the lack of an adequate analysis of program trends. The proposed position constitutes sufficient staff to provide the necessary interpretation of data. A position similar to that proposed here provides data and trend analyses for the public assistance programs which the department contends has been of considerable administrative value.

We recommend approval of the budget request of this bureau as submitted.

Social Welfare

Bureau of Management Analysis

Amount requested	\$25,010
Estimated to be expended in 1952-53 Fiscal Year	None
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Increase	\$25,010

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$22,560	\$6,260	\$16,300	868	81
Operating expense	2,450	627	1,823	868	84
Equipment	---	---	---	---	---
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Total increase	\$25,010	\$6,887	\$18,123		

RECOMMENDATIONS

Amount budgeted	\$25,010
Legislative Auditor's recommendation	25,010
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Reduction	None

ANALYSIS

This is a new bureau established in accordance with recommendations of the Senate Interim Committee on Social Welfare. The existing permanent position of associate administrative analyst was transferred from the Bureau of Office Services. New positions and related operating expense are as follows:

Senior administrative analyst	\$7,008
Associate administrative analyst	5,772
Intermediate stenographer-clerk	2,772
Intermediate typist-clerk	2,640
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Total salaries and wages	\$18,192
Less salary savings	—1,892
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Operating expenses	\$16,300
	1,823
<hr/>	
Total new services	\$18,123

We recommend approval of the budget as submitted.

Bureau of Training

Amount requested	\$16,447
Estimated to be expended in 1952-53 Fiscal Year	None
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Increase	\$16,447

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$14,747	\$7,356	\$7,391	869	22
Operating expense	1,700	1,000	700	869	25
Equipment	---	---	---	---	---
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Total increase	\$16,447	\$8,356	\$8,091		

RECOMMENDATIONS

Amount budgeted	\$16,447
Legislative Auditor's recommendation	16,447
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Reduction	None

ANALYSIS

This is a new bureau established in accordance with recommendations of the Senate Interim Committee on Social Welfare. The existing permanent position of training consultant was transferred from Divisional Administration, Division of Social Security. New positions and related operating expense are as follows:

Associate training consultant.....	\$5,772
Intermediate stenographer-clerk	2,772
Total salaries and wages.....	\$8,544
Less salary savings.....	—1,153
Operating expenses	\$7,391
	700
Total new services.....	\$8,091

We recommend approval of the budget as submitted.

Bureau of Office Services

Amount requested	\$701,530
Estimated to be expended in 1952-53 Fiscal Year.....	652,474
Increase (7.5 percent).....	\$49,056

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages.....	\$11,977	\$3,793	\$8,184	870	75
Operating expense	26,486	26,486	---	870	22
Equipment	10,593	10,593	---	870	30
Total increase	\$49,056	\$40,872	\$8,184		

RECOMMENDATIONS

Amount budgeted	\$701,530
Legislative Auditor's recommendation.....	701,530
Reduction	None

ANALYSIS

As previously noted, the Social Welfare budget is so organized that the majority of the entire departmental operating expense is contained in the Bureau of Office Services. Therefore, this bureau's budget reflects operational and equipment costs attributable to new positions throughout the department.

Four new clerical positions are added, of which one represents existing work load increases and three represent work load increases which will result from positions added elsewhere in accordance with recommendations of the Senate Interim Committee on Social Welfare.

Aside from operating and equipment expense increases attributable to normal cost increases and new positions, the significant item of operating expense is for rent. This shows an increase of \$21,885, of which \$17,600 is for increased rental on the department's headquarters building in Sacramento.

Area Operations

Amount requested	\$1,220,874
Estimated to be expended in 1952-53 Fiscal Year	1,190,868
Increase (2.5 percent)	\$30,006

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$30,214	\$13,846	\$16,368	871	18
Operating expense	—208	—2,348	2,140	871	21
Equipment	—	—	—	—	—
Total increase	\$30,006	\$11,498	\$18,508		

RECOMMENDATIONS

Amount budgeted	\$1,220,874
Legislative Auditor's recommendation	1,202,366
Reduction	\$18,508

ANALYSIS

Three new positions (2 supervising welfare agents I, \$9,480; and an intermediate typist-clerk, \$2,640) are requested to meet the work load increase occasioned by an increase in the number of institutions subject to inspection by the Department of Social Welfare. As these positions are proposed on the basis of established work-load ratios, we recommend their approval.

Summer Camps

We recommend deletion from the budget of the four positions for "Temporary help—camps," amounting to \$16,368 in salaries and \$2,140 in travel expense.

In its proposed budget for 1951-52 the department requested the equivalent of two positions to license and inspect summer camps throughout the State. The department contended that it was charged with this activity under the provisions of Section 1620 of the Welfare and Institutions Code which is, in part, as follows:

"Section 1620. Activities for which license required. No person, association, or corporation shall, without first having obtained a written license or permit therefor from the State Department of Social Welfare or from an inspection service approved or accredited by the department:

"(a) Maintain or conduct any institution, boarding home, day nursery, or other place for the reception or care of children under 16 years of age, nor engage in the business of receiving or caring for such children, nor receive nor care for any such child in the absence of its parents or guardian, either with or without compensation."

However, the department did not have specific information as to the number of camps in California or the magnitude of the problem with regard to licensing. Because of this the Legislature approved the proposed positions primarily for use in making a survey of camps and recommendations for future action.

In February, 1952, the department presented its findings and an estimate that the camp licensing and inspection program would cost the

State approximately \$100,000 yearly. Subsequently, the Legislature approved the two existing temporary positions for a continuation of the camp problem study and to provide a minimum inspectional service. For 1953-54 the department requests four positions and necessary travel expenses totaling \$18,508 with which it proposes to render what it considers to be a minimum licensing and inspection program for the 750 existing camps in the State.

Section 1620 of the Welfare and Institutions Code does not specifically mention summer camps as a licensing responsibility of the Department of Social Welfare. While it has appeared that the summer camp problem is of recent origin, such is not the case. The department's contention that it is charged with this matter is based on an opinion of the Attorney General rendered 32 years ago. This opinion, addressed to the then secretary of the State Board of Charities and Corrections, is, in part, as follows:

"I am in receipt of your communication of October 9th, reading as follows:

"There is a growing tendency in the State of California for counties, municipalities and private organizations to equip and run through the summer months vacation camps for children. We have complaints against such camps. Would the Statutes of 1913, page 73, Section 3, place such institutions for children under the supervision of this board?"

"The act to which you refer provides that:

"No person, association or corporation shall hereafter maintain or conduct in this State any * * * boarding house, home or other place conducted as a place for the reception and care of children without first obtaining a license or permit therefor in writing from the State Board of Charities and Corrections, such permit or license, once issued, to continue until revoked for cause, after hearing."

"It would appear that this act is broad enough to include any summer camp conducted by a person, association or corporation, as a place for the reception and care of children. It does not, however, include a camp conducted by a county or municipal corporation."

While the statutory language has been modified, it would appear that this opinion is still valid. However, the opinion is not conclusive. It says only that "*it would appear that this act is broad enough to include any summer camp.*"

In our analysis of the 1952-53 budget proposal we recommended against an expansion of the camp service beyond the two positions then existing and suggested that local governments within whose boundaries the camps are situated should assume inspectional control. General responsibility for health and safety rests with local government. The primary job of camp inventory has been accomplished by the State. The question at this time is one of jurisdiction and responsibility for continued inspections.

Therefore, we recommend as follows:

1. That all summer camp activities be deleted from the department's budget;

2. That the Department of Social Welfare sponsor the amendment of Section 1620 in order to clarify legislative intent with regard to the licensing and inspection of summer camps; and

3. That if the licensing and inspection of summer camps is determined to be primarily a state function, a level of service be established taking into consideration both the state and local interest and responsibility.

RECREATION COMMISSION

ITEM 269 of the Budget Bill

Budget page 872
Budget line No. 7

For Support of the Recreation Commission From the General Fund

Amount requested	\$88,915
Estimated to be expended in 1952-53 Fiscal Year	84,853
Increase (4.8 percent)	\$4,062

Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Work load or salary adjustments	New services		
Salaries and wages	\$1,344	\$1,344	---	872	44
Operating expense	-1,890	-1,890	---	872	61
Equipment	4,608	4,608	---	872	68
Total increase	\$4,062	\$4,062	---		

RECOMMENDATIONS

Amount budgeted	\$88,915
Legislative Auditor's recommendation	None
Reduction	\$88,915

ANALYSIS

California's Recreation Commission was created by Chapter 1239, Statutes of 1947, to study recreation facilities and problems, to formulate a state recreation policy, and to cooperate with officials and agencies in encouraging public recreation activities.

During the past summer we made a detailed study of this agency's purpose and activities and reached the following conclusions:

1. The Recreation Commission is not performing an essential state service,

2. Recreation is traditionally primarily a responsibility of local government,

3. The Recreation Commission provides a service to local governments which is almost unique among states in that only two others appear to have separate agencies comparable to California's, and

4. The commission probably cannot be placed on a self-supporting or partially self-supporting basis—a conclusion concurred in by the Management Analysis Section of the Department of Finance—because local governments simply would not pay for the service.

On the basis of the above conclusions and the information developed in relation thereto, *we recommend that this item be deleted from the budget in its entirety.*