

Water Quality Control Board—Continued

Pursuant to A.C.R. 5 of the 1963 Special Session, which directed this office to determine the current applicability of statutory provisions affecting the workload requirements of various state agencies, we have been advised that two provisions of the Water Pollution Control Act (Division 7 of the Water Code) are no longer necessary to the operations of the State Water Quality Control Board. Sections 13100-05, relating to the revolving loan fund for construction of local sewerage projects, are now obsolete because a system of federal grants has supplanted the State's loan arrangement. The loan fund should be abolished and future payments of interest and principal on existing loans should be returned to the General Fund.

Section 7076 of the same act requires reports of water well drillers to be filed with the regional boards. Since the Department of Water Resources has the major interest in these reports and receives copies of them anyway, it would appear that the department, instead of the regional boards, should maintain the master file and supply the regional boards with information as requested.

*Approval of this request is recommended.*

DEPARTMENT OF VETERANS AFFAIRS

ITEM 285 of the Budget Bill

Budget page 769

FOR SUPPORT OF DEPARTMENT OF VETERANS AFFAIRS FROM THE GENERAL FUND

Amount requested .....	\$646,622
Estimated to be expended in 1963-64 fiscal year .....	617,766
Increase (4.7 percent) .....	\$28,856
Increase to maintain existing level of service.....	\$25,107
Increase for new service.....	3,749

TOTAL RECOMMENDED REDUCTION..... \$7,889

Summary of Recommended Reductions

	Amount	Page	Line
Eliminate one intermediate typist-clerk .....	\$4,140	769	44
Reclassify deputy director to assistant to the director .....	3,749	769	48

ANALYSIS

The Department of Veterans Affairs administers the State's program of veterans' benefits; provides a claims and rights service to assist veterans in obtaining benefits to which they are entitled from the federal government; administers the operation of the Veterans Home and the Woman's Relief Corps Home, and administers the subventions for county service officers through which certain counties are reimbursed for a portion of the cost incurred by these counties in providing services to veterans.

This General Fund item provides support funds for the activities of the Administration, Educational Assistance and Service and Coordination Divisions. Veterans Home support funds are provided by a separate item and the Farm and Home Purchase Division is self-sustaining.

Department of Veterans Affairs—Continued

We recommend approval of the proposed new position of Veterans Representative in the Division of Service and Coordination. This division undertook the claims and rights service program for which the department had contracted with veterans' organizations prior to 1960. This procedure resulted in substantial savings to the State and it is anticipated that authorization of the veterans representative proposed will adequately provide for the level of service required in the foreseeable future. The new position will be responsible for servicing the veterans at the Veterans Home of California.

*We recommend that an intermediate typist-clerk position in the Division of Administration that has been vacant since May 24, 1963, be eliminated at a saving of \$4,140. We recommend that the position of deputy director that was reclassified from assistant to the director in the current year at an added cost of \$3,749 be again reclassified to its original status.* There are two reasons for this recommendation. The first is that it is inconsistent to create a third deputy director level position for an agency that has been experiencing a total staff reduction in recent years. The second reason is that creation of this deputy director position results in an overlap of responsibility between this position and the administrative deputy director. The staff recommendation to the State Personnel Board that substantiated establishment of the administrative deputy director position contended that that position is unique in that it carries out many of the policy formulation and program coordination responsibilities normally associated with a deputy director position. It is also noted that the administrative deputy director position will act for the director in the absence of the director. The existence of a line authority through the administrative deputy director for the non-medical divisions of the Department of Veterans Affairs and of a line of authority for the Veterans Home through the medical deputy director obviate any necessity for the creation of a third deputy director position. It is therefore recommended that this position be reverted to its former assistant to the director classification.

*We recommend approval of the item subject to the reductions outlined above.*

**DEPARTMENT OF VETERANS AFFAIRS**

ITEM 286 of the Budget Bill

Budget page 769

**FOR SUPPORT OF DEPARTMENT OF VETERANS AFFAIRS  
FROM THE VETERANS FARM AND HOME BUILDING FUND**

Amount requested .....	\$142,133
Estimated to be expended in 1963-64 fiscal year .....	140,133
Increase (1.4 percent) .....	\$2,000

**TOTAL RECOMMENDED REDUCTION**..... None

**ANALYSIS**

This item provides the pro rata share of the overhead support cost incurred by the Divisions of Administration and Service and Coordination attributable to the Division of Farm and Home Loans.

*We recommend approval as requested.*

**DEPARTMENT OF VETERANS AFFAIRS**

ITEM 287 of the Budget Bill

Budget page 771

**FOR SUPPORT OF EDUCATIONAL ASSISTANCE TO VETERANS  
AND DEPENDENTS FROM THE VETERANS' FARM  
AND HOME BUILDING FUND**

Amount requested ----- \$3,730,483  
 Estimated to be expended in 1963-64 fiscal year ----- \*3,730,483

**TOTAL RECOMMENDED REDUCTION**----- None

\* \$3,244,300 was budgeted from the General Fund as item 273 of the 1963-64 budget providing \$2,544,300 and \$700,000 for educational assistance to veterans and dependents respectively. The \$3,730,483 estimated to be expended in the 1963-64 budget year is contingent upon the Legislature taking action required to fund the expected \$486,183 current year deficit.

**ANALYSIS**

Sections 981 to 981.8 and 890 to 900 of the Military and Veterans Code provide the opportunity for California veterans and dependents of decreased or totally disabled veterans to continue their education under the guidance of and with the financial aid of the Department of Veterans Affairs. A maximum of \$1,000 per veteran or \$900 per year per qualified dependent can be made available after federal aid has expired.

The number of veterans participating in this program continues to decrease but the tremendous surge of dependent participation has exceeded estimates and more than offsets the decreased veteran demand. Commitments to qualified applicants in excess of available funds were projected in November of 1963 and new applications have not been taken since that time. Nevertheless the Legislature is faced with appropriating additional funds for the 1963-64 year to enable the department to fulfill obligations committed prior to the application cutoff date.

The Department of Veterans Affairs could administratively reduce the amount of funds available to veteran participants but that would be contrary to legislative intent. It is therefore recommended that the 1963-64 deficit be acknowledged and that the \$3,730,483 estimated for 1964-65 needs be approved. It is also recommended, however, that a cutoff date for veteran participation be established similar to the cutoff established by the Veterans Administration for federal benefits.

*We recommend approval of the item as requested.*

**Department of Veterans Affairs  
VETERANS HOME OF CALIFORNIA**

ITEM 288 of the Budget Bill

Budget page 772

**FOR SUPPORT OF THE VETERANS HOME OF CALIFORNIA  
FROM THE GENERAL FUND**

Amount requested ----- \$3,684,489  
 Estimated to be expended in 1963-64 fiscal year ----- 3,469,383

Increase (6.2 percent) ----- \$215,106

Increase to maintain existing level of service\_\_\_\_ \$100,282  
 Increase to improve level of service----- 114,824

**TOTAL RECOMMENDED REDUCTION**----- \$65,084

## Veterans Home of California—Continued

	Summary of Recommended Reductions	
	Amount	Budget Page Line
Graduate Nurse (5) -----	\$26,400	--- --
Hospital aid (7) -----	26,292	--- --
Janitor (2) -----	8,088	--- --
Laundryman (1) -----	4,044	--- --
Equipment -----	260	--- --

## ANALYSIS

The Veterans Home of California, which has been operated by the State since 1897, is provided for by the Military and Veterans Code, Chapter 1, Division 5. The home provides general medical, hospital and surgical facilities, chronic and convalescent facilities and general domiciliary capacity for qualified California Veterans who have physical disabilities and are financially unable to provide for themselves. The home has sufficient capacity to accommodate 463 patients in the hospital and receiving area, 418 patients in the intermediate nursing home area and 1,531 members in the domiciliary facilities. A waiting list containing 114 applicants for hospital care and 27 applicants for intermediate nursing home care existed January 1, 1964. There are approximately 380 vacant beds in the domiciliary facilities.

The federal government contributes \$912.50 per member as a token recognition of its responsibility for the veteran. The total federal contribution for the budget year will be \$1,647,062 and the total expenditures by the home will be \$5,331,551. This represents a \$215,106 increase, or 4.2 percent over the current year. There are 16 proposed new positions, and \$50,000 is proposed to initiate an extended training program for personnel rendering bedside care. *We recommend approval of the \$50,000 proposed for the new training and classification program and approval of the proposed additional painter. We recommend deletion of the remaining proposed additional personnel.*

The proposed training classification program will serve a number of purposes. First, it will insure better care for the patient. Second, it may enable the Veterans Home to offer its employees an opportunity to merit professional status equal to that of state employees performing similar duties for the Department of Mental Hygiene. Third, it is hoped the new program will serve to reduce the excessively high employee turnover. This program as outlined by the department in its request would require an appropriation of \$152,724 in the budget year as opposed to the \$50,000 shown in the budget. The breakdown of that \$152,724 is as follows:

Purpose	Salary/month	Cost/year
Appoint 1 geriatric nurse educational director-----	\$590-717	\$7,080
Reclassify 177 hospital aids to geriatric technicians-----	362-440	46,564
Appoint 20 geriatric technician trainees-----	298-329	73,320
Reclassify 89 graduate nurses to geriatric nurses-----	463-536	25,760
		\$152,724

While we agree that \$50,000 is sufficient to initiate this program in the budget year, we recommend that the Legislature prescribe approval of specific portions of the proposal. The following table indicates the

## Veterans Home of California—Continued

rate of turnover and percentage of long-term employees in the graduate nurse and hospital aid categories for the past five years.

Position	Number of annual separations per 100 authorized positions				
	1959	1960	1961	1962	1963
Hospital aids -----	41	43	35	54	51
Graduate nurses -----	20	18	15	30	33

  

Position	Number of employees per 100 authorized positions with three or more years of service				
	1959	1960	1961	1962	1963
Hospital aids -----	36	44	51	47	40
Graduate nurses -----	43	54	63	51	54

It will be noted that while the graduate nurse turnover has been high, it is not as critical as the hospital aid turnover. It should also be noted that the minimum qualifications for a hospital aid do not require experience or education of any kind related to hospital care, if the appointee has completed high school. Thus while additional and continued training is important for a graduate nurse, the need is more critical for a hospital aid. It is therefore recommended that the \$50,000 provided to initiate the program be prescribed as available to appoint six geriatric trainees and to provide funds for reclassification of hospital aids to geriatric technician should such action be approved by the Personnel Board. The six geriatric technician trainees are recommended because this will enable the present three-week training period to be extended to six weeks and will thus provide trained personnel for ward duty as vacancies occur should past experience of up to 96 vacancies per year continue.

We recommend approval of the proposed new painter because he is required to maintain the existing level of service. At the present time there is an extensive backlog of painting to be completed to maintain recommended cycles, and construction of a new hospital clinic wing was not accompanied by increase in the staff in this area whereas it added a substantial workload.

We recommend disapproval of the proposed additional graduate nurse and hospital aid positions for two reasons. The first is that the new reclassification and training program should provide additional help and more competent help and therefore the effect of this program should be experienced in order to make a complete evaluation of employee needs. Comparison to the Department of Mental Hygiene approved staffing standard for hospital and ambulatory geriatric care provides our second reason for opposing the new positions. The following table applies the Department of Mental Hygiene staffing standards to the Veterans Home workload according to the appropriate level of care categories.

## Veterans Home of California—Continued

Level of care	Number of patients	Patient per employee ratio	Employees required	Conversion factor	Authorized positions required	
					100% standard	91.5%
Receiving and initial treatment	14	4.4/1	4	1.6	7	6
Geriatric bedridden	449	4.5/1	100	1.6	160	147
Ambulatory geriatric	418	10/1	42	1.6	68	62
Post assignments	-	-	18	-	20	20
Total	881				255	235
Authorized 1963-64					280	280
Excess positions compared to standard					25	45

Note that the column indicating the required number of authorized positions contains two totals. The first is for 100 percent of standard, the second is for 91.5 percent of standard which is the level that the Department of Mental Hygiene has been authorized in past budgets and has proposed for the budget year. The totals in the number of authorized positions required as applied to the Department of Mental Hygiene would include psychiatric technician trainees whereas the six new geriatric technician trainees recommended for approval in a preceding paragraph would be in addition to 280 Veterans Home authorized bedside care positions. The Veterans Home therefore has 25 excess positions compared to 100 percent standard, and 45 excess positions compared to the 91.5 percent standard applied to the Department of Mental Hygiene, and should the additional six positions recommended be approved the excess would be 31 and 51 respectively. It is acknowledged that limitations imposed by the physical plant and that differences in the type of patient may justify deviations from any standard, and therefore the existing excess over standard is not criticized. However, the existence of the excess requires that the benefits of the training program be tested and that tangible proof of additional need be substantiated to justify additional positions in the requested categories.

We recommend against increasing the number of janitorial positions as necessary to serve the increased workload. We prefer the alternative of purchasing justified equipment and better materials when these expenditures enable more janitorial service with the existing staff. Therefore, we have recommended approval of floor maintainers in the 1963-64 equipment budget and in the current equipment budget and we recommend approval of the plastic wainscot treatment throughout the hospital as proposed in the minor capital outlay budget request. The two floor maintainers used properly could be equivalent to extending the janitorial staff  $1\frac{1}{2}$  to 2 positions and the wainscoting application simplifies washing, painting and repair operations. *We, therefore, recommend deletion of the proposed janitor positions.* We recommend disapproval of the new laundryman position because the existing staff is capable of operating the present complement of equipment in the laundry. The department requests that a civil service position be established to replace a member position in the washer and extractor area

**Veterans Home of California—Continued**

because it is contended that the workload is too heavy for the member. This contention is acknowledged and it is recommended that the solution to the problem involves conversion of two member positions to one civil service position and not simply an increase in staff.

We recommend that \$260 be deleted from the equipment budget to provide a window air conditioning unit for the central supply area. This area is directly opposite the new X-ray development proposed in the major capital outlay budget and it is our recommendation that the proper manner of air conditioning the central supply area should be in conjunction with the X-ray addition construction.

Exclusive of the above recommended reductions, *we recommend approval of \$3,619,405 for support of the Veteran's Home of California.*

**Future Considerations**

The major capital outlay program includes a project that would add 28 beds to the hospital for women patients and two other bed capacity projects that are contingent on the receipt of federal aid funds. It seems appropriate therefore that the role of the State of California regarding its obligation to the United States veteran be considered at this time.

The State of California maintains approximately 20 percent of the State Veterans Home beds in the United States. It is evident, therefore, that this State is now doing far more proportionately than other states. The absence of Southern California applicants on the Veterans Home waiting list indicates that veterans in Southern California must be dependent upon either the counties or the Veterans Administration in that area. In the final analysis, it is the Veterans Administration that is responsible for the veterans' care. It is, therefore, recommended that proposed construction of additional bed capacity be rejected so that the Veterans Administration will be forced to accept its responsibility.

**Department of Veterans Affairs  
WOMAN'S RELIEF CORPS HOME**

ITEM 289 of the Budget Bill

Budget page 774

**FOR SUPPORT OF WOMAN'S RELIEF CORPS HOME  
FROM THE GENERAL FUND**

Amount requested .....	\$3,900
Estimated to be expended in 1963-64 fiscal year .....	3,900
Increase .....	None
<b>TOTAL RECOMMENDED REDUCTION .....</b>	<b>None</b>

**ANALYSIS**

The Woman's Relief Corps Home was established in 1897 to care for widows and dependent destitute unmarried daughters of Union Army Veterans of the Civil War. The home was closed August 31, 1962 and the property was transferred to the University of California for use as an agriculture research station. Care of the remaining member

Woman's Relief Corps Home—Continued

is contracted for with a private nursing home for \$3,600 per year and the remaining \$300 is provided for hospital care that may be required.

*We recommend approval as requested.*

**Department of Veterans Affairs  
UNITED SPANISH WAR VETERANS COMMISSION**

ITEM 290 of the Budget Bill

Budget page 775

**FOR SUPPORT OF UNITED SPANISH WAR VETERANS  
COMMISSION FROM THE GENERAL FUND**

Amount requested -----	\$3,400
Estimated to be expended in 1963-64 fiscal year -----	3,400
Increase -----	None
<b>TOTAL RECOMMENDED REDUCTION -----</b>	<b>\$3,400</b>

**ANALYSIS**

Chapter 430 of the Statutes of 1957 created the five-member United Spanish War Veterans Commission. The duty of the commission is to promote and provide for the welfare and assist in the maintenance of the Department of California, United Spanish War Veterans.

The \$3,400 budgeted includes \$1,000 for travel and general expenses of the commission and \$2,400 for maintenance of the Department of California United Spanish War Veterans headquarters.

*We question the total amount as an unnecessary expenditure of state funds.*

*We recommend disapproval of the item.*

**PROVISION FOR SALARY INCREASES FUND**

ITEMS 291 and 292 of the Budget Bill

Budget page 776

**FOR SUPPORT OF PROVISION FOR SALARY INCREASES  
FROM THE GENERAL FUND**

Amount requested -----	Item 291 -----	\$1,200,000
	Item 292 -----	2,119,893
		<b>\$3,319,893</b>
<b>TOTAL RECOMMENDED REDUCTION -----</b>		<b>None</b>

**ANALYSIS**

At the 1963 Special Session, the Legislature appropriated \$58,470,000 from the General Fund to finance salary increases for the majority of civil service, university, state college and exempt positions from January 1, 1964 through June 30, 1965. It is now proposed to augment these funds by a total of \$3,759,783 for salary increases in both 1963-64 and in 1964-65. The augmentations would consist of two budget act items and a deficiency appropriation. The amounts previously appropriated and the requested augmentations are shown in the following table.