

Recreation Commission—Continued

which includes such factors as water development, park development, preservation of natural resources, and education.

ANALYSIS

The Recreation Commission was established to formulate a state recreation policy. It has not done this. A list of existing programs and policy statements was compiled instead. A separate agency, the California Public Outdoor Recreation Plan Committee, has superseded this agency in the responsibility for formulation of recreation policy. (See preceding budget item.)

The current principal activities of this agency are advising local communities, taking inventory of recreation facilities statewide, and assisting the Outdoor Recreation Committee. These are staff functions. The necessity for a commission is not apparent.

We recognize the State has an interest in recreation since several programs and departments are concerned. It may be desirable to maintain a source of information for local communities which are interested in establishing a local recreation program in park and recreation districts, city or county. Since the current functions performed by the agency are staff functions and state recreation policy is not set by this agency, there is no reason for a commission. Furthermore, in an effort to consolidate state governmental organizations, such staff functions as local advice and taking inventory would be better located in the Department of Natural Resources which is the major state agency with the widest recreational responsibilities.

We recommend that the Legislature review the recreation functions performed by the State and either transfer the staff function of the Recreation Commission to the Department of Natural Resources as a bureau or section for assistance on recreation to local government or abolish the services now performed by this agency.

DEPARTMENT OF PUBLIC HEALTH

ITEM 201 of the Budget Bill

Budget page 467

**FOR SUPPORT OF THE DEPARTMENT OF PUBLIC HEALTH
FROM THE GENERAL FUND**

Amount requested -----	\$6,968,197
Estimated to be expended in 1958-59 Fiscal Year -----	6,408,228

Increase (8.7 percent) -----	\$559,969
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TOTAL RECOMMENDED REDUCTION -----	\$269,123
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GENERAL SUMMARY

The State Department of Public Health, in co-operation with local health departments, is responsible for the prevention of disease and the provision of a healthful environment for the people of California. The department provides consultative services to local health departments in the fields of maternal and child health, tuberculosis, public health nursing, medical social service, nutrition, vector control and dental health. It maintains a registry of births, deaths, and marriages, and compiles statistics on the general health of California's population.

General Summary—Continued

Enforcement is performed as necessary for the detection and prevention of adulteration of food and beverages. An extensive crippled children program provides consultation and assistance to the counties in the operation of their program and also administers the program directly in 39 of the smaller counties. A survey of hospital needs and administration of the hospital construction subvention is contained within departmental responsibility. Field research studies and consultation are provided local jurisdictions on industrial diseases, chronic diseases, and water and sewage sanitation. Laboratory services are provided for the rest of the department and rural parts of the State.

Department of Finance Management Survey

In July, 1957, the Director of the Department of Public Health requested the State Department of Finance to conduct a study of the administrative organization of the Public Health Department. In the early part of 1958, a team from the Department of Finance began their study wherein it considered questions of administrative practices, techniques of management, and conducted a departmentwide organization review. The Organization and Cost Control Division of the Department of Finance presented its report to the Public Health Department on November 10, 1958.

The report recommends that basic organizational changes be made to afford the following:

1. A co-ordinated, multidisciplinary approach to problem situations;
2. A structure designed for more effective program evaluation; and
3. The management planning needed to accomplish the objective of the department.

The organizational changes recommended appear to be very sound and would lend themselves to greater accomplishment of the objectives of the department. There was only time to implement one of the many recommendations in the 1959-60 Budget, since most of them would cause extensive changes in personnel and organization. The one adopted recommendation was the combining of the air sanitation and adult health laboratories. Also, a position of administrative assistant that was transferred to the department when the Alcoholic Rehabilitation Commission was abolished was reclassified to administrative analyst and filled. The establishment of an analyst position was recommended by the Department of Finance.

The department has proposed to the Department of Finance further implementation of the report by the establishment of a new Division of Research and Statistics and a reorganization of the Division of Local Health Service into a new Division of Community Health Services. It further states it is not yet prepared to reorganize two existing divisions as per the recommendation of the survey report as the department is of the opinion "that more intensive study is needed to define the precise functions and relationships involved in these changes."

We have reviewed the recommended changes and are in general agreement with them.

General Summary—Continued

State-County Relationships

The responsibility for the public health of a community has basically been a local one. This concept has been put forth by the professional people in the field for generations and still is today. The State Department of Public Health has traditionally been a co-ordinator and advisor of the many and varied aspects of public health administered by the counties. The state department has the legal authority and responsibility to move into local areas with enforcement procedures when it is felt the health and safety of a community are in jeopardy through the inaction of the local authorities.

Although public health is still very much a local responsibility, many concepts of public health are going through rapid changes. In this budget, the department has proposed one new program and the expansion of another program, the combined cost of which would be greater than \$400,000 annually. Correspondingly, however, there is no suggestion to curtail any present General Fund programs. Presently there are 21 administrative units, seven laboratories and the central business administration operating 25 to 30 programs. Most of the programs have been initiated as a result of legislative direction, such as the Division of Alcoholic Rehabilitation. A great many have developed through budget presentation as a service to the counties.

There is a great need for an evaluation of the present state-county relationship in the field of public health. There is a need to evaluate the consultation provided by the State to the counties in many fields. Local departments have grown and expanded to where the salaries that are paid are comparable with those paid in state service and the caliber of personnel being drawn to the local jurisdictions is much higher than it was 5 or 10 years ago. This is not meant to imply that there are not local departments that rely heavily upon the state department and provision should be made to help these departments progress to where the needs of the local community are met.

Besides the consultation provided by state personnel in the direct visitation to counties, the department calls innumerable meetings periodically at various locations throughout the State to review programs, conduct seminars, and discuss policies. Many times it has been stated by local governing bodies that public health people attend more meetings than any other group of employees in county government.

Dr. John J. Porterfield, Deputy Surgeon General of the Public Health Service, stated in a recent address to the Middle States Public Health Association that:

“The acute communicable diseases that once taxed the fullest powers of former generations of our colleagues have diminished in lethal force and are giving way to the chronic diseases, the devastations of the damaged heart and arteries, radiological hazards, air pollution, accidents, alcoholism, mental disease, and all the other problems peculiar to our age of anxiety, tension, hope, and aspiration. As a population, we grow older and increasingly are becoming victims of the many disabilities of debilitation.”

General Summary—Continued

We agree that there is the necessity for new approaches to some of the problems that are arising; however, we strongly urge that there be an evaluation of many of the existing activities and programs that the department has had for many years. In connection with this, we have made some recommendations in relation to the subvention funds to local health departments and their continuance.

ANALYSIS

	Summary of Reductions		Budget	
	Amount	Page	Line	
Workload requests:				
Division of Administration				
1 Junior intermediate typist-clerk	\$3,456	469	12	✓
Proposed Radiological Health Program:				
Bureau of Sanitary Engineering				
2 Associate engineers	15,456	474	56	
Bureau of Air Sanitation				
2 Associate engineers	15,456	474	51	
Bureau of Adult Health				
2 Associate engineers	15,456	471	55	
1 Clerk	3,372	471	56	
Division of Laboratories				
6 Chemists	36,360	473	14	
3 Laboratory assistants	9,648	473	17	
2 Instrument technicians	12,720	473	13	
1 Clerk	3,372	473	19	
Operating Expenses	31,205	475	68	
Equipment	49,033	475	70	
Proposed Expanded Air Pollution Program				
Division of Preventive Medical Services				
Contractual services	50,000	471	70	
In-state Travel				
Division of Administration	23,639	469	33	✓
Total recommended reductions	\$269,123			

The support budget of the Department of Public Health proposes a gross expenditure program, including both state and federal funds of \$8,992,269, which is an increase of \$560,257, or 6.2 percent over the amount estimated for expenditure for the current year. The support program by source of funds and percent change from estimates for the current year are as follows:

Source	Estimated 1958-59	Proposed 1959-60	Percent Increase
General Fund	\$6,442,808	\$6,983,065	8.7
Federal funds	2,009,204	2,009,204	--

Estimated reimbursements for 1959-60 to the department for services rendered federal agencies, other state agencies, private foundations and others, total an estimated \$286,377.

The budget proposes a General Fund appropriation of \$6,968,197 as support for the 1959-60 Fiscal Year. This is an increase of \$559,969, or 8.7 percent, over the estimated General Fund expenditures for the current year. This amount does not include funds for the enforcement of kosher food labeling laws. (See following item, Department of Public Health, Enforcement of Kosher Food Labeling Laws.)

The department is proposing one new program in radiation protection activities and the expansion of the air pollution program. The

General Summary—Continued

combined cost of these two proposals is \$401,523. We discuss each of these on a program basis. The balance of the proposed increase is comprised of workload which we are discussing separately.

Proposed Workload Increases*Division of Administration*

We recommend a reduction of \$3,456 for one clerical position for the Bureau of Personnel and Training requested on the basis of workload increases.

The Bureau of Personnel and Training is requesting one clerical position to meet the increased number of transactions being handled. For the past two years, we have criticized the State Personnel Board and the administration for a lack of co-ordination in personnel practices. We have urged that the board and the Personnel Officers' Council establish some sort of policy as to what is to be done in the agencies and what is to be done in the central personnel agency. According to the Constitution, some of the functions of this bureau mentioned in the budget can only be acted upon by the Personnel Board, yet there is delegation to the agencies of some of these functions on a hit-and-miss basis.

With the increase in the number of personnel in the department there has been an increase in the documentation necessary. However, until there is a unified approach to personnel matters within all of state service, we recommend the deletion of this item.

In the Bureau of Business Management one clerical position is proposed for the Los Angeles clerical pool to meet the needs of proposed professional personnel in the Bureau of Hospitals. We have recommended the approval of the hospital positions, and if they are allowed, this clerical position appears justified.

The Bureau of Business Management is also requesting one office building engineer, one electrician, and one painter. The building engineer position is requested to maintain the new air-conditioning unit installed in the laboratories and to assume the maintenance of the extensive refrigeration units which heretofore has been done under contract. A review of the estimated hours of maintenance necessary indicates that the State is better off establishing a full-time position. Contract costs for electrical and painting maintenance are also rising to the point where it will be more economical to hire personnel to perform the work. Painting has been a particular problem in the laboratories where it is imperative that no particles of chipping paint get into the samples being processed.

Five auditor positions and one clerical position are also proposed to be transferred from the State Controller to reflect the proper functional assignment. The auditors audit the various local activities supported by state subventions. At this time we have no reason to question this transfer, however, where it states in the budget on line 25, page 468, that one of the reasons this was done was to take advantage of federal funds is erroneous. The federal funds to the department will not be effected one way or another no matter where the auditing function is performed.

General Summary—Continued

Division of Preventive Medical Services

The department proposes positions for workload increases in the Bureau of Adult Health and the Bureau of Hospitals. Two additional typist-clerks are requested for the Adult Health Bureau's activities in relation to its occupational health program. Only recently has the bureau been able to fill all authorized professional positions which has resulted in an acute clerical shortage. We have reviewed the workload figures and recommend approval of the requested positions.

The Bureau of Hospitals is requesting one additional architect and one construction supervisor. These positions are related to the increased workload in the hospital survey and construction program. (Hill-Burton program.) The present staff on plan review has not been increased since 1952 yet there has been an increase in the number of projects being built and applications coming into the department. Since the State is putting forth a considerable amount of money each year in the hospital construction program, it is to the State's advantage to insure that proper preliminary planning is accomplished prior to application submission and the granting of funds.

We have recommended in the beginning of this publication that the license fee for hospitals be increased to reflect the increased cost of inspection over the period of the past 12 years. We also suggest that there should be an additional fee for the first time a new institution is issued a license to defray the costs for the assistance received from the State in the planning and designing of the hospitals. We had suggested to the department that a fee be charged for plan review done when the plans are first presented; however, after some discussions, this was not felt to be feasible, but that a higher fee for an initial license might be more practical administratively.

We recommend the approval of the two positions.

Division of Laboratories

The budget proposes 12 new positions for the Division of Laboratories on a workload basis. The 12 consist of four microbiologists, four chemists, one laboratory assistant, two laboratory helpers, and one clerk. We have reviewed the workload statistics and recommend approval.

Division of Environmental Sanitation

The Bureau of Air Sanitation within the Division of Environmental Sanitation is requesting two new positions. A meteorologist is proposed to continue the services previously supplied by a full-time meteorologist on loan from the United States Weather Bureau. An instrument technician is proposed for servicing the automatic air monitoring machines to release engineering time for services in air pollution.

When the department first proposed the original air pollution program, it declared that the services of a meteorologist were absolutely essential. Since it was possible at that time to obtain a person on loan from the weather service, the position was not established. The Public Health Service has informed the department that the Weather Bureau would be unable to continue the assignment of the person as of June 30, 1959. We recommend the establishment of this position. However, we urge the department, as they have done previously, to get the Public

General Summary—Continued

Health Service to assign personnel to the department since California covers so much of the Western Coast and the data obtained is of direct value to the rest of the Nation.

The department has a considerable amount of automatic air pollution equipment in the Bay area, Los Angeles and other locations. Much of the equipment is located in local health departments or air pollution control districts. Through a co-operative arrangement, the local people send the data to the State Department of Public Health. The equipment is very sensitive and needs regular calibration and servicing. One engineering position has been doing this function in addition to his other responsibilities but the workload has reached the point where a full-time technician appears the most economical. Therefore, we recommend approval of the position as budgeted.

Proposed Radiological Health Program

We recommend a reduction of \$191,978 in the proposed radiological health program.

The department proposes a new radiological health program in the amount of \$239,216. The objectives are stated to be the maintenance of environmental surveillance, collection of data, interpreting significant fluctuations, keeping abreast of new users, observing users facilities and practices, advising local health officers, and to assist in site location and other safety aspects of reactor developments.

Personnel and related expenses requested to implement this proposal are listed below:

	<i>Proposed</i>	<i>Not recommended</i>	<i>Recommended</i>
Bureau of Sanitary Engineering			
Two associate engineers -----	\$15,456	\$15,456	
Bureau of Air Sanitation			
Two associate engineers -----	15,456	15,456	
Bureau of Adult Health			
One health physicist -----	13,200		\$13,200
Two associate engineers -----	15,456	15,456	
One clerk -----	3,372	3,372	
Division of Laboratories			
Eight public health chemists ----	50,376	36,360	14,016
Three laboratory assistants ----	9,648	9,648	
Two instrument technicians ----	12,720	12,720	
Two clerks -----	6,744	3,372	3,372
Operating expenses -----	35,955	31,205	4,750
Equipment -----	60,833	49,033	11,800
Total -----	\$239,216	\$191,978	\$47,138

There was also a departmental consultant on radiation authorized on an emergency basis in 1958 to provide a minimal program pending action by the 1959 Legislature on this problem. This position of Public Health Medical Officer III is proposed for continuance.

For the past several years, there has been growing alarm over the present and potential hazards of exposure to radiation.

Man has always been subject to the effects of ionizing radiation, which comes both from naturally occurring radioactive material in the

General Summary—Continued

earth, and from cosmic rays which penetrate the atmosphere. It is evident that a continuous low-level exposure to ionizing radiation is always experienced and is tolerated by man and that he is helpless to prevent the exposure. Data gathered as the result of the early use of ionizing radiation, radiation accidents, and atomic weapons testing indicate known high-level exposures cause demonstrable harm. Somewhere between these limits is a level of continuous exposure, which in the light of present day knowledge appears to be relatively safe for the individual, however, there is still much unknown until man can live through a generation to determine some of the generic factors.

The recent advances in technology with the development of radioactive isotopes, the increasing use of X-ray machines and fluoroscopy both in medical practice and in industry, the increasing activity in the development of nuclear energy, and the radioactive residuals incident to atomic weapons testing have significantly increased man's exposure to ionizing radiation. We recognize that there is a significant potential danger to the health and safety of the California population as a result of radiation in the environment.

The State of California has had an executive committee in existence known as the Governor's Advisory Committee on Peacetime Use of Radiological Materials. The purpose of this committee was to advise the Governor concerning the problems of radiation exposure and co-ordinate the activities of the several agencies in State Government that had a concern with the problem of radiation exposure. The committee apparently proved to be ineffective and has not produced any tangible results. In October, 1958, a staff committee of the full committee presented to the Assembly Interim Public Health Committee a report on what the various agencies were going to propose in the budget, supposedly on a co-ordinated basis. There were budget proposals for the Departments of Fish and Game, Water Resources, Public Health, Industrial Relations, the State Disaster Office, and the State Water Pollution Control Board.

The substance of the total proposal was that it would establish an extensive method of surveillance of the present radiation levels within the State.

We believe it is essential that the State establish a system of monitoring the environment in order that a baseline of radiation activity be established and that this surveillance then be continuous in order that any increase can be measured. However, we have some reservations concerning the present proposals.

First of all, we strongly endorse the establishment of the radiation co-ordinator in the Governor's Office proposed in the budget. This follows the example established by other large states that are faced with the same problems. The other states, such as Ohio, have had apparent success with the plan.

We feel that the State should not establish the cart, implement it and then place it before the horse. What is happening now is that several agencies are requesting funds for personnel in order to perform certain functions. The majority of funds would be used to expand the Department of Public Health laboratory, however, three of the six agencies

General Summary—Continued

requesting funds plan to use the California Disaster Office laboratory. We have recommended that the laboratory service be provided in one central location, preferably in the Department of Public Health where the State has millions of dollars invested in laboratory facilities and where there is available expert personnel to give direction in laboratory procedures.

There is no indication exactly what roles the various agencies are going to perform and until there is central co-ordination this will stay unclear.

It can be safely said that radiation hazards are a potential danger to the public health of the population. The Department of Public Health has had the services this current fiscal year of a radiologist authorized from emergency fund money. We recommend the continuance of this position and the bare nucleus of some laboratory facilities rather than the extensive program proposed in the budget. We would recommend one health physicist, two chemists, one clerk, and equipment and operating expenses amounting to \$47,138. Until the co-ordinator has been established and a uniform, agency-wide approach is adopted, and there is a complete evaluation of the role to be played by the Disaster Office laboratory, if any, we cannot recommend this level of program. Our recommended reductions consist of six engineers, six chemists, two laboratory assistants, two instrument technicians, two clerks, and operating expenses and equipment for a total of \$191,978.

Proposed Expanded Air Pollution Program

We recommend a reduction of \$50,000 proposed to expand air pollution medical research contracts.

The department is proposing a twofold expansion of its present air pollution activities.

The first proposal is to double the amount of money for medical research contracts. The department has been utilizing \$50,000 annually for this purpose for the past few years with the funds going primarily to persons in universities doing medical research. For the 1958-59 Fiscal Year, doctors in the University of California, Stanford University, and the College of Medical Evangelists are receiving the majority of funds.

These institutions and others are also using their own funds and that of the Federal Government for other medical research related to air pollution.

We believe that the current amount of state money being spent by the department for this is adequate. The December, 1958, issue of the Public Health Service Publication, *Public Health Reports*, outlines the level of medical research being performed in the country by all phases of medicine. The Public Health Service has 1.5 million dollars available annually for this purpose plus 121 million dollars in heart and cancer research money. The State's research facility, the University, also is doing research in this area, which we feel is most appropriate.

We believe that the level of medical research accomplished through departmental contract is at the appropriate level and should not be expanded. Any expansion should be through the State's research facility.

General Summary—Continued

The department is also proposing an expansion of its monitoring activities. The estimated cost of this expansion is \$112,307. The new personnel and related expenses are listed below:

Division of Environmental Sanitation	
Three industrial hygiene engineers -----	\$23,184
One instrument technician -----	6,360
Two intermediate typist-clerks -----	6,912
Division of Laboratories	
Three chemists -----	18,180
Two laboratory assistants -----	6,432
Estimated salary savings -----	—4,512
Operating expenses -----	15,751
Equipment -----	40,000
Total -----	\$112,307

The present air monitoring network operated by the Bureau of Air Sanitation consists of four completely automatic recording stations capable of recording oxidant, oxides of nitrogen, and sulphur dioxides. A number of local health departments take manual samples and in the Los Angeles area, the Los Angeles Air Pollution Control District has a substantial number of automatic recorders. It has become apparent that the present network is not large enough to give a continuing adequate picture of the air pollution situation in a state as large as California.

Three of the 10 stations would be located in the Southern California area, but not in the Los Angeles Basin, as there is presently adequate coverage there. There would be one each in Berkeley, Stockton, and a remote area along the north coastal counties. Two in the central valley area, one north of the Bay Area, and one somewhere between Monterey Bay and Santa Barbara.

The department will continue to locate the recorders at health department offices or laboratories where local personnel will assist in the operation and maintenance of the instruments.

We recommend approval of the expanded program.

In-State Travel

We recommend a reduction of \$23,689 budgeted for in-state travel on the basis of lack of control over travel authorization.

The State Department of Public Health has approximately the second largest in-state travel budget of any operating agency within State Government. For the 1959-60 Fiscal Year, there is budgeted \$473,795 for this purpose. We question the adequacy of administration of these funds.

Consultation to the local health departments is the primary responsibility of the State Department of Public Health. This consultation is performed in the fields of maternal and child health, tuberculosis, public health nursing, medical social service, nutrition, vector control, and several other areas. Through the nature of this consultation and administration of treatment programs such as the Crippled Children's Program and licensure programs, the staff of the Public Health Department travels a great deal.

General Summary—Continued

There are two questions that we feel must be raised at this point. First, as we had previously mentioned in the General Summary, there is long overdue a necessity to review the need for the actual amount of consultation provided by the State Department of Public Health to many of the local departments. Many of the services provided are of a traditional nature and continue at a consistent level regardless of a new or changing emphasis in public health. An example of this is the Bureau of Tuberculosis Control which has provided the same level of consultation for many years when records indicate the tuberculosis problem is rapidly diminishing. The death rate from tuberculosis for 1957 was 6.4 per 100,000 population. For the year 1952, the death rate was 15.5. Thus, there was a 58.7 percent reduction in a period of only five years. Correspondingly, there was a 37.4 percent decrease in the total tuberculosis case rate for the same period of time from 70.8 to 44.3 per 100,000 population.

The second question we must raise is the adequacy of administration of the funds made available to the department.

There are approximately 25 separate administrative units within the department whose head authorizes personnel within that bureau or service unit to travel. There is no central review of travel requests within the agency. Many of the functions of the department entail a great deal of traveling such as the consultation services we described above. A great deal of travel money is also used in attending various meetings throughout the State. Included in the amount budgeted under travel in-state is the per diem cost for meals and lodging.

Two situations that we became aware of strongly indicate to us that there is little, if any, control over travel authorization. On August 11 and 12, 1958, the chief of the Bureau of Records and Statistics took 10 of his public health analysts from the Berkeley headquarters office to Santa Rosa for a two-day seminar. Santa Rosa is 57 miles from Berkeley. The Public Health Building in Berkeley has an auditorium, several conference rooms and ample facilities for seminars. When the Legislature appropriated funds for the building, the conference facilities were built for just this sort of thing.

On October 9 and 10, the Conference of Local Health Officers had one of its semi-annual meetings in Long Beach, California. We wrote the department and requested the number of state department people who attended the conference. The department answered that 26 persons from the department attended, giving a list of the names of the individuals. A check of the State Controller's records indicate that at least eight other persons from the department went from Berkeley to the Long Beach conference that the department had no knowledge of. Warrants numbered 28-285717 and 25-272087 indicate that individuals not listed by the department as attending the conference claimed per diem and travel money.

We recommend a general 5 percent reduction in the total amount of in-state travel money budgeted for the 1959-60 Fiscal Year. Five percent represents a reduction of \$23,689. By the elimination of completely

General Summary—Continued

unnecessary conferences, the establishment of controls over the authorization of travel, the combining of extensive field trips, and the use of coach air flights rather than first class flights, we have estimated that a 5 percent reduction is reasonable.

Department of Public Health

ENFORCEMENT OF KOSHER FOOD LABELING LAWS

ITEM 202 of the Budget Bill

Budget page 476

FOR SUPPORT OF ENFORCEMENT OF KOSHER FOOD LABELING LAWS FROM THE GENERAL FUND

Amount requested	\$7,674
Estimated to be expended in 1958-59 Fiscal Year	14,580
Decrease (47.4 percent)	\$6,906
TOTAL RECOMMENDED REDUCTION	\$7,674

ANALYSIS

We recommend the deletion of the entire proposed appropriation of \$7,674 for this item on the basis it is not a proper function to be financed from the State General Fund.

A total of \$7,674 is requested for the continuation of the enforcement of kosher food labeling laws. Although there appears to be a decrease of \$6,906 or 47.4 percent in this program, it should be pointed out that there will be a balance of \$7,194 from Chapter 2409, Statutes of 1957, which appropriated \$20,000 for enforcement of Section 383b of the Penal Code. The total cost of the program for the 1959-60 Fiscal Year is estimated to be \$14,868.

Section 383b of the California Penal Code provides that it is a misdemeanor, punishable by fine or imprisonment, to sell, or offer for sale as kosher meat, with intent to defraud, products which do not comply with orthodox Hebrew religious requirements or to fail to indicate by specified means proper displays indicating whether the food is kosher meat or nonkosher as the case may be.

Considering the fact that conditions governing the sale of kosher products originate directly from the rabbinic laws of the Jewish faith, it would appear there should be undertaken an adequately aggressive program of enforcement among the members of its own faith. Also, the State has generally relied upon local officials for the enforcement of laws involving misdemeanors unless there are paramount state interests involving such recognized factors as public health, statewide agricultural or economic well-being, or major threat to public safety and morals. The labeling of nonkosher foods as being kosher is none of these.

From the standpoint of standardization of marketing of agricultural products there are state programs which bear some resemblance to this program. Such agricultural programs are established on a self-supporting basis by the producers and sellers of the affected agricultural products.

Therefore, we recommend the proposed appropriation be deleted which will still allow the department to use the \$7,194 available from

Enforcement of Kosher Food Labeling Laws—Continued

Chapter 2409, Statutes of 1957, for the 1959-60 Fiscal Year. This would provide a level of inspection of one rabbi rather than the two presently employed by the department.

We have made the recommendation at the beginning of our analysis under recommended legislative changes that the Legislature should either put this on a self-supporting basis or discontinue the function.

**DEPARTMENT OF PUBLIC WORKS
DEPARTMENTAL ADMINISTRATION**

ITEM 203 of the Budget Bill

Budget page 478

**FOR SUPPORT OF DEPARTMENTAL ADMINISTRATION FROM
THE GENERAL FUND**

Amount requested	\$27,537
Estimated to be expended in 1958-59 Fiscal Year.....	28,084
Decrease (1.9 percent)	\$547
TOTAL RECOMMENDED REDUCTION.....	\$27,537

GENERAL SUMMARY

The departmental administration function of the Department of Public Works provides policy determination, overhead supervision and general direction of the two divisions of the department, the Division of Architecture and the Division of Highways. This service is performed by a staff of 35, headed by the director of the department, assisted by deputies, a comptroller, technicians and clerks. All services such as personnel, accounting and internal organization studies emanate from this group. Since the preponderance of the workload results from the activities of the Division of Highways, whose costs are defrayed by continuing appropriation, the bulk of the administrative costs, approximately 90 percent, are absorbed by Division of Highways funds. The balance comes by legislative appropriation from the General Fund and represents the activities of the Division of Architecture.

ANALYSIS

The amount requested, \$27,537, is only slightly less than the amount authorized for the current fiscal year. The level of service that will be provided is essentially the same as that which is authorized for the current fiscal year.

We point out that in previous years, up to and including the current fiscal year, it has been the policy to make a direct appropriation from the General Fund for the activities of a cadre group of 14 people in the Division of Architecture. The balance of the employees of the Division of Architecture receive their salaries through charges made against the individual appropriations for capital outlay projects, using the Architectural Revolving Fund as a medium of transfer. The Department of Finance has now proposed that even the cost of this cadre group, consisting of the state architect and certain key executives plus clerical help, be defrayed by means of the charges made against the individual capital outlay projects in order to more accurately reflect the true total costs of each construction project. We have many times in the past