

## DEPARTMENT OF PUBLIC HEALTH

ITEM 194 of the Budget Bill

Budget page 476

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

Amount requested .....	\$6,587,741
Estimated to be expended in 1957-58 Fiscal Year .....	6,461,607
Increase (2.0 percent) .....	\$126,134

## Summary of Increase

	Total increase	INCREASE DUE TO		Budget page	Line No.
		Workload or salary adjustments	New services		
Salaries and wages .....	\$102,415	\$73,243	\$29,172	492	8
Operating expense .....	—40,261	—40,261	—	492	10
Equipment .....	65,717	60,706	5,011	492	12
Plus decreased reimbursements .....	1,201	1,201	—	492	20
Plus decreased federal aid .....	5,500	5,500	—	492	39
Less kosher food inspection for current year .....	—8,438	—8,438	—	492	32
Total increases .....	\$126,134	\$91,951	\$34,183		

## RECOMMENDED REDUCTIONS

Reduction in budgeted increases .....	\$77,202
Improved efficiency and policy reappraisal .....	67,276
Total reductions .....	\$144,478

## Summary of Recommended Reductions

Reduction in budgeted increases	Amount	Budget	
		Page	Line
Division of Preventive Medical Services			
Bureau of Chronic Diseases			
1 Associate public health analyst .....	\$7,356	483	37
1 Intermediate typist-clerk .....	3,540	483	38
Equipment .....	1,876	483	55
Division of Laboratories			
1 Associate chemist .....	7,008	487	33
1 Intermediate typist-clerk .....	3,540	487	34
Equipment .....	2,315	487	51
Division of Environmental Sanitation			
Bureau of Air Sanitation			
1 Associate sanitary engineer .....	7,728	489	36
Equipment .....	820	489	50
Department-wide equipment reduction .....	43,019	492	12
Total reduction in budgeted increases .....	\$77,202	492	24
Reductions through policy reappraisal			
Elimination of state-financed current morbidity survey .....	67,276	483	64
Total recommended reductions .....	\$144,478	492	24

Department of Public Health—Continued  
GENERAL SUMMARY

The State Department of Public Health 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. An extensive crippled children program is administered by the department. Field research studies and consultation are provided on industrial diseases, chronic diseases, and water and sewage sanitation. Enforcement is performed as necessary for the detection and prevention of adulteration of food and beverages. A survey of hospital needs and administration of the hospital construction subvention is contained within departmental responsibility. Laboratory services are provided for the rest of the department and rural parts of the State.

During the 1957 General Session of the Legislature, Chapter 35 was enacted which appropriated \$3,000,000 to the department for the purchase of polio vaccine. The program started immediately after the passage of the legislation in order that it might be effective by the summer when polio incidence is at its peak. It had been estimated that the administration of the program would cost \$100,000; however, through the method of direct shipment of serum to the counties, the administration cost was only \$18,000. This program, together with the program financed earlier from federal funds and the inoculations done by private physicians, has resulted in a drastic reduction in polio. For the year 1957 in California there were only 292 cases of paralytic polio, compared with 1,334 for 1956 and 1,132 for 1955. This is a reduction of 78 percent from 1956 and 74 percent from 1955.

Also during the last session of the Legislature, Chapter 1004 was passed establishing a Division of Alcoholic Rehabilitation within the department, replacing the Alcoholic Rehabilitation Commission. The proposed budget continues the program at the same level of service approved by the 1957 Legislature.

Two notable organizational and procedural changes occurred within the department during the past year. In the Division of Administration, the Personnel Office was reorganized and the Bureau of Personnel and Training was established. It is anticipated that this reorganization should make a contribution with more effective training for the department's employees.

The department, in conformance with legislative policy, turned over to the Department of Finance all of its general purpose automobile equipment. A branch of the Department of Finance's car pool was then established in the Berkeley headquarters building. This has resulted in greater availability of cars to the department's staff when necessary and permits the State to realize the advantage of a centralized pool of operation.

Department of Public Health—Continued  
ANALYSIS

The support budget of the Department of Public Health proposes a gross expenditure program of \$8,599,729 during the 1958-59 Fiscal Year. This gross expenditure program, which is exclusive of contributions to the State Employees' Retirement Fund represents an increase of \$136,355 or 1.6 percent over the amount of \$8,463,374 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:

<i>Source</i>	<i>Amount</i>	<i>Percent</i>
General Fund -----	\$6,603,462	4.0
Federal funds -----	1,996,267	—0.3
Gross support -----	\$8,599,729	1.6

Reimbursements to the department for services rendered to the Federal Government, other state agencies, private foundations and others total an estimated \$511,831.

The amount of \$5,400,683 appropriated by the Budget Act of 1957 as General Fund support of the current year program has been augmented by \$359,519 from the Salary Increase Fund to partially finance salary increases granted by the Personnel Board, \$692,967 when the Alcoholic Rehabilitation Commission was abolished and the funds were transferred to the department, and \$20,000 from Chapter 2409, Statutes of 1957 (enforcement of Kosher food labeling laws). This has resulted in estimated General Fund expenditures for the current year in the amount of \$6,461,607.

The budget proposes a General Fund expenditure of \$6,587,741 for the 1958-59 Fiscal Year, an increase of \$126,134 or 2 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 not proposing any new services. However, there is the proposal to expand the existing air pollution program. This expanded service accounts for \$34,183 of the requested increase and workload adjustments account for the remainder of the \$126,134.

The department is requesting a total of six new positions, five of which are for the expansion of the air pollution program. The sixth position is requested on a workload basis for the Bureau of Business Management. We have reviewed these workload figures and recommend the approval of only this one latter position.

#### Air Pollution

The 1955 Legislature assigned responsibilities in the air pollution field to the Department of Public Health. At that time there was an appropriation of \$250,000 for use by the department for increased air pollution surveillance. The lump sum appropriation was used throughout the department for various activities connected with air pollution, including the establishment of a Bureau of Air Sanitation. The following year, 1956-57, there was an indication that the problem was grow-

**Department of Public Health—Continued**

ing, thus, the Legislature authorized the addition of six chemists to the department for air pollution work bringing the total level of program to \$300,000. This year, 1957-58, there was no expansion of program, however, due to cost increases the level of program is at \$320,000.

The following table shows the amount of money budgeted within the department since 1955 for air pollution activities.

**Money Budgeted for Air Pollution Research**

<i>Year</i>	<i>State funds</i>
1955-56 -----	\$250,000
1956-57 -----	300,000
1957-58 (Estimated) -----	320,000
1958-59 (Proposed) -----	354,183

In addition to the above funds there have been federal funds made available which amounted to \$100,000 for the current year with approximately the same amount estimated for the budget year.

The department is proposing a total increase of \$34,183 in air pollution research and monitoring for the 1958-59 Fiscal Year.

Two notable events occurred in the field of air pollution during this past year. One was the formation of the Bay Area Air Pollution Control District which consists of the nine Bay area counties. It is believed by the department that the control steps being taken now in the Bay area will help to reduce the incidence of air pollution there. Since it is believed that some polluted air from the Bay area blows into the Central Valley area through the Delta, it is anticipated that with the new control measures this problem too will be alleviated.

Secondly, for the first time in three years, Los Angeles did not experience an increase in the incidence of air pollution.

It would appear that although the smog problem in this State is far from being solved, the agencies concerned have attained a program level reasonably adequate to meet the present needs of the State. There has been no indication by the State Department of Public Health that the problem is growing to the extent that an expansion of services are necessary during this budget year.

**Bureau of Chronic Diseases**

*We recommend the reduction of \$12,772 for one associate public health analyst and one clerk and related equipment.*

As a portion of its planned, expanded program in the study of air pollution, the department is requesting one public health analyst and one clerk for the Bureau of Chronic Diseases to increase the present program in the medical aspects of air pollution. Presently the department has defined the areas of the Los Angeles basin which have high, intermediate, and low amounts of air pollution. Within these areas the population which seems to be affected by air pollution has been defined. Studies are presently under way to monitor the effects of air pollution in these areas.

A second area of the medical program has been a series of studies of the morbidity caused by air pollution. To date these studies have disclosed no evidence of an immediate relationship between episodes

**Department of Public Health—Continued**

of air pollution and occurrence of illness. Studies are being made to demonstrate conclusively the effects of air pollution on illness, since there is still much belief by doctors that respiratory conditions are affected by air pollution.

A third area of air pollution study is the effect of air pollution on mortality. Pilot programs have been instituted in this field and data are being made available which should answer many present questions. The department has stated that the medical aspects of air pollution have been adequately staffed.

The two positions requested are to expand the mortality studies presently being conducted. Since there is no indication that the State should expand the present level of service and as this is a budget year, we cannot recommend the expansion of the service.

**Division of Laboratories and Bureau of Air Sanitation**

*We recommend the reduction of \$21,411 for one associate chemist and one clerk for the Division of Laboratories and one sanitary engineer for the Bureau of Air Sanitation and the related equipment.*

The department is requesting funds for one chemist and a clerk for the Division of Laboratories and an engineer for the Bureau of Air Sanitation for the expansion of the environmental aspect of air pollution. Here again the Legislature is asked to expand an existing service in this budget year. It should be mentioned that the department has also requested a total of \$14,054 in scientific and technical equipment for its air pollution investigations. We have not recommended the reduction of any of this equipment, feeling it is necessary to maintain the present level of service that was indicated by the Legislature. However, we cannot recommend the expansion of this service by the requested amount of \$21,411 for this budget year.

**Equipment**

*We recommend a reduction of \$43,019 from the total amount requested for equipment.*

The department is requesting \$239,752 for the purchase of equipment for the budget year. This is an increase of \$65,717 or 37.8 percent over that which is expected to be spent for the current year. It should be mentioned that \$61,591 of the increase is for the purchase of IBM electronic equipment which is being rented from the IBM company. The purchase of this equipment conforms with the recommendation of a Department of Finance study covering this subject. We have recommended approval on a statewide basis of the purchase of this IBM equipment.

In conforming with the preliminary statement concerning equipment made at the beginning of this book and in an effort to attain maximum savings and economy for this budget year, we are recommending a reduction of \$43,019 from the request for equipment which we feel, after reviewing the department's equipment schedule, can be deferred at this time or is altogether unnecessary.

## Department of Public Health—Continued

## Improved Efficiency and Policy Reappraisal

*We recommend the reduction of \$67,276 presently being used for the California Morbidity Survey.*

Last year the Legislature authorized the Department of Public Health to initiate the California Morbidity Survey in conjunction with the National Health Survey conducted by the Federal Government. The department was granted an increase of \$67,276 to be used in conjunction with existing positions in the department which were to be transferred from functions that would be combined with the new project. The total cost of the survey unit was estimated at \$112,404.

The California Morbidity Survey started in September of this year in conjunction with the national survey. At this time it is too early to determine what results are being obtained.

The National Health Survey is polling approximately 13 major metropolitan areas and selected rural areas nationally, the purpose being to make surveys and special studies of the population of the United States to determine the extent of illness and disability. This will be a continuing survey with the results to be issued at regular intervals. The results will give the health picture for the entire United States and it will also break the results down regionally, such as for the New England States, the Western States, etc.

The California Morbidity Survey provides for expanding, under contract, the California portion of the national sample. Additional questions are also to be added which are supposedly applicable only to California. A data-processing unit is being established within the department to reduce the results of the questionnaires to usable information.

At the time this proposal was presented to the Legislature we raised questions as to this new service.

We are again calling this matter to the attention of the Legislature and suggest a reappraisal of this policy established last year. Since the national survey will be giving a breakdown of the Western States, which are California, Oregon, Washington, Arizona, and Nevada, and separate reports will be given for the metropolitan areas of San Francisco and Los Angeles, we cannot see the necessity for having a continuing survey of California when there is no indication that the health problems of this State are significantly different from those of the immediate surrounding states.

We have inquired as to what California questions are being added to the national questions for the survey in California; however, they were not made available to us. We feel it is very pertinent that the Legislature should be aware as to what additional questions are being asked this year and what questions are to be asked next year.

**Department of Public Health**  
**ENFORCEMENT OF KOSHER FOOD LABELING**

ITEM 195 of the Budget Bill

Budget page 492

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

Amount requested .....	\$4,159
Estimated to be expended in 1957-58 Fiscal Year .....	8,438
Decrease (50.7 percent) .....	\$4,279

**RECOMMENDED REDUCTIONS** .....

None

A total of \$4,159 is requested for the continuation of the enforcement of kosher food labeling laws. Although there appears to be a decrease of \$4,279 or 50.7 percent in this program it should be pointed out that there will be a balance of \$11,562 from Chapter 2409, Statutes of 1957, which appropriated \$20,000 for enforcement of Section 383b of the Penal Code. The \$20,000 will provide funds through February, 1959. Continuation of this service through June 30, 1959, will require this additional appropriation of \$4,159.

In compliance with the intent of Chapter 2409 we recommend approval of the request.

**Economies and Improvements Requiring Legislation**

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.

The Joint Legislative Budget Committee in July, 1956, requested the Department of Finance to initiate a survey to determine factually the actual extent of compliance with Section 383b. The committee further instructed the legislative analyst in co-operation with the Department of Finance to then make a report with recommendations as to the State's responsibility in securing necessary compliance with the law.

The Department of Finance Survey, No. 861, made in co-operation with a group of orthodox Jewish rabbis who were employed as special consultants on the survey, indicated that there were violations of rabbinic practices in the kosher poultry industry and by butchers preparing kosher meats.

An analysis of the survey made by the Department of Finance in relation to the State's responsibility for enforcement led us to report to the Legislature, with the concurrence of the Department of Finance, the following considerations:

1. Considering the fact that the conditions governing the sale of kosher products originate directly from the rabbinic laws of the Jewish faith, it does not appear that the Jewish faith has undertaken an adequately aggressive program of enforcement among the members of its own faith. Such a program might secure greatly increased compliance with these religious requirements.

**Enforcement of Kosher Food Labeling—Continued**

2. There has been as yet little effort on the part of local law enforcement officials to enforce sections of the Penal Code. 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 State has relied upon local officials for the enforcement of laws involving misdemeanors.

3. The nature of this problem and its enforcement would not indicate that there is any compelling basis for direct state regulation or enforcement from the standpoint of public health, public morals, public safety, or agricultural well being. However, from the standpoint of standardization of marketing of agricultural products there are state programs which bear some resemblance to this problem. Such agricultural programs are established on a self-supporting basis by the producers and sellers of the affected agricultural products.

The 1957 Legislature enacted Chapter 2409, which provided for the enforcement of Section 383b of the Penal Code by the State Department of Public Health.

It is recommended that the effectiveness of state enforcement resulting from Chapter 2409 be completely reviewed at the 1959 Session of the Legislature for a determination of whether special state enforcement should be provided on a continuing basis; and, if it is determined that it should, that consideration then be given to the enactment of legislation similar to that provided for marketing of agricultural products under the Department of Agriculture Fund which are established on a self-supporting basis by the producers and sellers of the affected agricultural products.

**Department of Public Works  
DEPARTMENTAL ADMINISTRATION**

ITEM 196 of the Budget Bill

Budget page 494

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

Amount requested .....	\$28,084
Estimated to be expended in 1957-58 Fiscal Year .....	24,212
 Increase (16 percent) .....	 \$3,872

**Summary of Increase**

	Total increase	INCREASE DUE TO Workload or salary adjustments	New services	Budget Line page No.
Salaries and wages .....	\$15,115	\$15,115	--	494 65
Operating expense .....	813	813	--	494 76
Less increased reimbursements .....	-12,056	-12,056	--	494 80
 Total increase .....	 \$3,872	 \$3,872	 --	

**RECOMMENDED REDUCTIONS** .....

None

**GENERAL SUMMARY**

The Departmental Administration section of the Department of Public Works provides overhead supervision and general direction for the two major functions of the department, namely the Division of