

## Division of Soil Conservation—Continued

University of California already has such a program of sufficient size and quality to handle the entire workload.

*In view of the foregoing, we recommend that this item be deleted in its entirety.*

## DEPARTMENT OF PUBLIC HEALTH

ITEM 202 of the Budget Bill

Budget page 503

FOR SUPPORT OF DEPARTMENT OF PUBLIC HEALTH  
FROM THE GENERAL FUND

Amount requested .....	\$8,111,916
Contributions to State Employees' Retirement System .....	461,430
Total .....	\$8,573,346
Estimated to be expended in 1960-61 fiscal year .....	8,289,474
Increase (2.8 percent) .....	\$283,872
<b>TOTAL RECOMMENDED REDUCTION .....</b>	<b>\$338,581</b>

## Summary of Recommended Reductions

	Amount	Budget Page	Line
Division of Administration			
Bureau of Business Management			
1 Intermediate typist-clerk .....	\$4,194	504	67
Bureau of Personnel and Training			
1 Assistant personnel analyst .....	7,008	504	69
Related equipment .....	1,301	505	27
Division of Preventive Medical Services			
Divisional Administration			
1 Assistant chief—Administrative .....	9,852	511	7
Related equipment .....	861	505	27
Bureau of Chronic Disease			
1 Public health medical officer III .....	13,860	511	9
1 Associate social research technician .....	8,112	511	11
Contractural services .....	22,500	511	37
Bureau of Crippled Children Services			
Reduction in staff—January 1, 1961—June 30, 1961 .....	20,000	510	31
Related replacement equipment .....	1,373	505	27
Bureau of Hospitals			
1 Chief, hospital planning section .....	8,940	511	14
Related equipment .....	795	505	27
1 Hospital field representative .....	6,060	511	16
1 Administrative assistant I .....	7,008	511	17
Related equipment .....	1,302	505	27
1 Assistant public health analyst .....	7,008	511	18
Related equipment .....	1,302	505	27
Division of Research			
1 Behavioral scientist .....	11,400	511	78
Related equipment .....	405	505	27
1 Administrative assistant II .....	8,112	511	79
Expanded Sanitary Engineering Program			
Division of Environmental Sanitation			

## Department of Public Health—Continued

	Budget		
	Amount	Page	Line
Bureau of Sanitary Engineering			
2 Associate sanitary engineer -----	17,040	508	23
1 Assistant sanitary engineer -----	7,008	508	24
1 Junior sanitary engineer -----	6,516	508	25
2 Intermediate typist-clerk -----	7,992	508	26
Related operating expenses -----	13,940	508	39
Related equipment -----	4,554	505,	27,
		508	41
Division of Laboratories			
Sanitation and Radiation Laboratory			
3 Public health chemist -----	21,024	509	8
1 Laboratory technical assistant -----	4,194	509	9
Related operating expenses -----	6,250	509	20
New Migrant Seasonal Agricultural Worker Health Program			
Division of Preventive Medical Services			
Bureau of Maternal and Child Health			
1 Public health officer III -----	14,382	511	23
1 Administrative assistant I -----	7,008	511	24
1 Intermediate typist-clerk -----	4,245	511	25
Contractual services -----	75,000	511	37
Related operating expenses -----	7,240	511	41
Related equipment -----	795	505	27

## GENERAL SUMMARY

The State Department of Public Health, in co-operation with local health departments, is responsible for prevention of disease and the provision of a healthful environment for the people of California. The Department of Public Health provides consultative services to local health departments in the fields of health education, maternal and child health, communicable disease control, public health nursing, mental health, social service work, nutrition, vector control, dental health, laboratories and environmental sanitation. It maintains a registry of, and provides copies of birth, death, and marriage certificates. Licensing programs are operated for hospitals, laboratories and laboratory technicians, audiometrists, canneries and related food processing establishments. A food and drug inspection program provides protection from adulterated foods, drugs, and beverages. A crippled children program provides consultation and assistance to counties in the operation of their programs. A survey of hospital needs and the administration of a hospital subvention construction program is provided. Field research studies and consultation are provided local jurisdictions in the areas of occupational disease, chronic disease, water, sewage, sanitation, and disposal of radiological wastes. Laboratory facilities are also provided for departmental and limited local health department use. The radiation protection program authorized by the Legislature has been fully implemented and the air sanitation program is continuing. Alcoholic rehabilitation, including operation of local clinics, is also a continuing program.

The department proposes an expanded program of heart and cancer research; an expansion of the nursing home improvement program; an expanded sanitary engineering program; and a new program of health services for migrant agricultural workers.

Department of Public Health—Continued  
ANALYSIS

## Reorganization of Department

On November 10, 1958, the Organization and Cost Control Division of the Department of Finance, completed a "General Management Survey for the Department of Public Health." This report was prepared at the request of the Director of the Department of Public Health.

Although a number of these recommendations have been carried out, certain of those recommendations which are awaiting department action should be reviewed. One of these recommendations is that the department initiate a request for legislative action to amend the statute creating the Division of Dental Health so that this function, which is largely promotional and educational in content, might be reorganized on a bureau basis within what is now the Division of Community Health Services. *We recommend that action be taken to implement this proposal.*

The report also questioned the need for continuing the Mental Health Service activity of the department in light of the adoption of the Short-Doyle Act of 1957 which broadened the responsibility of the Department of Mental Hygiene in the community mental health field. Although the Department of Public Health maintains that this program is carried on to provide consultation on good mental health practices to local health agencies, there seems to be no reason to believe that the Department of Mental Hygiene does not or could not provide this same service to these local agencies thus eliminating a certain amount of overlap in mental health activities between the two departments. Prior to any withdrawal from this field by the Department of Public Health, careful planning should take place to insure that necessary activities in this mental health area will be continued by the Department of Mental Hygiene. *We recommend that action be taken to transfer all Mental Health Services activity to the Department of Mental Hygiene and that the Department of Public Health withdraw from this field.*

Division of Administration  
Executive Office

The director's office is requesting one intermediate file clerk to handle the increased workload. *We recommend approval of \$3,996 for one intermediate file clerk.*

The executive office did not increase its clerical staff when the position of assistant director was added to the office. No workload figures have been presented due to an indicated difficulty in measuring the workload of the executive office. The department states that a substantial filing backlog exists in this office and that in spite of the expenditure of a considerable amount of overtime, the files have not been kept anywhere near current; and that assigning this work, along with mail handling and other routine clerical work in the office to a file clerk, would allow the present clerical staff more time to carry out the more responsible clerical activity of the office.

## Department of Public Health—Continued

## Bureau of Business Management

The budget proposes three positions to absorb increased workload in the various functions of the Bureau of Business Management. These positions are:

1 Governmental auditor II .....	\$7,008
2 Intermediate typist-clerk .....	8,388
Total .....	\$15,396

A governmental auditor II position is proposed to handle increased workload. *We recommend approval of \$7,008 for one governmental auditor II for the budget year only.*

An auditor position was added last year, on a one-year basis, to enable the audit section to remove a backlog of audits resulting from the transfer from the Controller's office to the Department of Public Health of auditing related to tuberculosis sanitariums and the hospital construction aid program. The 1960 Legislature adopted A.C.R. 16 which charged the department with the review of tuberculosis records. The subsequent workload resulting from this review, which must be presented to the 1961 General Session of the Legislature, has prevented this section from reducing the auditing backlog, and while the auditor II is requested to be continued on a permanent basis, we believe the authorization of this position for another year will permit the auditing section to remove the existing backlog.

Two intermediate typist-clerk positions are proposed to handle increased workload. *We recommend approval of \$4,194 for one intermediate typist-clerk and disapproval of one intermediate typist-clerk at a saving of \$4,194.* Two typist-clerk positions were added last year, for one year only, on the basis of increased workload and an existing backlog. These two positions are proposed to be continued on a permanent basis. The 1960 Legislature suggested that a study of workload be made, and although the department states that a workload study is being completed and will be made available, we have not yet received a copy of this study.

One typist-clerk position is requested to be continued in the multilith and duplicating machine section to assist in reducing an existing backlog. At the time that this position was filled, a ten-month backlog existed and only slight progress has been made in reducing this backlog. Continuation of this position should allow for the elimination of this backlog in two years. We will review the continued need for this position at the end of this two-year period.

The other typist-clerk position is proposed to be continued in the Office Management Section. This position is proposed to be used in continuing the preventive maintenance schedule; equipment record keeping; and to handle an increased purchasing workload. We believe that the various components of this workload are capable of being distributed among the existing large clerical staff of the section, thus eliminating the need for continuing this position during the 1961-62 fiscal year.

## Department of Public Health—Continued

## Bureau of Personnel and Training

The Bureau of Personnel and Training is requesting an additional assistant personnel analyst to meet a need for increased technical staff in the personnel field. *We recommend a reduction of \$7,008 for one assistant personnel analyst. We further recommend a reduction of \$1,301 for equipment related to this position.*

We realize that the department has numerous personnel matters requiring assistance from technicians in the personnel unit; however, we again repeat the statement made in our 1960-61 Analysis, that while criteria are in the process of being developed by the Interagency Personnel Committee as to the respective roles of the Personnel Board and the personnel units in the operating agencies, no criteria that can serve as a basis for application of workload factors for staffing in the central personnel agency and the personnel units in the operating agencies is yet available.

Although recruitment is an important responsibility of any operating agency and is presented as part of the justification for this proposed position, considerable funds have been appropriated to the central personnel agency, the Personnel Board, to conduct extensive in-state and out-of-state recruitment campaigns for engineering and medical and allied classes. Any significant expansion of the department's activity in this area could only result in some duplication of effort.

About 25 percent of the working time of the proposed position is to be devoted to classification work as it is indicated that a considerable backlog has been built up in this area. The Personnel Board might be asked to provide some assistance to help relieve this backlog.

## Bureau of Vital Statistics and Data Processing

The Bureau of Vital Statistics and Data Processing is requesting a science programmer II on the basis of justified workload. *We recommend approval of \$7,356 for one science programmer II.* The department has employed a science programmer in this capacity for one year, in lieu of continuing to contract for the performance of this function. The department states that it has been demonstrated that its own employee can do a more effective job at no increase in cost to the department and we recommend approval of this position.

The Bureau of Vital Statistics and Data Processing also proposes the abolishment of one associate public health analyst at a salary saving of \$8,112 annually. *We recommend that this proposal be accepted.* The bureau proposes that the salary savings resulting from the elimination of this position be applied towards the salary of a new position of behavioral scientist in the Division of Research. Our recommendation relative to this proposed position is contained in our analysis of new positions proposed for the Division of Research.

Division of Preventive Medical Services  
Divisional Administration

Divisional Administration is requesting an assistant chief on the basis of workload in this office. *We recommend a reduction of \$9,852 for one assistant chief. We further recommend a reduction of \$861*

## Department of Public Health—Continued

*for equipment related to this position.* This position is proposed to relieve the medical staff of administrative nonmedical duties. The proposed assistant chief represents an effort to delegate nonmedical administrative duties to a nonmedical administrator to allow the chief and assistant chief more time for medical duties. The divisional administrative staff is employed to provide administrative leadership and coordination to the bureaus for which they are responsible and their role as medical men should be part, but not necessarily the principal part, of their duties. If a nonmedical administrator is deemed necessary to the effective operation of the division, consideration might be given to reclassification of a position within the divisional administrative staff so that a nonmedical administrator could qualify for appointment to such a position. We do not believe that the addition of another administrative position to the divisional staff is desirable from either an organizational or administrative viewpoint. Attention by the present staff to both medical and nonmedical administrative detail should eliminate the need for this proposed position.

## Bureau of Chronic Diseases

The budget proposes three positions to expand the heart and cancer programs of the Bureau of Chronic Diseases. These proposed positions are:

1 Public health medical officer III-----	\$13,860
1 Senior public health analyst-----	9,582
1 Associate social research technician-----	8,112
Total -----	<u>\$31,824</u>

*We recommend a reduction of \$23,712 for one public health medical officer III and one associate social research technician. We also recommend a reduction of \$22,500 for contractual services. We recommend approval of \$9,852 for one senior public health analyst.*

This program is proposed to be financed by an increase in federal chronic disease funds; however, these federal funds can be applied to existing chronic disease programs now financed by the General Fund thus resulting in a release or savings in General Fund expenditures for this purpose. This is made possible due to the fact that the State's present program in this area qualifies for this increase in funds.

The medical officer and research technician are proposed as part of a program of increased study of coronary heart disease while the public health analyst is proposed to analyze and interpret the relationships between many dependent and independent factors said to have a bearing on causes of cancer. This information is being made available from the Human Population Laboratories being carried on in two counties and needs the services of a senior level analyst to carry out this large scale complex task.

The Bureau of Chronic Diseases is expending approximately \$342,000 in the current year for heart and cancer programs. Federal financing accounts for approximately \$283,000 of this expenditure while General Fund financing accounts for the remaining expenditure of approxi-

## Department of Public Health—Continued

mately \$59,000. The following is a summary of recent and current Department of Public Health special project research activity in the heart and cancer fields, all of which is fully financed from federal funds:

	Actual 1959-60	Estimated 1960-61	Estimated 1961-62
Heart research			
Regional congenital heart program---	\$154,226	\$150,000	\$150,000
Longshoreman heart study-----	--	35,222	--
Cancer research			
Cancer chemotherapy -----	39,180	46,619	--
Human population laboratory-----	30,000	67,864	60,000
Cancer monograph tabulation-----	15,989	--	--
Study of lung cancer in light smokers and nonsmokers-----	--	13,900	13,765
Area-wide tumor registry-----	--	53,026	36,000
Totals -----	\$239,395	\$366,531	\$259,765

The University of California is also carrying out organized research in the heart and cancer fields. We have been able to identify expenditures for organized heart or cardiovascular research and cancer research by the university amounting to \$1,261,832 for the 1959-60 fiscal year, the last fiscal year for which actual figures are available. This expenditure does not include expenditures for instructional or departmental research which we have not been able to identify.

The federal government in the current year is expending an estimated \$2,003,000 for direct heart disease control and cancer control programs and is making an additional \$6,875,000 available nationwide for heart disease control and cancer control through grants and demonstration projects.

Another factor in the research field are the nonprofit foundations which are also concerned with this problem.

We believe that the State is currently carrying out extensive research in the heart disease control and cancer control fields and that an expansion of the State's chronic disease program is not necessary at the present time.

An additional sum of \$22,500 is proposed for contractual services at the local level. The budget terms this as a "minimal program of heart and cancer work at the local level." We are concerned by the lack of any detail as to the future growth of this so-called "minimal" program and we also question the desirability of subvening funds to local agencies for heart and cancer work. *We recommend the reduction of the entire sum of \$22,500 proposed for contractual services.*

## Bureau of Crippled Children Services

The department proposes that "all counties with a population of over 200,000 operate the program on an independent basis rather than having an option to operate on a dependent basis." This proposal is included in the budget act language relating to Assistance to Counties for Care of Crippled Children. *We recommend a reduction of \$20,000 in salaries for the Bureau of Crippled Children Services on the basis*

## Department of Public Health—Continued

*of reduced workload from January 1, 1961 to June 30, 1961. We also recommend a reduction of \$1,373 for related replacement equipment.*

Implementation of this proposed budget act language will result in a population drop in presently dependent counties from 3,158,920 to 1,109,020. This is based on population estimates as of July 1, 1960. This net reduction of 2,049,000 is the total of the combined population of the presently dependent counties of Orange, San Bernardino, Riverside and Sacramento which would be subject to a change from dependent to independent status. The State develops treatment plans, issues authorization to vendors and pays vendor invoices for all dependent counties.

The department advises that a shift to independent operation by the four counties listed above will increase the State's administrative allowance which is paid to counties by some \$40,000 annually, but that this added cost can be offset by equivalent savings due to more efficient and effective use of treatment and diagnostic funds resulting from local operation of the program.

We believe, however, that any savings resulting from more efficient administration of the program at the local level should be a by-product of the transfer and that a further savings amounting to a minimum of \$40,000 annually can be effected by abolishing certain clerical positions (a minimum of 8 to 10) in the bureau. These positions will no longer be needed to provide the detailed dependent county service to the four counties previously mentioned if the proposed Budget Act language is approved by the Legislature.

We believe that this reduction in staff should not be effected during the first six months of the 1961-62 fiscal year to allow for a full staff to handle the workload accompanying the transfer of these four counties from dependent to independent operation. By adequate advance planning, however, this transfer should be completed by no later than December 31, 1961.

Our recommendation for a reduction in the amount proposed for replacement of office equipment for the bureau is based on our recommendation for a reduction of staff in the bureau which will result in the availability of office equipment presently being utilized by this staff.

These recommendations relative to reduction in the staff of the bureau and a reduction for replacement office equipment are conditioned on approval by the Legislature of the budget act language proposed under the program of Assistance to Counties for Care of Crippled Children.



## Department of Public Health—Continued

## Bureau of Hospitals

The budget proposes eight positions on the basis of workload increases in the Bureau of Hospitals. These positions are:

1 Chief—Hospital Planning Section	\$8,940
1 Public health medical officer III	14,382
2 Hospital field representative	12,120
1 Administrative assistant I	7,008
1 Assistant public health analyst	7,008
1 Consulting therapist	7,269
1 Intermediate typist-clerk	3,996

Total ----- \$60,723

The public health medical officer and consulting therapist are proposed to implement the Nursing Home Study. These positions are proposed to be financed by increased federal funds.

*We recommend approval of \$21,651 for one public health medical officer III and one consulting therapist. We further recommend approval of \$50,000 for Nursing Home Contract Services.*

The bureau presently has a program underway directed at improvements in operation of nursing homes. While the department expects to achieve a considerable improvement in such nursing home operations as care, diets and attitudes, there should also be increased efforts to co-ordinate this program with the Department of Social Welfare and the Department of Mental Hygiene who also license homes providing certain aspects of nursing home care.

One part of the present program consists of the use of a team staffed by qualified people in the areas of nutrition, social work, nursing and sanitation. The proposed positions would add medical consultation and therapy to the skills available from this team. This team provides one-to-two-day training programs to nursing home personnel.

The budget also provides for \$50,000, financed by a federal subvention, which would be used to develop a training program directed at the improvement of standards of nursing home care. The training program will be oriented primarily toward the improvement of administrative practices, and would therefore include nursing home owners, managers, and nurses responsible for patient care. The resulting program will probably be one which could be used by a university, college or other agency, and placed in a classroom or hospital setting. This training program will probably be developed in the form of a two-week institute.

We believe that the present team, which is providing stopgap training to nursing home personnel, might well be disbanded in the near future, if a successful training program for nursing home personnel can be developed, and the 1962 Session of the Legislature should be provided with a measure of the effectiveness of the present nursing home team as well as details of the long-range objectives of the nursing home program based on the activities of the team and the development of the Nursing Home Personnel Training Program.

A chief is proposed for the hospital planning section. *We recommend a reduction of \$8,940 for one chief, hospital planning section. We fur-*

## Department of Public Health—Continued

*ther recommend a reduction of \$795 for equipment related to this position.* The department proposes this position on the basis of a need for a supervisory position in the hospital planning section as well as on a workload basis.

At the present time, there are only two consultants engaged in hospital planning work with each consultant working independently and reporting directly to the assistant chief. We believe that the present arrangement provides for adequate direction to the staff of the section and we can see no justification for an additional position on the basis of need for supervision in this section.

This position is also proposed on a workload basis, i.e., a working section chief. The bureau has not increased its number of hospital planning consultants for a period of years. The department indicates that a backlog of plans exists although we have seen no information which supports the proposed planning staff increase of 50 percent. We believe that the department might be able to justify the need for an additional position of hospital planning consultant on the basis of workload, but that the proposed position of chief of the hospital planning section is not warranted.

Two hospital field representatives are proposed to be added to the licensing section to meet the continued rapid growth in the number of hospitals and nursing homes requiring inspection. *We recommend approval for one hospital field representative and reduction of \$6,060 for one hospital field representative.*

These positions are requested on a workload basis. There has been a ten percent increase in the number of hospitals and nursing homes licensed during the past year while the proposed positions would allow for two positions or the equivalent of a 20 percent increase in the present 10-man hospital field representative staff, excluding supervisory personnel, in the hospital licensing section. The addition of one hospital field representative should adequately meet the needs of this unit.

An administrative assistant is proposed to assist the chief of the bureau. *We recommend a reduction of \$7,008 for one administrative assistant I. We further recommend a reduction of \$861 for equipment related to this position.*

This position is proposed to meet the increasing workload in the administration of the hospital construction program, which involves the processing of applications, plan review, payment vouchers and similar documents which need better co-ordination with other procedures in the bureau related to licensure, plan review and construction supervision. We believe that a saving of valuable professional time now performing this task can be effected by assigning this activity to the assistant bureau chief who, with the aid of the various sections, can carry out this administrative activity, thus freeing the bureau chief. We therefore believe that the addition of an administrative assistant is not necessary to the continued effective operation of the bureau.

A public health analyst is proposed to develop methods for collection, analysis and presentation of information essential to more effective state

## Department of Public Health—Continued

planning. *We recommend a reduction of \$7,008 for one assistant public health analyst. We further recommend a reduction of \$1,302 for related equipment.*

The department states that "experience during the past 10 years has demonstrated need for basing planning decisions on comprehensive information and its competent analysis," and further this "information is essential for more effective state planning." While we agree that effective state planning of hospitals is essential, we have not been furnished with any detailed information which supports the department's statement that "only limited information can be analyzed because of insufficient staff," and therefore, we are led to believe that the bureau will continue to be adequately staffed by continuing to utilize the half-time services of an analyst who is currently providing such service to the bureau.

A typist-clerk is proposed on a workload basis. *We recommend approval of \$3,996 for one intermediate typist-clerk.*

The bureau presently has eight clerical employees and requests an additional typist-clerk on a workload basis. An additional typist-clerk appears to be justified based on a continuing increase in the clerical workload of the bureau.

## Division of Research

The budget requests two positions for the Division of Research. These positions are:

1 Behavioral scientist -----	\$11,400
1 Administrative assistant II -----	8,112
Total -----	\$19,512

*We recommend a reduction of \$11,400 for one behavioral scientist. We further recommend a reduction of \$405 for equipment related to this position.*

The department indicates that "the greatest lack in the consultation services available through this division to special projects is in the behavioral field," and further that a qualified behavioral scientist will permit the development of better research projects as well as providing consultation services to current research projects.

The position is proposed to be financed by the abolition of the associate public health analyst in the Bureau of Vital Statistics and Data Processing, Division of Administration, and an increase in the special projects overhead charge from 8 percent to 15 percent which will increase the revenue from this source to the General Fund by an estimated \$12,000 during the 1961-62 fiscal year and an estimated \$20,000 in the 1962-63 and subsequent fiscal years.

A behavioral scientist can be defined as a person who is qualified to provide consultation relative to human behavior, i.e., man in his environment. The department utilizes the various social science disciplines such as sociologist, anthropologist and social psychologist in their special projects which are fully financed by federal funds. The proposed position would probably relate to the social science disciplines of sociology or cultural anthropology.

## Department of Public Health—Continued

The department has provided no detailed justification for the proposed position other than that indicated above, and therefore the addition of a full-time behavioral scientist on the basis of the information submitted does not appear to be necessary to the continued effective operation of the Division of Research.

The administrative assistant II would serve as an administrative assistant to the chief of the division. *We recommend a reduction of \$8,112 for one administrative assistant II.*

The administrative assistant would assist in the development of procedures; consultation with regard to research projects in administrative policy, practice and procedures; organization and development of project and research resource files; and project processing and administrative services in the division office. The assumption of the administrative services activity by the proposed administrative assistant would release time of the professional staff for further consultation and operation of research special projects. This position is proposed to be financed from the increase in special project overhead.

The Division of Research is responsible for co-ordination of the research activities conducted by the department with state funds and funds from outside sources. While we recognize the responsibilities of the division, we should point out to the Legislature that the present organizational structure of the six-man staff of the division consists of one chief, two assistant chiefs, one statistician and two clerks. We believe that there is adequate administrative staffing, i.e., 50 percent of total current authorized positions, and therefore we believe that the present administrative staff of the division can continue to function effectively without the addition of an administrative assistant.

**Expanded Sanitary Engineering Program**

The budget proposes \$88,518 for an expanded sanitary engineering program in the 1961-62 fiscal year. The budget would provide for 10 positions including necessary support.

The proposed positions are as follows:

## Division of Environmental Sanitation

## Bureau of Sanitary Engineering

2 Associate sanitary engineer-----	\$17,040
1 Assistant sanitary engineer-----	7,008
1 Junior sanitary engineer-----	6,516
2 Intermediate typist-clerks-----	7,992

## Division of Laboratories

## Sanitation and Radiation Laboratory

3 Assistant public health chemist-----	21,024
1 Laboratory technical assistant-----	4,194

**\$63,774**

*We recommend a reduction of the entire budget request of \$88,518 including a reduction in the Bureau of Sanitary Engineering budget request of two associate sanitary engineers, one assistant sanitary engineer, one junior sanitary engineer and two intermediate typist-clerks for a total recommended reduction of \$38,556 in salaries and wages. We recommend a related reduction of \$13,940 for operating expenses*

## Department of Public Health—Continued

and a related reduction of \$4,554 for equipment. We also recommend a reduction in the Sanitation and Radiation Laboratory budget request of three assistant public health chemists and one laboratory technical assistant for a total reduction of \$25,218 in salaries and wages. We recommend a related reduction of \$6,250 for operating expenses.

This budget proposal represents the first increment of a three-to-five-year program of substantially expanding the staff of the Bureau of Sanitary Engineering including the addition of necessary laboratory personnel in the Sanitation and Radiation Laboratory. Although no commitments have been made, the total increase in staff envisaged in this three- to five-year program, including the budget proposal, would be as follows:

Bureau of Sanitary Engineering	
Sanitary engineers -----	25
Clerical -----	7
Sanitation and Radiation Laboratory	
Public health chemists -----	9
Laboratory assistants -----	3
Clerical -----	2
<hr/>	
Total increase in positions -----	46

The total costs of these positions including operating expenses and equipment is estimated at \$359,940 at today's costs.

The existing formula generally provides that for every two positions added to the bureau staff, one position is to be added to the laboratory staff. These positions are based on the bureau's present estimate of existing conditions and do not take into consideration future manpower needs due to increasing workload.

The bureau has two basic responsibilities: one is in the field of domestic water supply, and the other is the provision of safe conditions for the disposal of sewage and other liquid, or soluble water.

The increased staff is proposed to meet the problems that our increasing population is creating in such areas as supply of good quality water and in the disposal of sewage and industrial wastes. The bureau feels that the size of its present staff makes it possible to deal with only the most pressing sanitary engineering problems to such an extent that it is seldom possible to participate in early planning activities to the degree necessary to assure satisfactory projects.

The bureau contends that while water supply of good quality is a necessity for modern living in California, such water is not available in many sections of the State.

The department carries out its water supply responsibilities under Chapter 7, Part 1, Division 5 of the Health and Safety Code which provides for regulation under permit of public water systems with 200 or more services. The department also administers the provisions of the Pure Water Law regulating the use of bottled water.

There are some 920 known water systems in the State, 815 of which are presently under state permit, while it is estimated that there are an additional 100 or more systems which the department does not have on record.

## Department of Public Health—Continued

The bureau has made significant progress in issuing water permits in the past 10 years. In 1950 only 42 percent of the known water systems were under permit while at the present time some 88 percent of the known water systems are under permit.

The bureau indicates that, although they have made considerable progress in the water permit field, due to lack of manpower they have not been able to carry on a surveillance program with a consequent loss of contact with developments in the field, and consequently an excessive amount of time is expended in obtaining corrections. An adequate water surveillance program is considered essential and would be one in which at least two check inspections per year are made of each water system.

The bureau also indicates a need to review the existing water permits and surveys, which are rapidly becoming outdated.

Stress is also laid on the potential hazard from discharges or overflows of sewage and industrial wastes.

In the field of sewage and waste disposal the bureau has only been able to make casual inspections of sewage treatment facilities to determine existing conditions, to inspect sewage discharges and their effect on waters of the State, and to provide regional water pollution control boards with information on proposed effluent discharge requirements in addition to completing investigative reports on suspected contamination.

The bureau proposes surveillance and abatement of conditions resulting from sewage and industrial waste disposal as they relate to such matters as pollution of domestic water supplies and contamination of streams and recreation areas.

The bureau proposes special studies to provide information on aeration, treatment processes and effects of detergents. They also propose the abatement of conditions that are hazardous to public health.

In addition to the normal domestic water supply and waste disposal programs, numerous special problems arise which are time-consuming and require assistance such as development of regulations, preparation of reports and other necessary administrative functions.

From the foregoing proposal, we can only conclude that a new and higher level of service is proposed, although the bureau contends that the proposed and projected staff needs will only allow the bureau to do the job that should be done.

We must not overlook the fact that the bureau currently has an authorized staff of 65.8 positions including 45 technically competent sanitary engineers and four sanitarians.

We believe that the substantial progress of the bureau in the water supply field is best illustrated by the increase in issuance of water permits from 42 percent of the known water systems to 88 percent of the known water systems over the past 10 years despite an accompanying increase of 335, or 64 percent, in the number of known water systems during this same period. We believe the removal of the remaining backlog of water permits can and will allow for more staff time to review existing water permits and surveys and better surveillance of water systems. We believe, however, that the proposals to increase the

## Department of Public Health—Continued

level of service i.e., increase the number of water system check inspections and frequency with which the sanitary surveys and water supply permits should be reviewed and reissued, should be carried out within the limits of the existing authorized staff.

In the sewage and waste disposal field the bureau had 26.5 budgeted positions assigned to this function in 1959. Due to the difficulty in recruiting qualified sanitary engineers, the bureau has not, in past years, been able to fill all of the authorized positions assigned to the waste program. Although the bureau contends that the Personnel Board recruitment program for engineers has substantially changed this condition, the Personnel Board indicates that qualified sanitary engineers are still in very short supply.

An area of unavoidable overlap and duplication in the waste program is in the sewage and industrial waste field, wherein the various regional water pollution control boards are responsible for setting standards so as to prevent pollution of water, while the Department of Public Health's responsibility in this same area arises when such a situation reaches the contamination stage.

Pollution is defined by Section 5410 of the Health and Safety Code to mean "an impairment of the quality of the waters of the State by sewage or industrial waste to a degree which does not create an actual hazard to the public health but which does adversely and unreasonably affect such waters for domestic, industrial, agricultural, navigational, recreational or other beneficial use"; whereas contamination is defined by this same section to mean "an impairment of the quality of the waters of the State by sewage or industrial waste to a degree which creates an actual hazard to the public health through poisoning or through the spread of disease."

The gray area between what is pollution and what is contamination and thus within the purview of one or the other of these two agencies is such that a certain amount of duplication and overlap cannot be avoided. A possible solution to this problem, which is not being proposed at this time, would be legislation either abolishing the regional water pollution control boards or extending their authority and completely removing the Department of Public Health from the sewage and industrial waste field.

We believe that by the exercise of administrative judgment the bureau can shift emphasis and staff assigned to the waste program and that any increase in level of service should be carried out within the limits of the existing authorized staff.

We further believe that a most significant contribution to the program of the bureau can be made by the local health departments which serve a very large percentage of the State's total population and provide services in both the domestic water, and sewage and waste disposal fields.

It is our understanding: that many of these local health departments could perform effectively in many of the areas proposed to be served by the bureau; that the basic public health work in the fields of do-

## Department of Public Health—Continued

mestic water, and sewage and waste disposal should be carried out by sanitarians who are qualified in this field by virtue of their training and experience; and that the bureau should only complement this work with its current staff of 45 technically competent sanitary engineers. The bureau would thus be maximizing, not minimizing, the services of sanitarians who are employed by local health agencies.

We believe that there is no adequate justification for the proposed expansion of the sanitary engineering staff.

**New Migrant Seasonal Agricultural Worker Health Program**

The budget proposes \$108,670, including three positions and necessary support, and \$75,000 for demonstration projects at the local level, to provide a new program of health services to migrant seasonal agricultural workers for the 1961-62 fiscal year. This program is proposed to be located in the Division of Preventive Medical Services, Bureau of Child and Maternal Health.

The budget proposes the following positions:

1 Public health medical officer III-----	\$14,382
1 Administrative assistant I-----	7,008
1 Intermediate typist-clerk -----	4,245
<b>Total -----</b>	<b>\$25,635</b>

The department believes that the health problem of migrant seasonal agricultural workers in California is critical. They often live and work in poor sanitary conditions; and often are not immunized against poliomyelitis and other communicable diseases. Normal medical and health services of the community are not available to them; and hospital care, when received, is usually at public expense. The ill health of these people presents a constant threat of spread of communicable diseases from their community to the community at large.

We believe that the proposed program should be discussed in the light of a report to the Governor from the Director of Public Health dated October 1, 1960, titled "Health Conditions and Services for Domestic Seasonal Agricultural Workers and their Families in California."

The report recommends alternative courses of action to meet the presently acute health needs of California's migrant seasonal agricultural workers. The recommendations are as follows:

1. That the State of California make funds available to those counties desiring to decentralize and extend local health and medical care services for migrant seasonal agricultural workers and their families through such means as:

- a. Development of field clinics staffed by local personnel.
- b. Provision of prenatal care for mothers and treatment for sick children in existing child health conference clinics.
- c. Expansion of field nursing staffs for staffing of clinics, home nursing, health education, and liaison with existing treatment facilities.



## Department of Public Health—Continued

- d. Use of unoccupied beds in rural private hospitals and district hospitals for county patients at county expense.
- e. Provision of transportation to central facilities for both in-patient and outpatient hospital care.
- f. Improvement of sanitation in housing and in the field.

2. That residency requirements be abolished in county hospitals for both inpatient and outpatient services for seasonal agricultural workers.

3. That consideration be given to the feasibility of prepayment health plans for domestic seasonal agricultural workers and their families similar to those plans now required by law for foreign contract workers.

We have no basis for disagreeing with the findings of the report and we also believe that action is called for. The public health problem which exists in this segment of the population arises partly because of its migrant nature and the absence of county responsibility for its correction. Thus, the State is called upon to fill the gap. So long as this group tends to affect all counties, it is not unreasonable to support necessary public health measures from state funds to which all counties contribute. It may be the only way in which the need can be met. On the other hand, the proposal of the department meets only a part of the real problem. The major problem of this group is the environmental conditions under which they live and work. It would appear that the provision of adequate sanitary facilities and other elements of a minimum acceptable condition of employment would go a long way toward eliminating this special problem. Recognizing the economic problems which are involved in imposing working condition standards in agriculture, steps should nevertheless continue to be made in this direction if the problem is to be effectively solved. *We recommend a reduction of the entire budget request of \$108,670.*

We are recommending this reduction because the proposed program is not at all clear. This program could also be expanded rapidly without a proper return to the State for expenditures. This proposal also avoids, in large part, the critical environmental sanitation needs of these workers and their families. The State should not embark upon a program with the implications of the proposed 100 percent state or 100 percent state-federal financing. Such programs are traditionally joint state-local financed or joint federal-state-local financed programs.

The only previous all-inclusive medical care program for migrant seasonal workers was carried on under the auspices of the Federal Farm Security Administration from 1938 through 1948.

At the height of this program in 1946, the expenditure of federal funds which covered only migrant seasonal agricultural workers, was \$640,895. Expenditures for a medical care program to cover migrant seasonal agricultural workers plus their families would shortly exceed \$1 million and quite possibly \$2 million annually within the next few years. The proposed program would be financed by a 100 percent state or 100 percent federal-state contribution if the federal government should assist in financing the program.

We believe that consideration should be given to the following programs to meet the health needs of migrant seasonal agricultural workers:

## Department of Public Health—Continued

## 1. Health Plan

Adoption of some type of prepayment health plan to cover all domestic seasonal agricultural workers and their families on a 12 months per year, full coverage basis. This would be paid for by employees, with employers assuming what is determined to be that share of the financial burden of such a health plan which is consistent with standard practice and economic feasibility.

## 2. Sanitation

Consideration should be given by the Legislature to the recommendations of the Interdepartmental Task Force on Food Crop Harvesting Sanitation, a committee made up of state representatives from the Departments of Agriculture, Employment, Industrial Relations, and Public Health, who reported as follows:

- a. A statute should be developed by the State Departments of Agriculture, Employment, Industrial Relations, and Public Health which contains the following elements:
  - (1) A definition of field crop operations where toilets and hand-washing facilities are required.
  - (2) Provision for specifying the number and kind of facilities required, their proximity to the fieldworkers, and their method of maintenance.
  - (3) Placement of the responsibility for providing and maintaining facilities, and placement of responsibility for insuring use of facilities.
  - (4) Placement of responsibility for enforcement of the statute.
  - (5) A suitable penalty for violation.

Necessary improvements in field sanitation should be made the direct responsibility of the employer.

Improvement of sanitation relating to housing is a more complex problem. The Division of Housing, Department of Industrial Relations, administers the provisions of the Labor Camp Act, Division 2, Part 9, Chapter 1, Article 4 of the Labor Code.

An enforcement problem is created due to the fact that federal agencies are also active in the field; a need for clarification of the code sections relating to enforcement procedures exists, as well as a need for some sort of labor camp registration which would eliminate the present method of locating by "hunting out" certain labor camps. Improvements in the Labor Camp Act and improvements in clarification of jurisdiction and review of staffing needs will assist the Division of Housing in doing a better job of enforcement of the Labor Camp Act.

Another problem area which is not specifically covered by state law is the substandard fringe area housing in which many agricultural workers reside. Such blighted areas invite unsanitary conditions and the probability of disease. These conditions are brought about in the main by water and sewage disposal problems. The solution might be extension of the provisions of the State Housing Act, Division 13, Part 1, Chapter 1, to all dwellings lying in unincorporated areas.

## Department of Public Health—Continued

## 3. Health Education

Health education in personal and community hygiene should be part of any health needs program and should be carried on in the fringe areas of our cities, at labor camps, and other areas containing concentrations of migratory workers.

## 4. Medical Care

Medical care at this point in the development of a true health needs program would be effective inasmuch as many of the causal factors relating to a continued need for medical care would no longer exist.

## Licensing and Inspectional Fees

The State Department of Public Health administers a number of inspectional and licensing programs wherein a fee is charged to the industry or activity that is being inspected or licensed. The purpose of this licensing is generally to insure that legal standards are maintained for the health and safety of the population. Many of the standards established are upon the suggestion of the industry or activity itself in order that a high level of quality may be maintained.

At the time that some of the fees were established in the statutes the inspectional costs to the State were fully reimbursed from those sources. There is no consistent pattern in terms of frequency of revision of such fees. The extremes range from one fee which is revised quarterly on the basis of actual inspectional costs, to one fee which has not been revised since it was established by statute some 15 years ago.

We believe that an overall study should be undertaken to consider the entire fee structure of the Department of Public Health. These fees are a significant source of state revenue, estimated at \$460,000 during the 1961-62 fiscal year. The proposed study should be directed towards recommending a uniform set of goals and standards and should recommend:

1. Whether licensing and inspectional fees should be based on full reimbursement for actual costs;
2. The basis for revising these fees;
3. The services being provided at no cost for which a fee should be charged; and
4. The frequency of revision.

*We recommend that a report on licensing and inspectional fees be prepared by the Department of Public Health and that this report be submitted to the 1962 Session of the Legislature.*

**Department of Public Health**  
**EPILEPSY STUDY**

ITEM 203 of the Budget Bill

Budget page 513

**FOR SUPPORT OF EPILEPSY STUDY FROM THE GENERAL FUND**

Amount requested .....	\$79,714
Estimated to be expended in 1960-61 fiscal year .....	79,878
Decrease (0.2 percent) .....	\$164
<b>TOTAL RECOMMENDED REDUCTION .....</b>	<b>None</b>

## Epilepsy Study—Continued

## ANALYSIS

The Department of Public Health was authorized by legislation passed by the 1959 Session to conduct a study of the incidence of and treatment of epilepsy in minors. The establishment of pilot projects to conduct this study was part of the approval. A progress report is to be submitted at the current 1961 Regular Session of the Legislature and a final report will be submitted to the 1963 Regular Session of the Legislature.

At the time the legislation was being considered, the department estimated the total cost of the project at \$244,000. The requested appropriation of \$79,914 will finance the third year of the project and this sum is about the same as the estimated second or current year's expenditure of \$79,878 for this study.

*We recommend approval of the requested appropriation.*

## Department of Public Health

## MOTOR VEHICLE POLLUTION CONTROL BOARD

ITEM 204 of the Budget Bill

Budget page 513

FOR SUPPORT OF MOTOR VEHICLE POLLUTION CONTROL BOARD  
FROM THE GENERAL FUND

Amount requested	\$500,000
Estimated to be expended in 1960-61 fiscal year	500,000

Increase	None
----------	------

**TOTAL RECOMMENDED REDUCTION**.....Recommendation to be submitted  
when budget detail available

## GENERAL SUMMARY

The Motor Vehicle Pollution Control Board was established in the Department of Public Health under the provisions of Chapter 23, Statutes of 1960, and is responsible directly to the Governor.

The board is charged with the responsibility to:

1. Determine and publish the criteria for approval of motor vehicle pollution control devices;
2. Issue certificates of approval for acceptable devices; and
3. Exempt certain classes of vehicles from compliance with Chapter 3, Division 20, Health and Safety Code.

## ANALYSIS

The budget proposed for the board is a single line item reading as follows:

	<i>Estimated</i> 1960-61	<i>Proposed</i> 1961-62
Motor Vehicle Pollution Control Board	\$500,000	\$500,000
(General Fund)		

The proposed budget cannot be analyzed on the basis of its content as the budget contains no detail to support the budget proposal.

**Motor Vehicle Pollution Control Board—Continued**

The program of the Motor Vehicle Pollution Control Board as outlined by the board at their December 20 meeting in Fresno can provide some basis for considering the budget of the board. The program, as adopted, provides as follows:

1. Approval of contract with Los Angeles County Air Pollution Control District to test motor vehicle pollution control devices at Los Angeles Vehicle Testing Facility.

2. Approval of application form and data and to accept applications submitting motor vehicle pollution control devices.

3. Adopt principle of a step system of testing devices so that testing can begin at an early date.

*We plan to submit an analysis to the Legislature of the budget proposed for the support of the Motor Vehicle Pollution Control Board when the budget detail is made available.*

We have been advised that the major portion of the budget provides for contracts as follows:

1. Los Angeles Air Pollution Control District Vehicle Testing Facility;
2. Other laboratories;
3. Other research or consulting services.

We have also been advised that concern has been expressed as to the ability of the Los Angeles Air Pollution Control District facility to handle the anticipated volume of devices which might be submitted to the board for approval. The testing of five separate devices at one time was indicated as the capacity of the facility. We believe that if more than five separate devices are submitted to be tested at one time, the alternative is not to contract with other laboratories but to utilize the Los Angeles facility on a 24 hours per day, seven days per week basis, if necessary, so that all motor vehicle pollution control device testing can be done at this one location for the following reasons:

1. Uniformity in testing devices is necessary. Despite attempts to achieve this uniformity, different laboratories in testing devices are bound to have somewhat different results.

2. The use of one facility will result in a savings to the State over a contract with several laboratories.

3. A single contract with one facility, the district, which is located in the same city as the headquarters of the board is highly desirable from an administrative standpoint.

4. The district has the only operating laboratory which has been extensively testing motor vehicle devices and therefore has qualified personnel and a well-equipped test center available. Any other laboratories would be by comparison relatively new to the motor vehicle pollution control device testing field.

5. The Los Angeles County Board of Supervisors has stressed its desire to be of all possible assistance to the State and this is evidenced by its contract with the State, which includes actual costs of staff and equipment without the usual overhead charges.

**Motor Vehicle Pollution Control Board—Continued**

6. Motor vehicle pollution control device testing will require access to fleets. Los Angeles County has already had offers from fleet operators to make their fleets available for such use.

7. While the initial number of devices submitted for testing and certification may exceed present estimates, it would be much easier to expand and subsequently contract one testing facility after the initial peak load has passed than expanding and subsequently contracting two or more testing facilities.

The balance of the contracts section of the proposed budget provides for other research or consulting services. This could involve the following:

1. Establishing criteria for odor.
2. Establishing sound level.
3. Other services related to the testing and approval of motor vehicle pollution control agencies.

We believe that a considerable amount of this research could be performed through a contract with the district for use of the facilities of the Environmental Laboratory, which is the research arm of the Vehicle Test Facility.

**Department of Public Works  
DIVISION OF ARCHITECTURE**

ITEM 205 of the Budget Bill

Budget page 521

**FOR SUPPORT OF DIVISION OF ARCHITECTURE  
FROM THE DIVISION OF ARCHITECTURE REVOLVING FUND**

Amount requested .....	\$9,426,214
Contribution to State Employees' Retirement System .....	689,115
<b>Total .....</b>	<b>\$10,115,329</b>
Estimated to be expended in 1960-61 fiscal year .....	10,170,187
<b>Decrease (0.5 percent) .....</b>	<b>\$54,858</b>

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

**GENERAL SUMMARY**

The major activities of the Division of Architecture consist primarily of the design and preparation of preliminary plans, working drawings, specifications, and construction supervision of practically all of the state building construction work with the exception of work performed by the University of California, the Division of Highways and the Department of Water Resources. Other exceptions of small consequence in total dollar volume are some of the construction projects carried out by various district and agricultural fairs and minor construction carried out directly by the various agencies. Prior to fiscal year 1960-61 the financing of the services provided by the Division of Architecture was accomplished under Section 14030 of the Government Code which in effect appropriated money to the Division of Architecture out of every construction project for which funds were placed into the Re-