

Health and Welfare Agency

HEALTH AND WELFARE AGENCY ADMINISTRATOR

ITEM 148 of the Budget Bill

Budget page 404

FOR SUPPORT OF THE HEALTH AND WELFARE AGENCY
ADMINISTRATOR FROM THE GENERAL FUND

Amount requested	\$67,672
Estimated to be expended in 1963-64 fiscal year	66,701
Increase (1.5 percent)	\$971
Increase to maintain existing level of service	\$791

TOTAL RECOMMENDED REDUCTION None

ANALYSIS

The office of Health and Welfare Agency Administrator was established by the Statutes of 1961 (Chapter 2037) to supervise the operations of the Departments of Social Welfare, Public Health and Mental Hygiene. From the time of its establishment in 1961 until the 1963-64 fiscal year, expenses had been shared among its three accountable agencies. Statutes of 1963 (Chapter 1747) established the Department of Rehabilitation within the agency. This department assumed, upon its transfer, functions previously performed by the Division of Vocational Rehabilitation of the Department of Education. Chapter 1747 also assigned the Citizen's Advisory Committee on Aging and the Office of Atomic Energy Development and Radiation Protection to the agency for supervision.

A total of \$67,672 is requested for the 1964-65 fiscal year. This represents a 1.5 percent increase, or \$971 more than the revised cost estimate for the current year.

We recommend approval of this budget item.

CITIZEN'S ADVISORY COMMITTEE ON AGING

ITEM 149 of the Budget Bill

Budget page 405

FOR SUPPORT OF CITIZEN'S ADVISORY COMMITTEE ON
AGING FROM THE GENERAL FUND

Amount requested	\$76,048
Estimated to be expended in 1963-64 fiscal year	66,657
Increase (3.6 percent)	\$9,391
Increase to maintain existing level of service	\$731
Increase for new service	8,660

TOTAL RECOMMENDED REDUCTION \$8,200

Summary of Recommended Reductions

	Amount	Budget Page	Line
Operating Expenses			
Printing	\$6,500	405	40
Traveling, in-state-committee	1,000	405	42
Traveling, out-of-state-committee	700	405	44

ANALYSIS

The Citizen's Advisory Committee on Aging was established in 1956 to study the problems of the aged in California and to recommend

Citizen's Advisory Committee on Aging—Continued

needed action to the Governor. This committee consists of eight citizen members appointed by the Governor, two senators and two assemblymen appointed by their respective houses and a supporting staff of three professional and two clerical positions. The committee is authorized by the Welfare and Institutions Code Sections 2370 through 2375. Additional committee functions include:

- To hold hearings.
- To serve as an information center.
- To consult with and advise communities in developing their local services.
- To evaluate community project proposals under the Community Services for Older Persons Act.

Personal Services

The Citizen's Advisory Committee on Aging requests \$45,277 for personal services for the fiscal year 1964-65. This is an increase of \$728 over the \$44,549 estimated to be expended in the current year. Merit salary increases and staff benefits account for this 1.6 percent increase over the current year's estimated cost with no requests for additional positions.

We recommend approval of the budgeted amount for personal services.

Operating Expenses

Printing (budget page 405, line 40)----- \$9,000

The committee has requested \$9,000 for printing, approximately \$7,000 more than the current year estimated cost of \$2,040 and the \$2,149 expended in 1962-63. This large increase has been explained as the cost of printing the revised Directory of Community Services at an estimated cost of \$5,000 and the Inventory of Specialized Housing for Senior Citizens at an estimated cost of \$1,500. The difference between the \$6,500 estimated for the above two items and the requested \$9,000 is for the committee's annual report at an estimated cost of \$425, the Maturity Magazine, distributed quarterly, at an estimated cost of \$1,700, and a pamphlet at an estimated cost of \$375.

The committee was authorized by the Legislature during the First Extraordinary Session of 1963 (Senate Resolution No. 26) to "... compile a statewide inventory on the number and types of specialized housing projects and developments in California for senior citizens ..." and "... submit a written report of the inventory to the Legislature not later than the 13th calendar day of the 1965 Regular Session ..." The resolution does not direct the committee to publish and distribute this inventory and this determination should be made by the Legislature, to whom the report is to be submitted.

We recommend the deletion of \$1,500 included in the request for the purpose of printing a report of specialized housing required by Senate Resolution No. 26.

Also included in the printing request is a proposal for the committee to publish an "updated" Directory of Community Services. The committee has failed to advise us what part of this total request will be

Citizen's Advisory Committee on Aging—Continued

the cost of printing; although it appears that other expenses than printing (revision) are included in this request. Until details of the cost of the proposal including an estimate of printing and other costs, separately stated, are submitted for regular budget review, we cannot recommend approval.

We recommend the deletion of \$5,000 requested in the printing line item for the Directory of Community Services.

Our total recommended deletion of \$6,500 from this request for \$9,000 for printing will result in approval of \$2,500 for this purpose which is approximately \$450 more than is estimated to be expended in the current year and will allow for any price and workload differentials which develop and at the same time maintain the existing level of service.

Traveling, in-state—committee (budget page 405, line 42) \$3,000

This item is to cover the cost of members of the committee traveling in-state to committee hearings and meetings.

We recommend that traveling, in-state be reduced to \$2,000 for a savings of \$1,000.

Over the last five fiscal years, the total budget requests for this item have amounted to \$12,900 whereas the total costs including the estimated cost for the current year amounts to \$9,579, or 74 percent of the actual requests as shown on the table below:

<i>Fiscal year</i>	<i>Budget request</i>	<i>Actual Expenditure</i>
1959-60	\$2,400	\$1,297
1960-61	2,400	2,278
1961-62	2,600	1,605
1962-63	3,000	2,399
1963-64	2,500	2,000 *
1964-65	3,000	

* Amount authorized.

No justification has been provided for the additional \$1,000 requested in the budget year.

Traveling, out-of-state—committee (budget page 405, line 44) \$1,700

This budget item is for the expense of committee members who make unplanned trips out-of-state to conferences.

We recommend a reduction to \$1,000 for traveling, out-of-state—committee for a saving of \$700.

Out-of-state trips cannot be planned in advance. Yet for each year, with the exception of the committee's first, a larger amount has been budgeted than expended.

<i>Fiscal year</i>	<i>Budget request</i>	<i>Actual expenditure</i>
1959-60	\$331	\$425
1960-61	3,200	2,953
1961-62	1,600	868
1962-63	1,600	923
1963-64	1,700	1,000 (Est.)
1964-65	1,700	

Citizen's Advisory Committee on Aging—Continued

The disproportionately high expense year of 1960-61 was due to attendance at the White House Conference on Aging. No such high cost conference is anticipated during the budget year and \$1,000 should be adequate for committee needs.

OFFICE OF ATOMIC ENERGY DEVELOPMENT AND RADIATION PROTECTION
 ITEM 150 of the Budget Bill Budget page 405

**FOR SUPPORT OF THE OFFICE OF ATOMIC ENERGY
 DEVELOPMENT AND RADIATION PROTECTION
 FROM THE GENERAL FUND**

Amount requested	\$47,649
Estimated to be expended in 1963-64 fiscal year	48,268
Decrease (1.3 percent)	\$619
Increase to maintain existing level of service	\$2,936
Increase to improve level of service	650

TOTAL RECOMMENDED REDUCTION \$47,649

	Summary of Recommended Reductions		
	<i>Amount</i>	<i>Page</i>	<i>Line</i>
Delete entire item	\$47,649	406	69

ANALYSIS

This office's request for \$47,649 from the General Fund for its total support in fiscal year 1964-65 is indicated as being \$619 below the amount estimated as necessary for its support during the current year. We believe this factual presentation of total estimated and requested costs which indicate a reduction in the level of expenditures to be misleading. During the current year an executive order for the allocation of \$4,205 from the Emergency Fund was required for the office's support to accommodate the increased costs involved in the overlap of employment occasioned by the resignation and employment of a new coordinator.

These additional costs, while properly included in the current year estimates, are of a one-time nature and are not related to the continuing ongoing support costs of the office. Accordingly, if we take these one-time costs from the total estimated support expenditures for the current year, we find the amount of \$44,063 would have been required. This amount, we believe, is the base from which to determine whether the true estimated support costs have either increased or decreased.

Using this base, the amount required for the budget year then reflects an increase of \$3,586 or 8.1 percent as opposed to a reduction of \$619 or 1.3 percent.

Within this true increase of \$3,586, we find that some \$2,936 is necessary to continue the same level of service. This amount results from the sum of the increases due to (1) changing the annual salary of the coordinator from \$17,028 to \$18,000, (2) merit increases for personnel in the office staff, (3) increases in the cost of staff benefits, and (4) an

Office of Atomic Energy Development and Radiation Protection—Continued

additional amount necessary to defray the cost of an increase in the membership of the Advisory Council.

The balance of the increase (\$650) in general operating expenses is justified by the office as necessary to sustain a modest public information program and represents an increase in level of service.

This office, consisting of three positions (coordinator, administrative assistant and stenographer), was established in 1959 in the Governor's office under the authority of Section 25730 of the Health and Safety Code to provide staff assistance and advice to the Governor in this highly technical field as well as to provide co-ordination among the various departments of state government in order to insure a minimum of duplication, etc. The Legislative Analyst participated in studies of the problem and supported the enabling legislation in this instance as it was believed that such a position, acting as a member of the Governor's immediate staff, could prevent duplication of services by the departments of state government with interests in this new area of scientific development.

Subsequently, the Legislature enacted Chapter 1747, Statutes of 1963 (SB 1023, 1963) which placed this office in the Health and Welfare Agency. The result of this latter enactment is to remove this office from the Governor's office and place it within a line agency of state government.

Total expenditures (budget page 406, line 69)----- \$47,649

The result of this legislative action which removes the office from the immediate staff of the Governor, we believe, reduces or restricts the effective capability of the office to perform its task of co-ordination and liaison among state agencies to such a degree that it will serve no useful purpose to maintain a separate unit of government to perform the tasks assigned. We further recommend its functions, duties and responsibilities be assigned to the Bureau of Radiological Health and the chief thereof in the Department of Public Health.

This recommendation will require amendment of Section 25730 of the Health and Safety Code particularly as well as other changes to reflect this reassignment of function. The effectiveness of the coordinator was limited in his former capacity as a Governor's staff member in that he had no direct authority over state agencies except as implied by that staff capacity. We believe that this office in its present location in the Health and Welfare Agency, responsible only to the agency administrator, will be so limited in its effectiveness as to be unnecessary as a separate and distinct function.

We point out that the following state departments *not within the Health and Welfare Agency* have defined responsibilities and interests in the field of radiological safety and uses of high energy sources: Department of Industrial Relations, Department of Water Resources, and the Department of Agriculture. It is not consistent with good organization to place responsibilities for co-ordination upon an office within an agency which must cross outside agency lines of authority to carry out its primary function of co-ordination.

Office of Atomic Energy Development and Radiation Protection—Continued

At present, the Department of Public Health has the major responsibility of licensing and inspection of the most commonly used sources of high energy radiation and through a mutually acceptable contract has delegated that portion of inspection responsibility related to industrial use of radiation sources to the Division of Industrial Safety. Likewise it has executed similar contracts with county governmental bodies. These contracts insure that no duplication of services occurs.

In view of these circumstances, we believe the necessity for a separate office to co-ordinate matters pertaining to atomic energy radiation protection and development no longer exists and that the remaining functions and duties of this office can now be assigned to a line department of state government.

We believe that the Bureau of Radiological Health in the Department of Public Health to be adequately staffed and financed to accept and perform all the functions, duties and responsibilities, except co-ordination, at present assigned under law to the coordinator. Voluntary co-ordination, under directive from the Governor, can still be achieved by the agencies directly concerned.

DEPARTMENT OF MENTAL HYGIENE

Budget page 407

FOR SUPPORT OF THE DEPARTMENT OF
MENTAL HYGIENE FROM THE GENERAL FUND

Amount requested	\$164,752,500
Estimated to be expended in 1963-64 fiscal year	159,083,207
Increase (3.6 percent)	\$5,669,293
Increase to maintain existing level of service	\$3,556,348
Increase to improve level of service	1,859,820
Increase for new service	253,125

TOTAL RECOMMENDED REDUCTION **\$816,696**

Summary of Recommended Reductions

	Amount	Budget Page Line	
<i>Existing programs</i>			
15 Psychiatric residents	\$135,000	Various	
1 Senior psychiatrist	14,340	454	68
1 Senior psychiatric social worker	7,080	435	76
<i>Proposed workload increases</i>			
1.5 Intermediate stenographer	8,008	419	54
13 Physician and surgeon II	165,048	Various	
4 Intermediate typist-clerks	16,968	Various	
1 Storekeeper	5,252	437	74
0.5 Janitor	2,146	427	40
<i>Proposed program augmentations</i>			
Tranquilizing drugs	94,244	412	42
11 Rehabilitation therapists	78,587	412	82
16 Intermediate typist-clerks	85,420	413	5
1.5 Intermediate typist-clerks	7,863	413	50
20 Maintenance men	159,571	414	7
1 Senior psychiatric social worker	9,125	416	57
1 Supervising psychiatric social worker	11,499	417	20
1 Intermediate typist-clerk	4,242	417	20
1 Senior facilities engineer	12,303	417	44
Total Recommended Reduction	\$816,696		

Department of Mental Hygiene—Continued

Our analysis of the Department of Mental Hygiene's 1964-65 budget request is presented under the following four major section headings:

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SUMMARY

The State Department of Mental Hygiene is responsible for the care and treatment of persons suffering from a wide range of mental and associated disorders. These include the various types of mental illness, mental retardation, alcoholism, epilepsy, narcotics addiction and sexual psychopathy. The department conducts an extensive research program into the causes, effects and treatment of mental illness and retardation. Additional duties include the regulation of private mental institutions and an active public program to foster mental health in the communities of the State.

There are 14 state hospitals within the department's jurisdiction; nine for treating mentally ill patients, four for treating mentally retarded patients, and one institution which treats sexual psychopaths and criminally insane requiring maximum security.

The department also operates two neuropsychiatric institutes, three mental retardation evaluation and referral units, three pilot day treatment centers and seven outpatient clinics. In addition, the State will be providing between 50 and 75 percent of the support costs for 22 locally administered community health programs by the end of the current fiscal year.

Support expenditures totaling \$165,599,440 are proposed for the Department of Mental Hygiene in 1964-65. This represents an increase of \$5,674,993 over 1963-64 estimated expenditures and represents a substantial increment to the program. Included in this request are 402 new positions, which, if approved, would increase the authorized number of agency positions to 22,189 for the 1964-65 fiscal year.

The following are observations, comments, and recommendations relative to specific areas of the department's program.

Food Waste

In the analysis last year, we presented a condensation of our January 4, 1963, report "Food Preparation and Distribution—Department of Mental Hygiene." The report outlined many of the procedural deficiencies in the state hospitals that were resulting in an unwarranted amount of food waste.

Subsequently, this report and its findings were discussed by the legislative subcommittees assigned to review the support budget of the Department of Mental Hygiene. During the course of these hearings, the department agreed that corrective measures were necessary and that it would submit a report to the Legislature no later than January 1,

Department of Mental Hygiene—Continued

1964. The agency was to answer, point by point, the questions raised by the Legislative Analyst's study and to indicate the specific actions that had been, or would be taken.

The departments' report has been received by this office. All the necessary procedures outlined in this report have not, as yet, been effected. However, we feel that the department has formulated a positive plan of action and is now moving in the proper direction. Implementation of the procedures outlined in the agency's report should result in more efficient and uniform food preparation and distribution methods at state hospitals. Therefore, as a statement of policy and intent, we find this report commendable.

Hospital Laundry Program

At the present time, all state hospitals administered by the Department of Mental Hygiene operate their own laundries. State employees comprise the basic laundry staff, with some necessary assistance provided by patient help.

Regarding patient labor, the department states in its latest laundry report that, in recent "... years, patients have been placed in hospital laundries on industrial therapy work assignments. Prior to the advent of the industrial therapy program, these individuals were referred to as working patients. There is little doubt that useful work, under certain conditions, is of value in the treatment of patients; but so long as the hospitals must rely upon patient help to meet production demands, there will be problems of patients working beyond the therapeutic limits of the industrial therapy assignment. This is a critical area which is becoming more acute each year, as the patients who have been assigned to industry have grown old in the system and are no longer productive. With increasing emphasis on short-term hospitalization and early home visits, there are decreasing numbers of patients who can be placed in the laundries on industrial assignment. . . . The Department of Mental Hygiene must make immediate plans for the systematic replacement of patients with adequate employee staff." To accomplish this, the department calculates that it will require an additional 321 laundry positions. Salary and wages alone for these new positions would exceed \$1.3 million annually.

The physical laundry plant at Camarillo State Hospital has deteriorated to the point where it is no longer capable of effectively meeting that hospital's laundry requirements. For this reason, the department intended to request funds providing for the construction of a new laundry. However, it was determined that it might be possible to have the Department of Corrections process Camarillo's laundry. As a result, a pilot project was initiated in April 1963 whereby the California Men's Colony began doing a portion of Camarillo's laundry. It has now been determined that the State can save money by having Camarillo's laundry done by Corrections.

There are other important benefits in addition to the substantial dollar saving involved. For example, inmate idleness has always been a problem in the Department of Corrections. It has been estimated that assumption of Camarillo's laundry by the Men's Colony will create a

Department of Mental Hygiene—Continued

minimum of 80 new inmate jobs. This is extremely desirable in view of the estimated idle figure (131) at the Men's Colony.

On page 441, line 69 of the 1964-65 Budget it is stated that the "... Camarillo State Hospital laundry is in extremely poor condition. Replacement was provided in the 1963-64 Budget to be located at either Camarillo State Hospital or Mens Colony. It is now proposed to enlarge the laundry at Mens Colony to process both its own laundry and that for Camarillo State Hospital."

Both the Departments of Corrections and Mental Hygiene are to be commended for their joint cooperation in this matter. Their efforts have shown that substantial benefits can be derived by both agencies through this new laundry program. Furthermore, it appears that similar arrangements between Corrections and Mental Hygiene are possible at other state institutions and with other programs.

We therefore recommend that the Department of Finance elicit the cooperation of Corrections and Mental Hygiene to determine those hospital programs which can be provided more efficiently by the Department of Corrections. We further recommend that the Department of Finance submit a written report on its finding to the Legislature no later than January 1, 1965.

Employee Feeding

Two years ago, in our 1962-63 analysis, we pointed out that the Department of Mental Hygiene was providing employees with meals at a price lower than actual cost. This practice is still in effect.

In November 1963, the Department of General Services issued a report titled "State Operated Employee Dining Rooms—Department of Mental Hygiene" which recommends that:

1. The State discontinue operating feeding facilities for hospital employees.
2. Each hospital, with departmental and state assistance, develop and install an employee feeding facility operated by others than the State.
3. A definite timetable for implementation of the above recommendations be developed and pursued.

The General Services' report states that, in 1963-64, the department will incur a direct loss in excess of \$243,000 through its employee feeding operation. If indirect costs were added, this loss would be substantially greater than \$243,000. By furnishing meals at a price lower than actual cost, the department is, in effect, providing a fringe benefit to a preferred class of employees at taxpayer expense.

We recommend that the Legislature direct the Department of Mental Hygiene to request the Board of Control to increase meal charges by July 1, 1964, so that such charges reflect the actual cost of providing meals to hospital employees.

We further recommend that the Department of Mental Hygiene be instructed to submit a report to the Legislature, no later than January 1, 1965, indicating what action has been taken to (1) change employee

Department of Mental Hygiene—Continued

meal charges and (2) comply with the General Services study relative to state-operated dining rooms.

Cohort Program

The cohort program was authorized by the 1957 Legislature as a special augmentation to the Governor's 1957-58 Budget. This statistical study follows groups of patients through time and enables one to compare directly the patterns of movement (admission, discharge, readmission, etc.) which one cohort exhibits with the patterns exhibited by other cohorts. Information developed through an appropriate cohort analysis can be utilized to measure the effectiveness of specific treatment programs and assist in making realistic determinations of actual program needs.

Last year, the Legislature directed the Department of Mental Hygiene to give the cohort study proper support. In past years, this support had not been forthcoming. For example, in January 1962, one of the most important positions authorized by the Legislature for full-time assignment to the cohort study was permanently reassigned elsewhere by the department without requesting legislative or Personnel Board approval. Inasmuch as the cohort study was authorized as a permanent, ongoing program, through a special legislative augmentation, we feel that the positions approved for this project should be identified in the budget.

Therefore, we recommend that the Legislature request the Department of Finance to clearly identify the cohort program in future budgets, including a complete listing of the specific positions authorized for the program.

It should be pointed out that some progress has been made with the cohort study during the past year. In the fall of 1963, the Department of Mental Hygiene established an advisory committee for the purpose of providing special consultation and advice to the cohort program. This committee includes staff representatives from the Departments of Mental Hygiene, Public Health, Finance and the Joint Legislative Budget Committee.

During 1963, the Department of Mental Hygiene released a series of 19 cohort reports summarizing some of the findings to date. While this data does not provide definitive answers, it does pinpoint areas of concern that should be thoroughly evaluated. Following are excerpts from only a few of the preliminary findings that have appeared in cohort reports during 1963:

1. "This strongly suggests that in 1949 and in 1958 (and presumably in the intervening years as well), the policy at Patton regarding the discharge of patients in less than three months was—in comparison with the practice at other hospitals—extremely conservative. As we shall see in CFP No. 16, this was true also of female first

Department of Mental Hygiene—Continued

admissions to Patton. If this policy, unique to Patton, is still in effect, its maintenance involves a support expenditure of about \$30,000 per year, and the administration at Patton accordingly may wish to review the desirability of continuing it."

2. "The most striking difference, however, appears in the likelihood of placement on indefinite leave. At the end of the ninth month from first admission, 34 percent of the 1949 Camarillo cohort was on indefinite leave as compared with only 24 percent of the all-hospitals cohort; and 29 percent of the Camarillo 1958 cohort was on leave as compared with only 18 percent of the all-hospitals cohort. It remains to be seen whether this difference is uniquely characteristic of Camarillo, or whether it is instead a reflection of differences in administrative practice between the northern and southern regional offices of the Bureau of Social Work."

3. "Under these circumstances, the degree to which the improvement in treatment has contributed to the over-all increase in release rates can be assessed only by appropriate stratification of the data and the determination of the various likelihoods of retention and release for homogeneous subcohorts over the range of years in question."

4. "This finding reinforces the observation made in the preceding report, namely, that the likelihood of release for male commitments for mental illness to Mendocino is for some reason much lower than the average for other hospitals."

It is quite possible that there are explanations for these statistical findings. However, it is apparent from the foregoing statements that even this preliminary cohort data raises significant program questions for which the department should attempt to provide answers.

It is hoped that an accelerated degree of progress will be attained during the coming year. Most of the obstacles that have delayed the cohort study in the past have been removed and it appears that, with proper departmental support, the Legislature will receive, on a continuing basis, the cohort data that it has requested in the past.

Clerical Positions

On page 420 of the 1963-64 budget analysis, we cited what appeared to be an undesirable practice relative to the department's recruitment of clerical positions. We pointed out that the agency has a clerical staffing standard that provides one clerical position for each three professional positions, i.e., physician, psychologist, social worker, etc., utilizing clerical pool services. It was also stated that, in past years, approval of large numbers of professional positions and the related clerical positions was inevitably followed by an attempt to fill all of the positions as soon as they were authorized. Inasmuch as clerical positions have always been relatively easy to recruit, the

General Summary

Mental Hygiene

Department of Mental Hygiene—Continued

net effect has been that the clerical positions were filled first, while many of the related professional positions remained vacant. In such situations, this resulted in hiring clerical positions to service the work requirements of professional positions which the agency was unable to recruit. Therefore, we recommended that clerical positions, whose authorization was justified solely on a ratio relationship to other primary professional positions, not be filled until the primary professional positions were filled.

This recommendation was adopted by the 1963 Legislature and the Department of Mental Hygiene was directed to follow it. Accordingly, the "List of Legislative Changes in the Budget Act of 1963 (Chapter 1050, Statutes of 1963)—Final Report" contained the following statement of policy (page 22):

"Legislature approves concept of filling vacant clerical positions whose authorization is justified solely on a ratio relationship to professional positions only when the related professional positions have been filled."

The following table conclusively establishes the fact that the Department of Mental Hygiene has seen fit to ignore this legislative directive regarding the recruitment of workload clerical positions.

Fairview and Porterville State Hospitals
Status of New Positions Authorized
for 1963-64 Fiscal Year as of
December 23, 1963

Position	Position number	Date first filled	Basis on which position authorization was granted
Assistant superintendent	-002	Vacant	Expansion of Fairview State Hospital.
Senior stenographer	-015	9/25/63 ¹	To provide stenographic services for the assistant superintendent.
Physician	-016	7/1/63	To provide professional services for patients who will occupy 676 new beds at Fairview State Hospital. The first patient will not be admitted until February 1964, and it will take until January 1965 to reach full occupancy. ²
Physician	-017	12/2/63	
Physician	-018	10/1/63	
Psychologist	-010	7/31/63	
Psychologist	-011	Vacant	
Social worker	-012	Vacant	
Social worker	-013	Vacant	
Intermediate typist	-014	7/1/63	
Intermediate typist	-020	7/1/63	
Intermediate typist	-032	7/1/63	
Physician	-026	7/13/63	
Psychologist	-011	Vacant	
Social worker	-013	Vacant	
Intermediate typist		7/1/63	

¹ This position was established as an Intermediate Stenographer and assigned to perform a function for which it was not authorized.

² Completion of these new beds was delayed by a painters' strike.

Department of Mental Hygiene—Continued

RECOMMENDED REDUCTIONS IN EXISTING PROGRAMS

Our review of the departments' ongoing program indicates that the following positions can be abolished without affecting operational efficiency:

Psychiatric Residents

We recommend the abolishment of 15 vacant psychiatric resident positions; a savings in salaries and wages of \$135,000.

The Department of Mental Hygiene is authorized 107 psychiatric resident positions for assignment to state hospitals. Of this number, 31 were unfilled as of January 1, 1963. In addition, another 12 positions will become vacant in July 1964 upon completion of the incumbents residencies.

This classification has always had a disproportionate number of vacancies. As an example, Stockton State Hospital is authorized 12 resident positions. Half were unfilled on January 1, 1963, with five being continuously vacant since 1960. In view of the department's historic inability to recruit residents, we see no reason for continuing to authorize large numbers of unused positions. Elsewhere in the department's 1964-65 budget proposal, surplus positions are being abolished (see budget page 435, line 52). Similar action should be taken with the surplus resident positions.

There is no workload formula for psychiatric residents. They are justified on an individual basis. The current number of authorized positions far exceeds the department's recruitment capabilities. Approval of our recommendation to abolish 15 resident positions will not, in any way, reduce the level of this training program during 1964-65.

Senior Psychiatrist

We recommend the abolishment of one vacant senior psychiatrist position at Patton State Hospital; a savings in salaries and wages of \$14,340.

The above position has been unfilled since July 1, 1960, or practically four years. Patton State Hospital is authorized eight senior psychiatrist positions, of which three are currently vacant. Departmentwide, over 30 percent of the senior psychiatrist positions are not filled at the approved level.

There appears little, if any, justification for authorizing a position that has been continuously vacant for almost four years. This is especially true of the aforementioned senior psychiatrist position, which is in a high vacancy classification.

Psychiatric Social Worker

We recommend the abolishment of one senior psychiatric social worker position at the Neuropsychiatric Institute; a savings in salaries and wages of \$7,080.

General Summary

Mental Hygiene

Department of Mental Hygiene—Continued

The Neuropsychiatric Institute at the University of California, Los Angeles, has been budgeted a surplus number of positions since it opened in 1960. Accordingly, 17 positions are scheduled to be abolished during 1964-65 and another 12 positions will be transferred to the Langley Porter Neuropsychiatric Institute.

Of the 29 positions scheduled for deletion or transfer, five are senior psychiatric social workers. It appears that, in addition to these five, there remains one more surplus social worker position, which should also be abolished.

In a recent memorandum to departmental headquarters, the Neuropsychiatric Institute made the following statement regarding psychiatric social workers:

“Surplus Positions

6—Senior Psychiatric Social Worker

Three surplus positions have been identified in the Inpatient Service, two in the Child-Adolescent Ward, and one in the Neurology-Neurosurgery Service. Three additional positions are felt to be not needed at present in the Psychiatric Out-patient Department Service.”

As far as we have been able to ascertain, there has been no change in the status of the above positions.

RECOMMENDATIONS ON PROPOSED WORKLOAD INCREASES

The Department of Mental Hygiene's 1964-65 budget request includes a proposed workload increase of \$1,743,734 as follows:

	Number of positions	Salary and wages	Budget		Purpose for which proposed	Legislative Analyst's recommendation	
			Page	Line		Approve	Delete
Storekeeper I -----	1	5,028	437	74	To provide Agnews State Hospital with an additional storekeeper --		X
Physician and surgeon II -----	21	\$266,616	Various		To provide various state hospitals with additional professional treatment positions in accordance with the authorized workload formula (based on resident population and annual admissions) -----		
Supervising psychiatric social worker I -----	3	23,400	Various				
Senior psychiatric social worker -----	25	177,000	Various				
Clinical psychologist I -----	1	8,604	Various				
Intermediate typist-clerk -----	15	63,630	Various			X ²	X ²
Telephone operator -----	1	4,044			To provide Patton State Hospital with the additional telephone operator necessitated by the installation of a new switchboard -----	X	
Senior psychiatric nurse -----	4	25,104	456	80	To staff the 200-bed addition to Cottage G at Stockton State Hospital		
Psychiatric nurse -----	16	95,616	456	81		X	
Psychiatric technician--trainee -----	4	17,808	456	82			
Food service assistant II -----	1	4,044	457	5			
Food service assistant I -----	8	29,328	457	6			
Groundsman -----	2	10,308	457	8	To correct a groundsman deficiency at Stockton State Hospital -----	X	
Assistant seamstress -----	1	3,666	463	27	To meet increasing workload at Porterville State Hospital -----	X	
Automotive equipment operator -----	1	5,556	463	29	To enable Porterville State Hospital to accomplish total transportation requirements -----	X	
Intermediate typist-clerk -----	1.5	\$6,363	419	51	To provide clerical assistance for the Short-Doyle regional chiefs --	X	
Intermediate typist-clerk -----	3	12,726	419	54	To provide each of the three mental retardation evaluation and referral units with additional clerical staff -----	X ¹	X ¹

	Number of positions	Salary and wages	Budget		Purpose for which proposed	Legislative Analyst's Recommendation	
			Page	Line		Approve	Delete
Chief of research, mental health -----	1	16,212	438	5	To provide research personnel at various hospitals. These positions are financed from the special research appropriation -----	X	
Research social scientist, mental health -----	2	21,936	Various				
Research psychologist, mental health -----	3	32,904	Various				
Chief research biochemist, mental hygiene -----	1	13,332	461	23			
Intermediate stenographer -----	4	19,546	Various				
TOTAL -----	237.5	\$1,460,957				\$1,265,528	\$195,429
Related expenses for these positions, i.e., operating expense, equipment, retirement, etc. -----		282,777				(217.5)	(20)
GRAND TOTAL -----	237.5	\$1,743,734					

¹ We recommend approval of 1.5 clerical positions (one-half the clerical position requested).

² We recommend deletion of 13 physician and surgeon II positions and 4 intermediate typist-clerks.

Department of Mental Hygiene—Continued

The remainder of this section presents our reasons for recommending that 20 of the proposed 237.5 workload positions be denied.

3 Intermediate stenographers (budget page 419, line 54) \$12,726

Related expenses ----- 3,290

3 Positions, plus related expenses ----- \$16,016

The department proposes to add one intermediate stenographer to each of the three mental retardation evaluation and referral units. These facilities are located in Sacramento, Los Angeles and San Diego.

We recommend that this request be reduced by one-half, thereby authorizing an additional 0.5 stenographer for each of the three mental retardation evaluation and referral units; a savings in salaries, wages, and related expenses of \$8,008.

In its justification, the department states that "... the outpatient clinics have one clerical position for every two professional ones. The ratio in the mental retardation evaluation and referral units should be increased to match that of the outpatient clinics." The statement that "... the outpatient clinics have one clerical position for every two professional ones" is erroneous. While three of the state-supported outpatient clinics do have such a ratio, two other clinics have a lower ratio of stenographers to professional positions. Furthermore, approval of our recommendation to allow an additional 0.5 clerical position for each mental retardation evaluation and referral unit would result in a 50-percent increase over the current stenographic level of service at each of these three facilities.

13 Physician and surgeons II ----- \$165,048

4 Intermediate typist-clerks ----- 16,968

17 Positions ----- \$182,016

The department indicates that these 13 additional medical positions are being requested on a workload basis. The 4 clerical positions are related to the proposed 13 physicians, as the agency staffing standard provides one clerical position for each three professional positions utilizing the services of a medical records clerical pool.

We recommend that this request for 13 physician and surgeon II and 4 intermediate typist-clerk positions be denied; a savings in salaries and wages of \$182,016.

The Legislature has established the following staffing formula to provide state hospitals for the mentally ill with a basic complement of medical positions:

1 position per 100 adjusted annual admissions *

1 position per 200 year-end resident population *

* Actual budgetary authorization to be calculated at 92.5 percent of above.

Annual computation of this formula determines the maximum number of workload medical positions that the department may request. It

Department of Mental Hygiene—Continued

should be pointed out that, in its calculations for the 1964-65 fiscal year, the Department of Mental Hygiene has not adhered to the established formula. Proper computation of the formula would reduce this request to 7 medical positions, or 6 less than the 13 being proposed. The reason for this lies in the fact that the agency has based its calculations on the beginning year resident population rather than the yearend resident population, as called for by the approved staffing formula. Since the department estimates a resident population decrease of 1,350 mentally ill patients during 1964-65, the use of the yearend population as a base figure would have resulted in six less positions. In view of the fact that the mentally ill population is declining, there is some justification in using the beginning year population as a base figure. However, it should be pointed out that this approach results in an increase in the authorized level of service and, therefore, should have been submitted to the Legislature for consideration.

It is the department's contention that these 13 medical positions are necessary if the hospitals for the mentally ill are to provide the level of medical care that is authorized by the Legislature. If this were true, we would recommend that these positions be approved. However, denial of this proposal will, in no way, lower the department's actual level of medical care. Vacant positions are incapable of rendering treatment. Inasmuch as the department has a large number of vacant medical positions, the approval of additional positions that will remain vacant can serve no useful purpose. The following table illustrates this point:

Hospitals for the Mentally Ill
Workload Medical Positions¹
December 1, 1962–December 1, 1963

	<i>Number authorized</i>	<i>Vacant</i>	<i>Number filled</i>
December 1962 -----	343	42	301
December 1963 -----	345	41	304
Requested for 1964-65 -----	358	--	--

¹ As reported in the Monthly Report of Vacancies—Department of Mental Hygiene.

The above table shows that, during the past year, the Department of Mental Hygiene has been unable to effect a significant reduction in the large number of medical vacancies. We cannot agree with the department's request for medical positions far in excess of its actual ability to recruit such positions. It is interesting to note that, as part of its justification for 22 additional rehabilitation therapist positions, the department makes the following statement:

"Rehabilitation therapists are available, and vacancies at the present time are very low. It is anticipated that exceptionally well-qualified people can be recruited to fill these additional positions."

Department of Mental Hygiene—Continued

However, the agency has made no statement regarding the availability of medical positions and their current vacancy rate in the request for 13 additional physicians. The inclusion of such a statement would have made it impossible to justify this proposal satisfactorily.

1 Storekeeper (budget page 437, line 74)-----	\$5,028
- Related expenses -----	224

1 Position, plus related expenses-----	\$5,252
--	---------

This position is requested for Agnews State Hospital and would provide that institution with a total of four storekeepers. The department states that this additional position is necessary for the following reasons:

1. Agnews is divided into an east and west area, which presents many problems.
2. Agnews must process a large volume of goods.
3. The warehouse at Agnews is without pest control, and storekeepers must constantly move grain products so as to prevent damage from rodents.

We recommend that this request for one storekeeper I be denied; a saving in salaries, wages and related expenses of \$5,252.

The justification submitted by the department fails to show a real need for this position because:

1. Stockton State Hospital, an institution of comparable size, also operates on two sites. However, the distance factor between hospitals is not only greater at Stockton but presents more of a problem because the travel must be negotiated through city streets and traffic. Despite this, Stockton is able to operate with the same number of storekeepers as does Agnews.
2. Hospitals of similar size, with the same staffing as Agnews, are able to process a comparable volume of goods.
3. No mention is made of what is done to counteract the pest problem at other hospitals. It would seem that there are better alternatives than merely moving certain goods periodically. The department has failed to show that the necessary pest control is more expensive than the permanent financing of a storekeeper position.

In view of the fact that other hospitals, with comparable requirements, are able to carry out their storekeeping function with a like number of positions, it appears that the real problem at Agnews is an administrative one. We feel that a close examination of the storekeeping needs of Agnews will reveal that efficiency can be improved administratively. Since storekeeping is a procedural function, we would sug-

General Summary

Mental Hygiene

Department of Mental Hygiene—Continued

gest that the agency have its management analysis section determine what steps can be taken to increase the storekeeping efficiency at Agnews State Hospital. It should be pointed out that the storekeeping workload at Agnews is, most likely, diminishing as a result of the continuing reduction in patient population.

0.5 Janitor (budget page 417, line 73)-----	\$2,022
- Related expenses -----	124

0.5 Position, plus related expenses-----	\$2,146
--	---------

The Los Angeles Day Treatment Center is currently authorized one full time janitor. The department is requesting that an additional one-half time position be allowed due to the amount and type of space requiring service.

We recommend that this request be denied; a savings in salaries, wages, and related expenses of \$2,146.

Last year the department requested six janitors for assignment to various institutions. We recommended that the Legislature approve them. Subsequently, these positions were authorized. The agency's justification for the six janitors last year was that "... the positions are computed upon a factor of 15,000 square feet per individual for janitorial positions in accordance with existing standards now utilized by this department." It should be pointed out that the Los Angeles Day Treatment Center has a total of only 10,131 square feet. Since computation of the agency's janitorial staffing formula does not call for any additional janitor positions at the Los Angeles Day Treatment Center, this request should be disallowed. We would further point out that our recent inspection of this facility did not show any unusual circumstances which would justify this proposal.

RECOMMENDATIONS ON PROPOSED PROGRAM AUGMENTATIONS

The Department of Mental Hygiene's 1964-65 budget request includes program augmentations totaling \$1,993,557 as follows:

Department of Mental Hygiene
Proposed Program Augmentations
1964-65 Fiscal Year

	Number of positions	Estimated cost ¹	Budget		Purpose for which proposed	Legislative Analyst's Recommendation	
			Page	Line		Approve	Delete
Hospital services							
Increase in tranquilizing drugs----		188,489	412	42	To increase from 35 to 45 percent the number of mentally ill patients receiving tranquilizing drugs -----	X ²	X ³
Increase in medical treatment consultants -----		25,000	412	60	To furnish consultation services in medical and surgical specialties over and above services provided by hospital staff -----	X	
Hospital rehabilitation therapists..	22	157,175	412	82	To increase the number of rehabilitation therapists from 40 to 50 percent of the department's goal standard, which is one therapist per 100 patients -----	X ³	X ³
Schoolteachers -----	5.5	40,729	413	54	To provide 2 school teaching positions at DeWitt and 2 at Agnews State Hospital. Also provides the necessary funds for Agnews State Hospital to contract the services of an equivalent 1.5 teaching positions -----	X	
Intermediate typist-clerks -----	16	85,420	413	5	To provide personnel in the medical records clerical pool at various state hospitals -----		X
Safety officers -----	3}	34,266	413	50	To provide a full time Hospital Safety Coordinator at Camarillo, Pacific and Sonoma State Hospitals -----	X ⁴	X ⁴
Intermediate typist-clerks -----	3}						
Chaplains -----	2	16,171	413	88	To provide an additional Protestant chaplain at Camarillo and Napa State Hospitals -----	X	

	<i>Number of positions</i>	<i>Estimated cost¹</i>	<i>Budget</i>		<i>Purpose for which proposed</i>	<i>Legislative Analyst's Recommendation</i>	
			<i>Page</i>	<i>Line</i>		<i>Approve</i>	<i>Delete</i>
Training							
Increase training appropriation --	73	412,201	414	62	To provide the following training services: 1. Scholarships (\$81,000) and internships (23 at \$80,338) in social work, clinical psychology and rehabilitation therapy 2. Training consultant funds (\$24,000) 3. Specialized training funds (\$10,000) 4. Training travel funds (\$4,000) 5. Student training program (47 at \$193,993) 6. Training supervisors (3 at \$18,870) -----		X
Research							
Increase research appropriation --		214,000	415	64	To maintain the level of service existing in 1961-62. The research appropriation has not been increased since 1961-62. Since then, several salary increases have been granted ---		X
Community based services							
Increase in family care home rate		410,610	416	16	To increase the monthly family care rate from \$115 to \$130. This maximum monthly rate of \$130 has previously been approved by the Legislature -----		X
Increase in incidental expenses for family care cases -----		48,300	416	14	To increase the current incidental allowance from \$7.50 to \$10 per month for indigent patients -----		X
Drug therapy—day treatment center -----		2,000	416	64	To provide more drugs for the San Diego Day Treatment Center due to an estimated case-load increase -----		X

	Number of positions	Estimated cost ¹	Budget		Purpose for which proposed	Legislative Analyst's Recommendation	
			Page	Line		Approve	Delete
Administration							
Program consultants -----	3 }	37,781	416	75	To meet anticipated program needs that will be generated by the expansion of Short-Doyle programs and services -----	X	
Intermediate typist-clerks -----	1.5 }						
Assistant to deputy director -----	1 }	20,073	416	30	To assist the deputy director, hospital medical services; thereby giving him more time for program development -----	X	
Senior stenographer -----	1 }						
Senior psychiatric social worker ---	1	9,125	416	57	To assist the coordinator of mental retardation and children's services -----		X
Assistant departmental food ad- ministrator -----	1 }	13,422	417	5	To assist and coordinate the development of hospital food programs -----	X	
Intermediate typist -----	0.5 }						
Supervising psychiatric social worker -----	1 }	15,741	417	20	To assist the deputy director, hospital medical services, in the development of hospital social service programs -----		X
Intermediate typist-clerk -----	1 }						
Senior facilities engineer -----	1	12,303	417	44	To aid in the upgrading of hospital maintenance programs -----		X
GRAND TOTAL -----	164.5	\$1,993,557				\$1,530,703 112 (positions)	\$462,854 52.5 (positions)
Dentists II -----	4 }	91,180	414	18	To provide an additional dentist and dental assistant at Agnews, Camarillo, Metropolitan and Napa State Hospitals -----	X	
Dentist assistants -----	4 }						
Hospital maintenance mechanics ---	20	159,571	414	7	To provide additional positions for hospital maintenance programs -----		X

¹ Includes any related expenses, i.e., operating expenses, equipment, retirement, etc.

² We recommend approval of \$94,245 and deletion of \$94,244 (one-half of the amount requested)

³ We recommend approval of \$78,588 and deletion of \$78,587 (one-half the amount and positions requested)

⁴ We recommend approval of the 3 safety officers and 1.5 clerical positions (one-half the clerical positions requested)

Recommendations on Proposed Program Augmentations—Continued

The remainder of this section presents our reasons for recommending reductions of \$462,854, including 52.5 positions, in the agency's augmentation proposal.

Increase in special tranquilizing drugs (budget page 412, line 42) ----- \$188,489

The Department of Mental Hygiene is currently authorized funds to provide 35 percent of the resident hospital population with special tranquilizing drugs. Approval of this request would permit the department to furnish an additional 10 percent of its resident, mentally ill patients with these medications.

We recommend that this request be reduced by one-half, or \$94,244. The remaining \$94,245 would permit the department to increase from 35 to 40 percent the number of hospitalized, mentally ill patients receiving tranquilizing drugs.

The department received authorization for 5 percent drug increases at each of the past two legislative sessions. In its justification last year, the agency stated that, although a 10 percent increase was indicated, "... only one-half of the augmentation is requested, which will increase the allotment from 30 to 35 percent of the hospital population. . . . The additional 5 percent drugs requested will improve the situation, moving toward a realistic therapeutic goal in an orderly fashion."

Our recommendation to approve another 5 percent increase for 1964-65 will allow the agency to continue moving in the above stated "orderly fashion." We have received no new research results that would warrant a 10 percent drug increase at this time.

In its attempt to justify this 10 percent increase, the department submits that "... there are indications that the optimum usage of drugs is considerably more than is now being requested. Although final statistical data are not available, as yet, the impressions of the personnel dealing with patients strongly indicate that considerably more benefit accrues by providing the patients with proper amounts of tranquilizers." While we are willing to recommend a 5 percent drug increase, it is our opinion that anything greater must be justified on the basis of accurate statistical data, rather than mere "impressions of the personnel." Some of the fallacies in justifying drug increases on the latter basis are succinctly stated in recently published research reports coauthored by the Director of Research, Department of Mental Hygiene.

"These figures also cast some light on one of the current important controversies in psychiatry. Many physicians in large mental hospitals are convinced of the benefits obtained from the use of phenothiazine drugs, whereas those physicians who are able to provide their patients intensive social and psychotherapy, particularly in hospitals where patients receive a great deal of personal attention, often find that these drugs are of limited value. It is clear that the

Recommendations on Proposed Program Augmentations—Continued

effects of the drugs cannot be considered apart from the circumstances under which they are given.”¹

“The advent of the phenothiazines as a treatment for chronic schizophrenics has been enthusiastically hailed as a great advance, but the history of medicine teaches that the enthusiasm with which a new treatment is greeted is not necessarily a measure of its efficacy, and this is as true of psychiatry as of other branches of medicine. In general, the results obtained with the phenothiazines have not bettered the results of those pioneers who introduced ‘moral treatment’ over a century ago. The present-day equivalent of ‘moral treatment’ has also achieved good results, and its supporters are not overenthusiastic about the value of the phenothiazines. This review has attempted to bring some sort of order in the conflicting reports and an examination of the work done to combine these two forms of treatment has shown that their role is not yet established. Many more investigations will have to be made to establish the value, indications and interrelationship of the various treatments available for the mental hospital chronic patient.”²

Tranquilizing drugs definitely play an important role in the department’s treatment program. However, as we previously indicated, further increases must be justified by more than general “impressions.” The fact of the matter is that, at the present time, there is no universal panacea for mental illness. Past experience has shown that innumerable treatment methods have failed to stand the test of time. For example, not many years ago large numbers of state hospital patients were being given ECT (Electro-Convulsive Therapy). At that time, it was felt by many prominent people in the field of psychiatry that ECT would play a major role in future treatment programs. In actual practice, the use of ECT has steadily diminished to the point where it is now only used in special situations.

Our recommendation to approve \$94,245 will raise from 35 to 40 percent the number of resident mentally ill patients receiving tranquilizers. This increase would be consistent with those approved by the Legislature for the past two years.

1 Assistant supervisor of rehabilitation services (budget page 413, line 43)-----	\$6,703
21 Rehabilitation therapists (budget page 413, line 45)---	121,772
- Related expenses (budget page 413, lines 46-47)-----	21,700
22 Positions, plus related expenses-----	157,175

These positions would provide various state hospitals with additional rehabilitation therapy personnel.

¹ M. Hamilton, A. Hordern, F. N. Waldrop and J. Loeft, *A Controlled Trial on the Value of Prochlorperazine, Trifluoperazine and Intensive Group Treatment*, The British Journal of Psychiatry, July 1963, pp. 514-515.

² A. Hordern and M. Hamilton, *Drugs and “Moral Treatment,”* The British Journal of Psychiatry, July 1963, p. 507.

Recommendations on Proposed Program Augmentations—Continued

We recommend that the proposal be reduced by one-half; a savings in salaries, wages, and related expenses of \$78,587.

The department indicates that, because of a shortage of therapists, it is impossible to provide rehabilitation services on all the wards in the state hospital system. The agency's justification then goes on to state that "... additional therapists are of specific importance in the work with geriatric patients. With the growing population of elderly patients in state hospitals, they would assist in preventing regression and deterioration, and in motivating many for possible return to their home." As of June 30, 1963, geriatrics comprised over 30 percent of the resident population at the hospitals for the mentally ill. However, it is the opinion of many professional people within the department that numerous geriatric patients are inappropriate subjects for rehabilitation services. For example, we cite the following statements which were authored by Department of Mental Hygiene personnel:

"One reads a great deal about enthusiastic plans for 'senior citizen' programs and the prevention of deterioration by recreational and socialization facilities, all of which may be valuable with another group of elderly persons, but the patients in the over 65 age group admitted here are almost overwhelmingly in need of total supervisory care, with the attention of the psychiatric ward personnel directed towards dressing, bathing and feeding patients who are too feeble physically or too disorganized mentally to help themselves adequately. For example, out of the total group of 86 reviewed in this study, only one was well enough to attend an off-ward occupational therapy clinic."¹

"On the basis of the study herein reported, serious question might be raised concerning the feasibility of attempting to reduce the number of chronic patients in California state hospitals by program emphasis focused primarily on patients 65 years of age and older."²

Serious questions can be raised concerning the effectiveness of rehabilitation services for the geriatric patient. There are undoubtedly other groups of patients who also do not respond to this treatment. Therefore, we see no cause for undue concern merely because the Department of Mental Hygiene is unable to provide rehabilitation services for all its patients. We would suggest that the department undertake a study to ascertain the specific numbers and kinds of patients who exhibit a need for, and a responsiveness to, these services. It appears that a more effective use of existing rehabilitation personnel, than is now being achieved, would result from such a survey. In the meantime, our recommendation to approve one-half of this request would effect an increased level of rehabilitation services during 1964-65.

¹Booth, Robert S. and Swain, Jean M.—*The Role of the State Hospital in the Treatment of the Aged: Comments and Reports of a Pilot Study*, Prepublication Copy No. 69, May 24, 1962, p. 9.

²Scott, Theodore, *Origins of Geriatric Problems in California State Mental Hospitals*, California Health Research Digest, Vol. 1, No. 3, 1963, p. 23.

Recommendations on Proposed Program Augmentations—Continued

16 Intermediate typist-clerks (budget page 413, lines 33-41) -----	\$71,020
Related expenses (budget page 413, lines 43-44) -----	14,400
16 Positions, plus related expenses -----	\$85,420

These positions are requested for assignment to medical records clerical pools at various state hospitals. The department indicates that, based on the approved standard of one clerical position for each three professional positions utilizing clerical pool services, 16 additional typist-clerks are required.

We recommend that this request be denied; a savings in salaries, wages and related expenses of \$84,446.

In our analysis this year (page 380) and last year (page 420), we pointed out that the state hospitals have large numbers of vacant professional positions which, if filled, would utilize the clerical services of a central stenographic pool. These vacant professional positions more than offset this request for 16 additional typist-clerks. However, in its justification, the department says that "... the present deficiency should not be treated as an offset against vacant positions in professional categories." It is our opinion it should. There are also other fundamental reasons for denying this request.

The agency contends that there is a staffing "deficit" in the medical records clerical pools. In answer to this, we would point out that virtually all state hospitals have reassigned some of their medical records personnel to perform other nonrelated duties. The result is that this so-called "deficit" has, in fact, been created by an administrative decision. The department should be required to justify this unauthorized use of existing clerical personnel before additional positions are requested.

The agency states that "no more adequate measure has to date been determined than the recognized ratio of 1:3" for authorizing clerical pool positions. This ratio was established ten years ago. Since that time, there have been innumerable changes in the processing of medical records and a complete reevaluation of both the clerical and record needs is long overdue.

The department's management analysis section should be instructed to conduct a thorough study in this area. This unit has already accomplished a great deal in its continuing program to improve and standardize hospital paperwork procedures. For example, 14 psychiatric technician positions (one at each hospital) were abolished in the 1962-63 budget "... as a result of savings in nursing staff time realized through use of mechanical imprinting equipment for recording of patient information on hospital records."

A clerical workload study of medical records must encompass far more than the mere measurement of current work requirements. An initial determination must be made as to what types of records are really essential. It would appear probable that some of the records currently being kept can be eliminated. Hospitals for the mentally ill and the mentally retarded undoubtedly have different workload characteristics. Considering all the variables involved, it is impossible to predict

Recommendations on Proposed Program Augmentations—Continued

whether such a study will call for an increase or reduction in clerical positions.

We recommend that the department's management analysis section be assigned immediate responsibility to conduct a comprehensive workload study of the total record and clerical needs in the administration of efficient hospital medical records for both the mentally ill and retarded. We further recommend that, until this study has been completed, no additional clerical staff be approved for this function.

3 Safety officers (budget page 413, line 73)-----	\$14,853
3 Intermediate typist-clerks (budget page 413, line 74)---	13,263
- Related expenses (budget page 413, lines 76-77)-----	6,150
<hr/>	
6 Positions, plus related expenses-----	\$34,266

The department proposes to establish a full-time hospital safety coordinator at Pacific, Sonoma and Camarillo State Hospitals. The agency's ultimate goal is to have one such position at all institutions. A typist-clerk is also requested to assist each safety officer.

We recommend the approval of 3 safety officers and 1.5 intermediate typist-clerk positions. We recommend deletion of 1.5 intermediate typist-clerk positions; a savings in salaries, wages and related expenses of \$7,863.

We are satisfied that there is adequate justification for establishing safety officers at Pacific, Sonoma and Camarillo State Hospitals. However, we question the need to authorize a full-time typist-clerk for each of these positions. The clerical workload generated during the initial stages of these programs can be performed by a half-time typist position. If, in future years, additional clerical assistance is required, the department will have the necessary workload figures to justify such a request. Such data is not available at this time and can only be accumulated by actual operating experience.

20 Maintenance positions (budget page 414, line 36)-----	\$129,571
- Operating expense (budget page 414, line 37)-----	30,000
<hr/>	
20 Positions, plus operating expense-----	\$159,571

These 20 maintenance positions are requested for assignment to various state hospitals. The specific numbers and kinds of positions are as follows:

1 Mason	1 Steamfitter
4 Plumbers	5 Electricians
4 Carpenters	5 Building maintenance men

We recommend that this proposal be denied; a savings in salaries, wages, and related expenses of \$159,571.

The department cites its hospital maintenance staffing survey as the justification for this request. However, a thorough examination of the study shows that it does not support this proposal. The hospital maintenance staffing survey gives absolutely no indication as to the kinds and magnitude of existing maintenance deficiencies. The survey

Recommendations on Proposed Program Augmentations—Continued

merely consists of a brief introductory statement, immediately followed by a staffing formula, and then concludes with staffing recommendations derived from a computation of the aforementioned staffing formula. There is no detail describing the manner in which this formula was arrived at. The reader of the report is expected to accept this staffing formula without any knowledge of the method used to derive it.

It should also be pointed out that, even if the study had been presented properly, it would now be outdated and, therefore, unacceptable. The hospital maintenance survey was initiated in 1956 and published as a final document in August, 1961, with the statement that the staffing formula was "... subject to review should the patient capacity change due to building or program alteration." We submit that this formula is now subject to such a review.

For example, the state hospitals for the mentally ill had a resident population of 35,381 when the maintenance report was published in 1961. During the course of the study, there were only slight changes in patient population. However, year end resident population for June 30, 1965, is estimated at 31,300. This represents a decrease of over 4,000 patients since the survey was completed. Furthermore, this downward trend is expected to continue for at least the next 10 years.

What is presented in the hospital maintenance staffing survey is no longer applicable. We note that, of the 20 maintenance positions in this request, four would be assigned to Patton State Hospital. That institution is now in the process of phasing out 18 ward buildings having a rated capacity of 1,419 patients.

It must be recognized that the maintenance survey was undertaken at a time when all hospital population estimates projected a continuing increase. However, since the maintenance study was completed, this trend has been completely reversed. Thus, any proposal for increased maintenance personnel should take this factor into consideration. The Legislature should be presented with as complete a blueprint as possible, including the information as to the buildings which are to be phased out, estimated population decreases, etc.

Therefore, we recommend that the Department of Mental Hygiene completely reevaluate the hospital maintenance survey, giving proper recognition to the recent reversal in the resident patient population trend. Additional maintenance staff cannot be justified until this is accomplished.

1 Senior psychiatric social worker (budget page 416, line 82)	\$7,375
- Related expenses (budget page 416, lines 84-85)	1,750
1 Position, plus related expenses	\$9,125

This position would be established as an assistant to the coordinator of mental retardation and children's services.

We recommend that this proposal be denied; a savings in salaries, wages, and related expenses of \$9,125.

Recommendations on Proposed Program Augmentations—Continued

In requesting this position, the department has not provided any specific data indicating the precise needs that are not currently being fulfilled. The agency only indicates that, in general terms, this assistant "... would be used to meet increasing workload in coordination of programs for the mentally retarded and programs for children and adolescents. With greater federal government participation in programs for the mentally retarded" We would point out that the coordinator position was authorized only two years ago. If there have been large workload increases since that time, they would be primarily attributable to the increased concern for the mentally retarded and the recently enacted federal legislation affecting this group. This problem was recognized by the 1963 Legislature, which appropriated \$25,000 to establish a study commission on mental retardation. The appropriation is being continued for the 1964-65 fiscal year.

The commission will submit an interim report by October 1, 1964, and a final report to the Governor and to the Legislature by January 15, 1965. According to the enabling legislation, the commission's final report will make recommendations on the following:

(1) Planning and implementation of policies, procedures, programs, services and activities pertaining to identification, care, treatment, education and general rehabilitation of mentally retarded persons and research in the field of mental retardation.

(2) Full utilization of the services and facilities available to the State from the federal government for the benefit of mentally retarded persons.

(3) Statutory revisions necessary to carry out the recommendations of the commission.

From the foregoing, it is evident that the 1965 Legislature will be making major policy decisions regarding the future course of the State's total program approach to mental retardation. It is likely that the basic responsibilities of the Department of Mental Hygiene in this area will be altered. In view of the many recommended changes that will be proposed, we feel that the department should postpone any requests for additional administrative personnel who would be mainly concerned with programs for the mentally retarded.

1 Supervising psychiatric social worker II (budget page 417, line 39)	\$8,985
1 Intermediate typist-clerk (budget page 417, line 41) ..	4,406
Related expenses (budget page 417, lines 43-44)	2,350
<hr/>	
2 Positions, plus related expenses	\$15,741

The position of supervising psychiatric social worker would function as a hospital social services consultant and provide staff services to the deputy director, hospital medical services and the chief of social service, and the typist-clerk would provide clerical support.

We recommend that this request be denied; a savings in salaries, wages, and related expenses of \$15,741.

Recommendations on Proposed Program Augmentations—Continued

The department's justification fails to establish a real need for this supervising psychiatric social worker. For example, the agency states that this position "... will provide staff assistance to the deputy director, hospital medical services and the chief of social service, and consultation to the individual hospital programs." Elsewhere in our analysis (p. 394), we have recommended approval of an assistant to the deputy director, medical services. Part of the justification for this position is that it will provide the "... staff work required in the operation of the clinical sections of the central office (nursing, rehabilitation, psychology, social work, etc.) with hospital operations and community services." As for the chief of social service, we would point out that he currently receives staff assistance from the assistant chief of social service. The job description for this assistant chief makes him responsible to "... assist the chief in developing, directing, coordinating, and integrating the psychiatric social work program of the department" The creation of a hospital social services consultant would merely result in the duplication of duties assigned to other positions.

It is our understanding that the Department of Mental Hygiene is in the process of reorganizing the headquarters office. Since this has not yet been accomplished, we would deem it inadvisable to add a position of this nature until the new organizational plan has been effected and subjected to an operational evaluation.

1 Senior facilities engineer (budget page 417, line 13)---	\$10,853
Related expenses (budget page 417, lines 14-15)-----	1,100
<hr/>	
1 Position, plus related expenses-----	\$12,303

A senior facilities engineer is proposed for the department's Facilities Planning Division. The agency states that the "... major need for this position is to aid and give technical assistance to the hospitals to enable the upgrading of hospital maintenance programs"

We recommend that this request be denied; a savings in salaries, wages, and related expenses of \$12,303.

The function for which the department proposes this position is currently performed by one of the three engineering/architectural positions assigned to the Sacramento central office. The justification submitted for this new position is merely a series of general statements. There is no indication of what, precisely, are the current deficiencies in this area. If there are such deficiencies, it is likely that they are administrative in nature and subject to solution without additional personnel. For example, each state hospital is authorized a chief of plant operation. This is a high level position perfectly capable of carrying out local maintenance programs with a minimum of supervision. Sufficient consultation and assistance can be provided by the existing position authorized for this purpose in central office.

Furthermore, we would point out that of the three engineering/architectural positions assigned to central office, one was vacant from September 1961 to July 1963. Since the time this position was refilled, the Facilities Planning Division has been undergoing an administrative

Item 151

Mental Hygiene

Recommendations on Proposed Program Augmentations—Continued

evaluation designed to determine its future organizational structure and responsibilities. It will be many months before this situation is resolved. It would seem ill advised to increase the size of this section until its structure, assigned duties, and workload capabilities are determined.

By way of comparison, the following table shows the number of engineering/architectural positions currently authorized to the Departments of Mental Hygiene, Youth Authority and Corrections:

Engineering/Architectural Positions			
	<i>Mental Hygiene</i>	<i>Youth Authority</i>	<i>Corrections</i>
Currently authorized	3	2	1
Proposed new	1	0	0

The above three agencies are all involved with institutional administration. Their engineering/architectural positions are primarily responsible for the maintenance of existing institutions and the construction planning of new facilities. In the future, the total workload generated by such maintenance and construction planning will be no greater for Mental Hygiene than for either Corrections or Youth Authority. The department is currently authorized the same number of engineering/architectural positions as are Corrections and Youth Authority combined.

The Department of Mental Hygiene's long range plan projects a decrease in hospital resident population, which will mean a diminishing need for engineering/architectural services. In view of an anticipated workload decrease and the absence of conclusive justification, we find it inadvisable to authorize an additional engineer.

Department of Mental Hygiene

ADDITIONAL SUPPORT FOR THE DEPARTMENT OF MENTAL HYGIENE

ITEM 151 of the Budget Bill

Budget page 412

FOR ADDITIONAL SUPPORT FOR THE DEPARTMENT OF MENTAL HYGIENE FROM THE GENERAL FUND

Amount requested	\$1,582,947
Increase to improve level of service	\$1,329,822
Increase for new service	253,125
TOTAL RECOMMENDED REDUCTION	\$461,354

Summary of Recommended Reductions

	<i>Amount</i>	<i>Budget Page Line</i>
Hospital services	\$424,185	various
Administration	37,169	various
Total	\$461,354	

The reasons for recommending these reductions are presented in the section titled "Recommendations on Proposed Program Augmentations," pages 391 to 403 of this analysis.

**Department of Mental Hygiene
FAMILY CARE BOARD RATE INCREASE**

ITEM 152 of the Budget Bill

Budget page 416

**FOR SUPPORT OF FAMILY CARE BOARD RATE INCREASE
FROM THE GENERAL FUND**

Amount requested ----- \$410,610

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

The department currently pays a maximum monthly board rate of \$115 for patients placed in family care homes. This appropriation would provide the necessary funds to raise this monthly rate to \$130. The agency indicates that this increase will accomplish the following:

1. Recruit additional family care homes in the face of competition from higher paying programs.
2. Initiate and/or extend the family care program in areas where it has been difficult to establish.
3. Retain in the program, in the face of increasing competition, these family care homes of demonstrated value.
4. Require additional services to the patient from current homes.

We recommend approval of this item as budgeted.

**Department of Mental Hygiene
DEPARTMENTAL ADMINISTRATION**

ITEM 153 of the Budget Bill

Budget page 418

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

Amount requested ----- \$8,041,155

Estimated to be expended in 1963-64 fiscal year ----- 7,188,440

Increase (11.9 percent) ----- \$852,715

Increase to maintain existing level of service ---- \$607,435

Increase to improve level of service ----- 245,280

TOTAL RECOMMENDED REDUCTION----- \$8,008**Summary of Recommended Reductions**

	<i>Amount</i>	<i>Budget</i>	<i>Page</i>	<i>Line</i>
1.5 Intermediate typist-clerk -----	\$8,008	413	50	

The reasons for recommending that these positions be denied are presented on page 388 of this analysis. Further program considerations, including recommendations and analyses regarding positions, operating expense and equipment, to the extent applicable to Departmental Administration, are contained in the following sections of our analysis:

<i>Section</i>	<i>Analysis</i>
	<i>Page</i>
Summary -----	376
Recommendations on proposed workload increases -----	383
Recommendations on proposed program augmentations -----	391

Departmental Administration—Continued

ANALYSIS

Departmental Administration, located in Sacramento, provides central direction and coordination for all agency activities, including the hospital, state outpatient clinic, day treatment, and Short-Doyle programs. The major departmental units budgeted under this item are:

Personnel
Accounting
Biostatistics
Social service

Patients' accounts
Community services
Private institution inspection
Guardianship

Department of Mental Hygiene

TRANSPORTATION OF PATIENTS AND OTHER PERSONS COMMITTED
TO STATE HOSPITALS

ITEM 154 of the Budget Bill

Budget page 422

FOR SUPPORT OF TRANSPORTATION OF PATIENTS AND
OTHER PERSONS COMMITTED TO STATE HOSPITALS
FROM THE GENERAL FUND

Amount requested	\$102,490
Estimated to be expended in 1963-64 fiscal year	98,790
Increase (3.7 percent)	\$3,700

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

ANALYSIS

This request provides funds to pay the transportation costs, sheriffs' fees and other traveling expenses incurred in transporting patients from their counties of commitment to state hospitals.

Transportation costs of \$142,437 are estimated for 1964-65. The difference between this amount and the requested appropriation is anticipated to be recovered from patients or responsible relatives.

We recommend approval of this item as budgeted.

Department of Mental Hygiene

OUT-OF-STATE DEPORTATIONS AND INSTITUTION TRANSFERS

ITEM 155 of the Budget Bill

Budget page 422

FOR SUPPORT OF OUT-OF-STATE DEPORTATIONS
AND INSTITUTION TRANSFERS
FROM THE GENERAL FUND

Amount requested	\$126,632
Estimated to be expended in 1963-64 fiscal year	126,632

TOTAL RECOMMENDED REDUCTION	None
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ANALYSIS

Funds are provided by this appropriation for the deportation of approximately 360 patients to the states of their legal residence and for the transportation of about 500 patients between hospitals in the 1964-65 fiscal year. This is at the same level as in 1963-64. It is anticipated that an additional \$5,000 will be reimbursed through charges to patients and legally responsible relatives. The total program expenditure is, therefore, estimated at \$131,632 for 1964-65.

We recommend approval of this item as budgeted.

**Department of Mental Hygiene
FAMILY CARE**

**ITEM 156 of the Budget Bill
FOR SUPPORT OF FAMILY CARE
FROM THE GENERAL FUND**

Budget page 423

Amount requested	\$3,102,480
Estimated to be expended in 1963-64 fiscal year	2,917,600
<hr/>	
Increase (6.3 percent)	\$184,880
Increase to maintain existing level of service	\$184,880

TOTAL RECOMMENDED REDUCTION..... None

ANALYSIS

The agency's family care program provides for the placement in privately licensed homes of patients who would otherwise have to remain hospitalized. This placement often helps the patient to make a gradual transition from institutional to community living.

This appropriation would provide for an average of approximately 2,096 cases fully financed by the State and for 250 cases partially financed by the State in family care homes during 1964-65. These family care placements result in a savings to the State to the extent that the cost of care in homes is lower than the cost of further hospitalization.

We recommend approval of this item as budgeted.

**Department of Mental Hygiene
CARE AND TREATMENT OF MENTALLY RETARDED PERSONS IN PRIVATE
MEDICAL FACILITIES**

ITEM 157 of the Budget Bill

Budget page 423

**FOR SUPPORT OF CARE AND TREATMENT OF MENTALLY
RETARDED PERSONS IN PRIVATE MEDICAL FACILITIES
FROM THE GENERAL FUND**

Amount requested	\$250,000
Estimated to be expended in 1963-64 fiscal year	250,000
<hr/>	
Increase	None

TOTAL RECOMMENDED REDUCTION..... None

ANALYSIS

This program was initiated by the 1961 Legislature and provides the necessary funds for placing mentally retarded persons in private medical facilities. This request will finance the placement of approximately 120 patients during 1964-65.

We recommend approval of this item as budgeted.

**Department of Mental Hygiene
RESEARCH PROGRAM**

ITEM 158 of the Budget Bill

Budget page 424

**FOR SUPPORT OF RESEARCH PROGRAM
FROM THE GENERAL FUND**

Amount requested	\$987,000
Estimated to be expended in 1963-64 fiscal year	1,719,110
Decrease (31.3 percent)	<u>\$535,010</u>

TOTAL RECOMMENDED REDUCTION None

ANALYSIS

The allocations approved for the department's research program remain available for expenditure over a three-year period. Research personnel are currently assigned to central office, the two neuropsychiatric institutes, and nine of the state hospitals. In addition to this state-financed program, the department has a great many federally financed projects.

We recommend approval of this item as budgeted.

**Department of Mental Hygiene
DAY TREATMENT CENTERS**

ITEM 159 of the Budget Bill

Budget page 427

**FOR SUPPORT OF DAY TREATMENT CENTERS
FROM THE GENERAL FUND**

Amount requested	\$607,950
Estimated to be expended in 1963-64 fiscal year	579,904
Increase (4.8 percent)	<u>\$28,046</u>

Increase to maintain existing level of service	\$25,900
Increase to improve level of service	2,146

TOTAL RECOMMENDED REDUCTION \$2,022

Summary of Recommended Reductions

	<i>Budget</i>	
	<i>Amount</i>	<i>Page Line</i>
0.5 Janitor	\$2,022	427 40

The reasons for recommending that this position be denied are presented on page 391 of this analysis.

ANALYSIS

The Department of Mental Hygiene operates three state-supported day treatment centers. These facilities are located in Los Angeles, San Diego and San Francisco. A day treatment center provides treatment for mentally ill patients in their own community and permits the patients to return to their homes in the evening.

Department of Mental Hygiene
OUTPATIENT MENTAL HYGIENE CLINICS

ITEM 160 of the Budget Bill

Budget page 428

FOR SUPPORT OF OUTPATIENT MENTAL HYGIENE CLINICS
FROM THE GENERAL FUND

Amount requested	\$964,201
Estimated to be expended in 1963-64 fiscal year	931,051
 Increase (3.1 percent)	 \$33,150
Increase to maintain existing level of service	\$28,908
Increase to improve level of service	4,242

TOTAL RECOMMENDED REDUCTION..... None

ANALYSIS

The Department of Mental Hygiene operates seven outpatient clinics. Six of these are fully state supported and are located in Chico, Fresno, Los Angeles, Riverside, Sacramento and San Diego. The seventh facility, located in Berkeley, is federally financed and state administered. These clinics provide psychiatric services in a community setting for persons not requiring hospitalization.

We recommend approval of this item as budgeted.

Department of Mental Hygiene
LANGLEY PORTER NEUROPSYCHIATRIC INSTITUTE

ITEM 161 of the Budget Bill

Budget page 433

FOR SUPPORT OF LANGLEY PORTER NEUROPSYCHIATRIC
INSTITUTE FROM THE GENERAL FUND

Amount requested	\$2,508,152
Estimated to be expended in 1963-64 fiscal year	2,367,149
 Increase (6.0 percent)	 \$141,003
Increase to maintain existing level of service	\$68,919
Increase to improve level of service	72,084

TOTAL RECOMMENDED REDUCTION..... None

ANALYSIS

The department proposes to transfer the following 12 surplus positions from the Neuropsychiatric Institute in Los Angeles to Langley Porter during the coming fiscal year:

- 3 Clinical psychologists
- 1 Senior psychiatric social worker
- 4 Psychiatric nurses
- 4 Intermediate typist-clerks

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The Langley Porter Neuropsychiatric Institute was opened in April 1943, and is located at the University of California Medical Center in San Francisco. The institute operates jointly with the University of California medical school and many staff members are also on the university's teaching facility.

Langley Porter Neuropsychiatric Institute—Continued

Langley Porter provides inpatient, day treatment, and outpatient services, with an inpatient capacity of 104 beds and 13 day/night program beds which can accommodate 26 patients. The psychiatric care provided by the institute is closely allied with the facility's teaching, training and research programs.

Department of Mental Hygiene

NEUROPSYCHIATRIC INSTITUTE AT UNIVERSITY OF CALIFORNIA, LOS ANGELES

ITEM 162 of the Budget Bill

Budget page 435

FOR SUPPORT OF NEUROPSYCHIATRIC INSTITUTE IN
UNIVERSITY OF CALIFORNIA, LOS ANGELES
FROM THE GENERAL FUND

Amount requested -----	\$4,852,499
Estimated to be expended in 1963-64 fiscal year -----	4,420,063

Decrease (1.5 percent) -----	\$67,564
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TOTAL RECOMMENDED REDUCTION -----	\$7,080
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Summary of Recommended Reductions

	Amount	Budget Page	Line
1 Senior psychiatric social worker -----	\$7,080	435	76

The reasons for recommending abolishment of this currently authorized position are presented on page 382 of this analysis.

ANALYSIS

The department proposes to abolish 17 surplus positions and transfer 12 others to Langley Porter during the 1964-65 fiscal year. The following 29 positions are involved:

<i>To be transferred</i>	<i>To be abolished</i>
3 Clinical psychologists	2 Physicians
1 Senior psychiatric social worker	1 Supervising psychiatric social worker
4 Psychiatric nurses	4 Senior psychiatric social workers
4 Intermediate typist-clerks	4 Junior psychiatric nurses
12	4 Intermediate typist-clerks

17

This institute, built as a part of the UCLA Medical School and opened on December 1, 1960, has functions similar to those of the Langley Porter Institute. It is a center for teaching, research and training. It also provides care and treatment for patients with mental disorders as an integral part of the overall teaching and research program carried on in collaboration with the University of California, Los Angeles. Direct services are provided by the institute's outpatient program, day treatment center and the 188-bed inpatient service.

**Department of Mental Hygiene
AGNEWS STATE HOSPITAL**

ITEM 163 of the Budget Bill

Budget page 437

**FOR SUPPORT OF AGNEWS STATE HOSPITAL
FROM THE GENERAL FUND**

Amount requested ----- \$12,188,943
 Estimated to be expended in 1963-64 fiscal year ----- 11,906,125
 Increase (2.4 percent) ----- \$282,818

 Increase to maintain existing level of service ---- \$266,764
 Increase to improve level of service ----- 16,054

TOTAL RECOMMENDED REDUCTION ----- \$5,028

Summary of Recommended Reductions

	<i>Amount</i>	<i>Page</i>	<i>Line</i>
1 Storekeeper I -----	\$5,028	437	74

The reasons for recommending that this position be disallowed are presented on page 390 of our analysis. Further program considerations, including recommendations and analyses regarding positions, operating expense and equipment, to the extent applicable to Agnews State Hospital, are contained in the following sections of our analysis:

<i>Section</i>	<i>Analysis Page</i>
Summary -----	376
Recommendations on proposed workload increases -----	383
Recommendations on proposed program augmentations -----	391

ANALYSIS

Agnews State Hospital is located on the southern end of the San Francisco Peninsula and is adjacent to the City of San Jose. The Counties of Santa Clara, San Mateo, Santa Cruz, San Francisco, Alameda, San Benito and Monterey are the areas primarily served by this institution for the mentally ill.

The following table shows the increases in level of service (employee hours available per patient) and per capita patient costs for each fiscal year since 1955-56:

**Annual per Capita Costs and Employee-hours Available per Patient
1955-56 Through 1964-65—Agnews State Hospital**

<i>Fiscal year</i>	<i>Average population</i>	<i>Total authorized positions</i>	<i>Employee- hours available per patient</i>	<i>Per capita patient cost</i>
1955-56 -----	4,285	1,216	504	\$1,414
1956-57 -----	4,140	1,229	527	1,698
1957-58 -----	4,155	1,343	574	1,931
1958-59 -----	3,999	1,388	617	2,054
1959-60 -----	4,012	1,549	686	2,255
1960-61 -----	4,018	1,565	692	2,503
1961-62 -----	4,036	1,613	710	2,624
1962-63 -----	4,123	1,619	697	2,779
1963-64* -----	4,072	1,664	724	2,924
1964-65† -----	3,950	1,672	752	3,114

* 1963-64 budget estimate.

† 1964-65 budget proposal.

**Department of Mental Hygiene
ATASCADERO STATE HOSPITAL**

ITEM 164 of the Budget Bill

Budget page 440

**FOR SUPPORT OF ATASCADERO STATE HOSPITAL
FROM THE GENERAL FUND**

Amount requested	\$5,042,115
Estimated to be expended in 1963-64 fiscal year	4,961,104
Increase (1.7 percent)	\$81,011
Increase to maintain existing level of service.....	\$76,769
Increase to improve level of service.....	4,242

TOTAL RECOMMENDED REDUCTION None

Program considerations, including recommendations and analyses regarding positions, operating expense and equipment, to the extent applicable to Atascadero State Hospital, are contained in the following sections of our analysis:

<i>Section</i>	<i>Analysis page</i>
Summary	376
Recommendations on proposed workload increases	383
Recommendations on proposed program augmentations	391

ANALYSIS

Atascadero State Hospital, situated near the city of that name, is approximately midway between San Francisco and Los Angeles. The hospital was activated in 1954 as a maximum security institution for the treatment of sexual psychopaths, criminally insane, psychopathic delinquents, and other such cases of mental illness requiring community protection that cannot be guaranteed in other state hospitals. Atascadero treats only male patients.

The following table shows the increases in level of service (employee hours available per patient) and per capita patient costs for each fiscal year since 1955-56:

**Annual per Capita Costs and Employee-hours Available per Patient
1955-56 Through 1964-65—Atascadero State Hospital**

<i>Fiscal year</i>	<i>Average population</i>	<i>Total authorized positions</i>	<i>Employee- hours available per patient</i>	<i>Per capita patient cost</i>
1955-56	1,156	404	621	\$1,700
1956-57	1,161	436	668	1,941
1957-58	1,167	475	723	2,229
1958-59	1,219	481	701	2,224
1959-60	1,280	587	815	2,478
1960-61	1,474	624	752	2,594
1961-62	1,502	707	836	2,787
1962-63	1,642	704	761	2,922
1963-64 *	1,591	710	793	3,118
1964-65 †	1,525	710	827	3,318

* 1963-64 budget estimate.

† 1964-65 budget proposal.

Department of Mental Hygiene

CAMARILLO STATE HOSPITAL

ITEM 165 of the Budget Bill

Budget page 441

FOR SUPPORT OF CAMARILLO STATE HOSPITAL
FROM THE GENERAL FUND

Amount requested	\$15,518,875
Estimated to be expended in 1963-64 fiscal year	15,407,353
Increase (0.7 percent)	\$111,522
Increase to maintain existing level of service	\$111,522

TOTAL RECOMMENDED REDUCTION..... None

Program considerations, including recommendations and analyses regarding positions, operating expense and equipment, to the extent applicable to Camarillo State Hospital, are contained in the following sections of our analysis:

<i>Section</i>	<i>Analysis page</i>
Summary	376
Recommendations on proposed workload increases	383
Recommendations on proposed program augmentations	391

ANALYSIS

Camarillo State Hospital is an institution for the mentally ill and is located in Ventura County, approximately 60 miles north of Los Angeles. The hospital also has a 171 bed juvenile unit specializing in the separate care and treatment of mentally ill minors who are 16 years or younger.

The following table shows the increases in level of service (employee hours available per patient) and per capita patient costs for each fiscal year since 1955-56.

Annual per Capita Costs and Employee-hours Available per Patient
1955-56 Through 1964-65—Camarillo State Hospital

<i>Fiscal year</i>	<i>Average population</i>	<i>Total authorized positions</i>	<i>Employee- hours available per patient</i>	<i>Per capita patient cost</i>
1955-56	6,939	1,752	448	\$1,224
1956-57	6,839	1,858	483	1,448
1957-58	6,673	2,027	540	1,687
1958-59	6,348	1,921	537	1,740
1959-60	6,361	1,942	542	1,872
1960-61	6,199	1,978	567	2,058
1961-62	5,978	2,159	641	2,247
1962-63	6,052	2,161	634	2,471
1963-64 *	6,021	2,178	643	2,259
1964-65 †	5,800	2,178	667	2,703

* 1963-64 budget estimate.

† 1964-65 budget proposal.

Department of Mental Hygiene

DeWITT STATE HOSPITAL

ITEM 166 of the Budget Bill

Budget page 443

FOR SUPPORT OF DeWITT STATE HOSPITAL
FROM THE GENERAL FUND

Amount requested ----- \$6,930,785
 Estimated to be expended in 1963-64 fiscal year ----- 6,842,077
 Increase (1.3 percent) ----- \$88,708

Increase to maintain existing level of service ----- \$88,708

TOTAL RECOMMENDED REDUCTION ----- None

Program considerations, including recommendations and analysis regarding positions, operating expense and equipment, to the extent applicable to DeWitt State Hospital, are contained in the following sections of our analysis:

Section	Analysis page
Summary	376
Recommendations on proposed workload increases	383
Recommendations on proposed program augmentations	391

ANALYSIS

DeWitt State Hospital is located near Auburn, Placer County, approximately 40 miles northeast of Sacramento. Approximately one-half of the patient population is mentally ill, with the remainder being mentally retarded adults.

The following table shows the increases in level of service (employee hours available per patient) and per capita patient costs for each fiscal year since 1955-56:

Annual per Capita Costs and Employee-hours Available per Patient
1955-56 Through 1964-65—DeWitt State Hospital

Fiscal year	Average population	Total authorized positions	Employee- hours available per patient	Per capita patient cost
1955-56 -----	2,950	740	452	\$1,369
1956-57 -----	2,872	755	467	1,599
1957-58 -----	3,013	817	481	1,704
1958-59 -----	2,991	841	499	1,749
1959-60 -----	2,884	872	537	1,941
1960-61 -----	2,666	879	586	2,232
1961-62 -----	2,395	935	693	2,583
1962-63 -----	1,736	960	982	3,350
1963-64* -----	2,154	959	791	3,176
1964-65† -----	2,200	960	775	3,162

* 1963-64 budget estimate.

† 1964-65 budget proposal.

**Department of Mental Hygiene
MENDOCINO STATE HOSPITAL**

ITEM 167 of the Budget Bill

Budget page 445

**FOR SUPPORT OF MENDOCINO STATE HOSPITAL
FROM THE GENERAL FUND**

Amount requested	\$6,681,732
Estimated to be expended in 1963-64 fiscal year	6,597,714
Increase (1.3 percent)	\$84,018
Increase to maintain existing level of service	\$84,018
TOTAL RECOMMENDED REDUCTION	\$25,392

Summary of Recommended Reductions

	<i>Amount</i>	<i>Budget Page</i>	<i>Line</i>
2 Physicians and surgeons II	\$25,392	446	5

The reasons for recommending that these positions be denied are presented on page 388 of this analysis. Further program considerations, including recommendations and analyses regarding positions, operating expense and equipment, to the extent applicable to Mendocino State Hospital, are contained in the following sections of our analysis:

<i>Section</i>	<i>Analysis page</i>
Summary	376
Recommendations on proposed workload increases	383
Recommendations on proposed program augmentations	391

ANALYSIS

Mendocino State Hospital is situated at Talmage, approximately 120 miles north of San Francisco. It is an institution for the care and treatment of mentally ill patients.

The following table shows the increases in level of service (employee hours available per patient) and per capita patient costs for each fiscal year since 1955-56:

**Annual per Capita Costs and Employee-hours Available per Patient
1955-56 Through 1964-65—Mendocino State Hospital**

<i>Fiscal year</i>	<i>Average population</i>	<i>Total authorized positions</i>	<i>Employee- hours Available per patient</i>	<i>Per capita patient cost</i>
1955-56	2,260	773	607	\$1,530
1956-57	2,259	755	594	1,821
1957-58	2,271	833	652	2,109
1958-59	2,437	819	597	1,999
1959-60	2,366	871	653	2,232
1960-61	2,296	879	680	2,474
1961-62	2,224	921	735	2,706
1962-63	2,265	925	725	2,887
1963-64*	2,168	926	769	3,043
1964-65†	2,050	929	805	3,280

* 1963-64 budget estimate.

† 1964-65 budget proposal.

**Department of Mental Hygiene
METROPOLITAN STATE HOSPITAL**

ITEM 168 of the Budget Bill

Budget page 447

**FOR SUPPORT OF METROPOLITAN STATE HOSPITAL
FROM THE GENERAL FUND**

Amount requested	\$10,706,293
Estimated to be expended in 1963-64 fiscal year	10,355,983
Increase (3.4 percent)	\$350,310
Increase to maintain existing level of service	\$339,324
Increase to improve level of service	10,986

TOTAL RECOMMENDED REDUCTION **\$42,330**

Summary of Recommended Reductions

	<i>Amount</i>	<i>Budget Page</i>	<i>Line</i>
3 Physicians and surgeons II	\$38,088	448	20
1 Intermediate typist-clerk	4,242	448	18

The reasons for recommending that these positions be denied are presented on page 388 of this analysis. Further program considerations, including recommendations and analyses regarding positions, operating expense and equipment, to the extent applicable to Metropolitan State Hospital, are contained in the following sections of our analysis:

<i>Section</i>	<i>Analysis page</i>
Summary	376
Recommendations on proposed workload increases	383
Recommendations on proposed program augmentations	391

ANALYSIS

Metropolitan State Hospital, located at Norwalk, is in suburban Los Angeles and about 17 miles from the Civic Center. It provides care and treatment for the mentally ill.

The following table shows the increases in level of service (employee hours available per patient) and per capita patient costs for each fiscal year since 1955-56:

**Annual per Capita Costs and Employee-hours Available per Patient
1955-56 Through 1964-65—Metropolitan State Hospital**

<i>Fiscal year</i>	<i>Average population</i>	<i>Total authorized positions</i>	<i>Employee- hours available per patient</i>	<i>Per capita patient cost</i>
1955-56	2,190	678	550	\$1,650
1956-57	2,261	880	691	1,994
1957-58	2,525	793	558	2,254
1958-59	2,735	1,278	608	1,880
1959-60	3,852	1,296	598	2,010
1960-61	3,799	1,402	655	2,280
1961-62	3,817	1,438	669	2,370
1962-63	3,926	1,437	650	2,502
1963-64*	3,849	1,437	663	2,691
1964-65†	3,750	1,459	691	2,879

* 1963-64 budget estimate.

† 1964-65 budget proposal.

**Department of Mental Hygiene
MODESTO STATE HOSPITAL**

ITEM 169 of the Budget Bill

Budget page 449

**FOR SUPPORT OF MODESTO STATE HOSPITAL
FROM THE GENERAL FUND**

Amount requested -----	\$6,929,449
Estimated to be expended in 1963-64 fiscal year -----	7,009,871
Decrease (1.1 percent) -----	\$80,422

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

Program considerations, including recommendations and analyses regarding positions, operating expense and equipment, to the extent applicable to Modesto State Hospital, are contained in the following sections of our analysis:

<i>Section</i>	<i>Analysis page</i>
Summary -----	376
Recommendations on proposed workload increases -----	383
Recommendations on proposed program augmentations -----	391

ANALYSIS

Modesto State Hospital, situated north of Modesto, is approximately 80 miles south of Sacramento. This institution provides care and treatment for the mentally ill.

The following table shows the increases in level of service (employee-hours available per patient) and per capita patient costs for each fiscal year since 1955-56:

**Annual per Capita Costs and Employee-hours Available per Patient
1955-56 Through 1964-65—Modesto State Hospital**

<i>Fiscal year</i>	<i>Average population</i>	<i>Total authorized positions</i>	<i>Employee- hours available per patient</i>	<i>Per capita patient cost</i>
1955-56 -----	3,447	920	474	\$1,381
1956-57 -----	3,353	925	490	1,574
1957-58 -----	3,266	973	529	1,817
1958-59 -----	2,905	989	605	2,020
1959-60 -----	2,697	961	633	2,196
1960-61 -----	2,403	972	718	2,570
1961-62 -----	2,357	997	751	2,761
1962-63 -----	2,364	995	748	2,925
1963-64 * -----	2,131	995	829	3,289
1964-65 † -----	1,775	995	995	3,911

* 1963-64 budget estimate.

† 1964-65 budget proposal.

**Department of Mental Hygiene
NAPA STATE HOSPITAL**

ITEM 170 of the Budget Bill

Budget page 451

**FOR SUPPORT OF NAPA STATE HOSPITAL
FROM THE GENERAL FUND**

Amount requested	\$14,184,088
Estimated to be expended in 1963-64 fiscal year	13,788,636
Increase (2.5 percent)	\$345,452
Increase to maintain existing level of service	\$334,446
Increase to improve level of service	10,986

TOTAL RECOMMENDED REDUCTION **\$114,294**

Summary of Recommended Reductions

	<i>Amount</i>	<i>Budget Page</i>	<i>Line</i>
8 Physicians and surgeons II	\$101,568	452	27
3 Intermediate typist-clerks	12,726	452	24

The reason for recommending that these positions be denied are presented on page 388 of this analysis. Further program considerations, including recommendations and analyses regarding positions, operating expense and equipment, to the extent applicable to Napa State Hospital, are contained in the following sections of our analysis:

<i>Section</i>	<i>Analysis page</i>
Summary	376
Recommendations on proposed workload increases	383
Recommendations on proposed program augmentations	391

Napa State Hospital is located in Imola, one mile from the City of Napa and 50 miles northeast of San Francisco. It is an institution for the mentally ill and is the northern treatment facility for mentally ill tubercular patients. Napa State Hospital also has a 218-bed juvenile unit specializing in the separate care and treatment of mentally ill minors who are 16 years or younger.

The following table shows the increases in level of service (employee hours available per patient) and per capita patient costs for each fiscal year since 1955-56:

**Annual per Capita Costs and Employee-hours Available per Patient
1955-56 Through 1964-65—Napa State Hospital**

<i>Fiscal year</i>	<i>Average population</i>	<i>Total authorized positions</i>	<i>Employee- hours available per patient</i>	<i>Per capita patient cost</i>
1955-56	5,300	1,435	481	\$1,317
1956-57	5,408	1,601	526	1,555
1957-58	5,569	1,784	569	1,784
1958-59	5,326	1,655	552	1,849
1959-60	5,277	1,730	582	2,016
1960-61	5,083	1,865	652	2,303
1961-62	4,895	1,898	689	2,543
1962-63	4,961	1,907	683	2,675
1963-64*	4,920	1,927	696	2,803
1964-65†	4,850	1,946	713	2,940

* 1963-64 budget estimate.

† 1964-65 budget proposal.

**Department of Mental Hygiene
PATTON STATE HOSPITAL**

ITEM 171 of the Budget Bill

Budget page 453

**FOR SUPPORT OF PATTON STATE HOSPITAL
FROM THE GENERAL FUND**

Amount requested	\$12,783,318
Estimated to be expended in 1963-64 fiscal year	12,846,121
Decrease (0.5 percent)	62,803
Decrease to maintain existing level of service	\$77,833
Increase to improve level of service	15,030

TOTAL RECOMMENDED REDUCTION **\$14,340**

Summary of Recommended Reductions

	<i>Amount</i>	<i>Budget Page</i>	<i>Line</i>
1 Senior psychiatrist	\$14,340	454	68

The reasons for abolishing this position are presented on page 382 of our analysis. Further program considerations, including recommendations and analyses regarding positions, operating expense and equipment, to the extent applicable to Patton State Hospital, are contained in the following sections of our analysis:

<i>Section</i>	<i>Analysis page</i>
Summary	376
Recommendations on proposed workload increases	383
Recommendations on proposed program augmentations	391

ANALYSIS

Patton State Hospital is located at Patton, near the City of San Bernardino. While primarily an institution for the mentally ill, Patton also cares for approximately 500 retarded adult patients. In addition, this hospital is the southern facility for the treatment of mentally ill tubercular patients.

The following table shows the increases in level of service (employee hours available per patient) and per capita patient costs for each fiscal year since 1955-56:

**Annual per Capita Costs and Employee-hours Available per Patient
1955-56 Through 1964-65—Patton State Hospital**

<i>Fiscal year</i>	<i>Average population</i>	<i>Total authorized positions</i>	<i>Employee- hours available per patient</i>	<i>Per capita patient cost</i>
1955-56	4,330	1,322	542	\$1,484
1956-57	4,243	1,335	559	1,713
1957-58	4,325	1,429	587	1,898
1958-59	4,187	1,393	591	1,971
1959-60	4,271	1,731	720	2,229
1960-61	4,648	1,756	671	2,362
1961-62	4,692	1,773	671	2,430
1962-63	4,298	1,819	752	2,741
1963-64*	4,542	1,822	712	2,828
1964-65†	4,175	1,814	772	3,088

* 1963-64 budget estimate.

† 1964-65 budget proposal.

**Department of Mental Hygiene
STOCKTON STATE HOSPITAL**

ITEM 172 of the Budget Bill

Budget page 456

**FOR SUPPORT OF STOCKTON STATE HOSPITAL
FROM THE GENERAL FUND**

Amount requested	\$10,901,668
Estimated to be expended in 1963-64 fiscal year	10,741,445
Increase (1.5 percent)	\$160,223
Increase to maintain existing level of service	\$149,237
Increase to improve level of service	10,986

TOTAL RECOMMENDED REDUCTION None

Program considerations, including recommendations and analyses regarding positions, operating expense and equipment, to the extent applicable to Stockton State Hospital, are contained in the following sections of our analysis:

<i>Section</i>	<i>Analysis page</i>
Summary	376
Recommendations on proposed workload increases	383
Recommendations on proposed program augmentations	391

ANALYSIS

Stockton State Hospital, located in the heart of the City of Stockton, is approximately 40 miles south of Sacramento. It is an institution providing care and treatment for mentally ill patients.

The following table shows the increases in level of service (employee hours available per patient) and per capita patient costs for each fiscal year since 1955-56:

**Annual per Capita Costs and Employee-hours Available per Patient
1955-56 Through 1964-65—Stockton State Hospital**

<i>Fiscal Year</i>	<i>Average population</i>	<i>Total authorized positions</i>	<i>Employee- hours available per patient</i>	<i>Per capita patient cost</i>
1955-56	4,662	1,380	526	\$1,458
1956-57	4,640	1,429	547	1,686
1957-58	4,292	1,576	652	2,033
1958-59	3,916	1,510	685	2,250
1959-60	3,944	1,437	647	2,263
1960-61	3,622	1,459	697	2,637
1961-62	3,517	1,476	745	2,795
1962-63	3,492	1,475	750	2,973
1963-64 *	3,446	1,513	780	3,117
1964-65 †	3,475	1,516	775	3,161

* 1963-64 budget estimate.

† 1964-65 budget proposal.

**Department of Mental Hygiene
FAIRVIEW STATE HOSPITAL**

ITEM 173 of the Budget Bill

Budget page 458

**FOR SUPPORT OF FAIRVIEW STATE HOSPITAL
FROM THE GENERAL FUND**

Amount requested	\$9,238,681
Estimated to be expended in 1963-64 fiscal year	8,316,926
Increase (11.1 percent)	\$921,755
Increase to maintain existing level of service	\$910,769
Increase to improve level of service	10,986

TOTAL RECOMMENDED REDUCTION..... None

Program considerations, including recommendations and analyses regarding positions, operating expense and equipment, to the extent applicable to Fairview State Hospital, are contained in the following sections of our analysis:

<i>Section</i>	<i>Analysis page</i>
Summary	376
Recommendations on proposed workload increases	383
Recommendations on proposed program augmentations	391

Fairview State Hospital is located in Costa Mesa, a short distance from Laguna and Newport Beaches. This institution for the mentally retarded is expected to increase its capacity to accommodate approximately 4,000 patients within the next five years. Commencing in February 1964, Fairview will begin filling 676 newly constructed beds. The department estimates that it will take about six months to accomplish this.

The following table shows the increases in level of service (employee hours available per patient) and per capita costs for each fiscal year since 1960-61:

**Annual per Capita Costs and Employee-hours Available per Patient
1960-61 Through 1964-65—Fairview State Hospital**

<i>Fiscal year</i>	<i>Average population</i>	<i>Total authorized positions</i>	<i>Employee- hours available per patient</i>	<i>Per capita patient cost</i>
1960-61	1,662	1,034	1,105	\$3,244
1961-62	1,843	1,136	1,095	3,266
1962-63	1,867	1,166	1,109	3,716
1963-64 *	2,000	1,450	1,288	4,158
1964-65 †	2,500	1,460	1,037	3,698

* 1963-64 budget estimate.

† 1964-65 budget proposal.

**Department of Mental Hygiene
PACIFIC STATE HOSPITAL**

ITEM 174 of the Budget Bill

Budget page 460

**FOR SUPPORT OF PACIFIC STATE HOSPITAL
FROM THE GENERAL FUND**

Amount requested	\$10,087,547
Estimated to be expended in 1963-64 fiscal year	9,852,490
Increase (2.2 percent)	\$215,057
Increase to maintain existing level of service	\$204,071
Increase to improve level of service	10,986

TOTAL RECOMMENDED REDUCTION..... None

Program considerations, including recommendations and analyses regarding positions, operating expense and equipment, to the extent applicable to Pacific State Hospital, are contained in the following sections of our analysis:

<i>Section</i>	<i>Analysis page</i>
Summary	376
Recommendations on proposed workload increases	383
Recommendations on proposed program augmentations	391

ANALYSIS

Pacific State Hospital is located near Pomona and is approximately 30 miles east of Los Angeles. This institution provides care and treatment for the mentally retarded.

The following table shows the increases in level of service (employee hours available per patient) and per capita patient costs for each fiscal year since 1955-56:

**Annual per Capita Costs and Employee-hours Available per Patient
1955-56 Through 1964-65—Pacific State Hospital**

<i>Fiscal year</i>	<i>Average population</i>	<i>Total authorized positions</i>	<i>Employee- hours available per patient</i>	<i>Per capita patient cost</i>
1955-56	2,621	956	648	\$1,588
1956-57	2,718	1,210	791	1,987
1957-58	2,856	1,358	845	2,392
1958-59	2,938	1,359	821	2,434
1959-60	2,902	1,407	861	2,733
1960-61	2,930	1,421	861	2,852
1961-62	2,941	1,453	877	2,991
1962-63	2,932	1,492	904	3,284
1963-64*	2,940	1,481	895	3,351
1964-65†	2,900	1,487	911	3,483

* 1963-64 budget estimate.

† 1964-65 budget proposal.

**Department of Mental Hygiene
PORTERVILLE STATE HOSPITAL**

ITEM 175 of the Budget Bill

Budget page 462

**FOR SUPPORT OF PORTERVILLE STATE HOSPITAL
FROM THE GENERAL FUND**

Amount requested	\$8,580,221
Estimated to be expended in 1963-64 fiscal year	8,299,932
Increase (3.4 percent)	\$587,151
Increase to maintain existing level of service	\$566,943
Increase to improve level of service	20,208

TOTAL RECOMMENDED REDUCTION None

Program considerations, including recommendations and analyses regarding positions, operating expense and equipment, to the extent applicable to Porterville State Hospital, are contained in the following sections of our analysis:

<i>Section</i>	<i>Analysis page</i>
Summary	376
Recommendations on proposed workload increases	383
Recommendations on proposed program augmentations	391

ANALYSIS

Porterville State Hospital is situated near the town of Porterville, approximately 170 miles north of Los Angeles and 270 miles south of San Francisco. The institution began admitting patients in 1953 and provides care and treatment for the mentally retarded. Construction of an additional 110 acute treatment beds was completed during 1963.

The following table shows the increases in level of service (employee hours available per patient) and per capita patient costs for each fiscal year since 1955-56:

**Annual per Capita Costs and Employee-hours Available per Patient
1955-56 Through 1964-65—Porterville State Hospital**

<i>Fiscal year</i>	<i>Average population</i>	<i>Total authorized positions</i>	<i>Employee- hours available per patient</i>	<i>Per capita patient cost</i>
1955-56	1,700	888	928	\$1,908
1956-57	2,346	957	724	1,876
1957-58	2,448	1,028	746	2,087
1958-59	2,498	1,121	797	2,284
1959-60	2,484	1,146	819	2,474
1960-61	2,539	1,148	803	2,608
1961-62	2,514	1,205	851	2,827
1962-63	2,455	1,233	892	3,170
1963-64*	2,500	1,288	915	3,320
1964-65†	2,530	1,300	913	3,394

* 1963-64 budget estimate.

† 1964-65 budget proposal.

**Department of Mental Hygiene
SONOMA STATE HOSPITAL**

ITEM 176 of the Budget Bill

Budget page 464

**FOR SUPPORT OF SONOMA STATE HOSPITAL
FROM THE GENERAL FUND**

Amount requested	\$11,815,569
Estimated to be expended in 1963-64 fiscal year	11,558,691
Increase (2.2 percent)	256,878
Increase to maintain existing level of service	\$245,892
Increase to improve level of service	10,986

TOTAL RECOMMENDED REDUCTION None

Program considerations, including recommendations and analyses regarding positions, operating expense and equipment, to the extent applicable to Sonoma State Hospital, are contained in the following sections of our analysis:

<i>Section</i>	<i>Analysis page</i>
Summary	376
Recommendations on proposed workload increases	383
Recommendations on proposed program augmentations	391

ANALYSIS

Sonoma State Hospital is located at Eldridge, approximately 80 miles west of Sacramento. It is the State's largest institution for the care and treatment of the mentally retarded.

The following table shows the increases in level of service (employee hours available per patient) and per capita patient costs for each fiscal year since 1955-56:

**Annual per Capita Costs and Employee-hours Available per Patient
1955-56 Through 1964-65—Sonoma State Hospital**

<i>Fiscal year</i>	<i>Average population</i>	<i>Total authorized positions</i>	<i>Employee- hours available per patient</i>	<i>Per capita patient cost</i>
1955-56	3,119	1,209	689	\$1,759
1956-57	3,214	1,224	677	1,965
1957-58	3,202	1,617	897	2,340
1958-59	3,413	1,617	841	2,447
1959-60	3,679	1,702	822	2,472
1960-61	3,672	1,719	831	2,701
1961-62	3,595	1,735	857	2,929
1962-63	3,512	1,784	902	3,256
1963-64*	3,510	1,769	895	3,293
1964-65†	3,470	1,780	911	3,413

* 1963-64 budget estimate.

† 1964-65 budget proposal.

DEPARTMENT OF PUBLIC HEALTH

ITEM 177 of the Budget Bill

Budget page 467

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

Amount requested	\$10,824,752
Estimated to be expended in 1963-64 fiscal year	10,117,866
Increase (7.0 percent)	\$706,886

Increase to maintain existing level of service	\$113,403
Increase to improve level of service	161,483
Increase for new service	432,000

TOTAL RECOMMENDED REDUCTION	\$548,557
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Summary of Recommended Reductions

	Total amount	General Fund	Other	Budget Page	Line
Division of Administration					
Bureau of Accounting Services					
1 Intermediate typist-clerk	\$3,852	\$1,281	\$2,571	468	54
Bureau of Administrative Services					
1 Telephone operator	4,044	1,348	2,696	468	56
1 Intermediate typist-clerk	3,746	1,246	2,500	468	57
1 Intermediate stenographer	4,344	1,448	2,896	468	60
Audits Unit					
2 Governmental auditors II	14,160	14,160	--	468	62
Bureau of Personnel and Training					
1 Intermediate typist-clerk	4,328	--	4,328	468	65
Special Projects Unit					
1 Assistant budget analyst	7,080	--	7,080	468	67
Bureau of Vital Statistics and Data Processing					
1 Intermediate typist-clerk	3,852	3,852	--	468	70
Operating Expenses					
Traveling, out-of-state	2,475	2,475	--	469	8
Division of Environmental Sanitation					
Divisional Administration					
1 Supervising sanitary engineer	12,348	12,348	--	471	43
Division of Laboratories					
Sanitation and Radiation Laboratory					
1 Associate public health chemist	8,604	8,604	--	472	66
1 Intermediate typist-clerk	4,140	4,140	--	472	69
Food and Drug Laboratory					
1 Laboratory technical assistant	4,470	4,470	--	472	68
Equipment					
2 Heinicke Centrojet washers with					
2 Heinicke "roll-away" dollies	14,951	14,951	--	473	11
Division of Preventive Medical Services					
Bureau of Communicable Diseases					
1 Public health medical officer III	13,992	13,992	--	474	26
1 Intermediate typist-clerk	3,756	3,756	--	474	27
Bureau of Hospitals					
1 Senior architect	10,440	10,440	--	474	29
1 Senior engineer	10,440	10,440	--	474	30
3 Drafting aids II	15,840	15,840	--	474	31
1 Intermediate typist-clerk	3,681	3,681	--	474	33
1 Nursing consultant	7,800	7,800	--	474	32
1 Intermediate typist-clerk	3,681	3,681	--	474	33
Operating Expenses					
Contractual expenses for air pollution medical research	200,000	200,000	--	474	48

Summary of Recommended Reductions—Continued

	<i>Total amount</i>	<i>General Fund</i>	<i>Other</i>	<i>Budget Page</i>	<i>Line</i>
Division of Research					
1 Research planning specialist ----	8,604	--	8,604	475	12
1 Associate public health statistician -----	8,604	8,604	--	475	13
1 Senior stenographer -----	4,908	--	4,908	475	14
Special Project Activities					
Division of International Health----	125,000	--	125,000	482	59
Intensive Vaccination Project -----	110,000	--	110,000	481	64
Respiratory Centers -----	200,000	200,000	--	475	68
Totals -----	\$818,696	\$548,557	\$270,583		

ANALYSIS

The State Department of Public Health, in cooperation with local health departments, is responsible for the prevention of disease and the provision of a healthful environment for the people of California.

The budget proposes eight positions which relate to our later recommendation on specific project activities. These positions are proposed to be financed either partially or fully through special project overhead funds as follows:

Division of Administration

Bureau of Accounting Services

1 Intermediate typist-clerk

Bureau of Administrative Services

1 Telephone operator

1 Intermediate typist-clerk

1 Intermediate stenographer

Bureau of Personnel and Training

1 Intermediate typist-clerk

Special Projects Unit

1 Assistant budget analyst

Division of Research

1 Research planning specialist (General Research Support Grant financed)

1 Senior stenographer

Each of these positions is analyzed in our discussion relative to the organizational unit to which it is assigned. However, the decision made with regard to our overall recommendation for limitation of the special project program will affect the decision made in regard to each position recommendation and these decisions should be deferred until the special project recommendation has been discussed.

Division of Administration

Bureau of Accounting Services

2 Intermediate typist-clerks (budget page 468, line 54)----- \$7,704

Two-thirds of the funding for these two proposed positions is to be provided from special project overhead and one-third from the General Fund. One position is proposed to be used in the Claims Unit and the other position in the State Budget and Project Accounting Unit. These positions are primarily proposed to handle increased workload result-

Division of Administration—Continued

ing from the increased documentation occasioned by an increased number of special projects and to a lesser degree the increased activity related to expanded departmental activity in the air pollution, radiation and crippled children areas.

We recommend a reduction of \$3,852 in salaries and wages for one intermediate typist-clerk. We recommend approval of \$3,852 for one intermediate typist-clerk.

Approval of our later recommendations relative to checking the rapid growth in the special project area eliminates the justification, on a workload basis, for one intermediate typist-clerk.

We believe that the other intermediate typist-clerk is justified on the basis of increased workload in the nonspecial project areas related to air pollution, radiation and crippled children.

Bureau of Administrative Services

1 Telephone operator (budget page 468, line 56)----- \$4,044

Two-thirds of the funding of this proposed position is to be provided from special project overhead and one-third from the General Fund. This position is proposed to handle workload increases resulting from the increased number of telephone calls related to special projects and to a lesser extent a general increase in the number of telephone calls being processed by the existing four-man staff in the Communications Room.

We recommend a reduction of \$4,044 in salaries and wages for one telephone operator.

Approval of our later recommendation relative to control of growth in the special project area should result in a sharp reduction in telephone calls from this activity and eliminates the justification for the position.

Concern has been expressed because the supervising telephone operator occasionally assists the two telephone operators in handling peak telephone loads. We believe that this is merely a matter of supervision in that the fourth employee in this unit, a teletypewriter operator, can also be assigned to this telephone relief activity. This will relieve the supervising operator for supervisory duties and the screening of telephone and teletype invoices.

1 Intermediate typist-clerk (budget page 468, line 57)----- \$3,746

Two-thirds of the funding for this proposed position is to be provided from special project overhead and one-third from the General Fund. The position is to be used in the Procurement Unit to handle workload increases resulting from the increased number of such special projects as Cancer Research and to a lesser degree the increased procurement activity of this unit.

We recommend a reduction of \$3,746 in salaries and wages for one intermediate typist-clerk.

Approval of our later recommendation relative to a leveling-off of departmental activity in the special project area will eliminate the need for the position by sharply reducing special project workload.

Division of Administration—Continued

1 Duplicating machine operator I (budget page 468, line 58) — \$3,852

This position is proposed to provide a duplicating machine operator in the Los Angeles office.

We recommend approval of \$3,852 for one duplicating machine operator I for the budget year only.

The duplicating function plus related mailroom activity in this office has been performed in the past by various members of the clerical staff. The department advises that the volume of this work has increased to the point that it is now necessary to provide employee time which is equivalent to more than one full-time position to carry out this function. Part of the justification for this position is based on anticipated workload resulting from the San Diego Regional Hospital Planning Committee, which has not yet been implemented. The major part of the justification for this position is based on the workload of the Motor Vehicle Pollution Control Board which is estimated to increase sharply as the mandatory aspect of the board's crankcase control device program becomes effective. At the present time it is anticipated that this workload may decline in the next year or two. We therefore do not feel that the proposed position has been justified beyond the forthcoming 1964-65 budget year.

1 Stock clerk (budget page 468, line 59) — \$4,560

Two-thirds of the funding for this proposed position is to be provided from special project overhead and one-third from the General Fund.

This position is proposed to be used in the maintenance stockroom. We recommend approval of \$4,560 for one stock clerk.

The assignment of a stock clerk to the maintenance stockroom will allow for a return to maintenance activity of a maintenance man who now devotes up to 80 percent of each day to the existing stockroom activity.

1 Intermediate stenographer (budget page 468, line 60) — \$4,344

Two-thirds of the funding for this position is to be provided from special project overhead and one-third from the General Fund. This position is proposed to provide clerical assistance and reception services to the public information officer and administrative analyst and to provide stenographic assistance to two business service officers.

We recommend a reduction of \$4,344 in salaries and wages for one intermediate stenographer.

We have been advised that clerical assistance is presently being provided to these four positions and we see no justification for approving an additional clerical position to provide such assistance.

Audits Unit

2 Governmental auditor II (budget page 468, line 62) — \$14,160

These two positions are proposed to enable the department to conduct more frequent audits of the crippled children, tuberculosis sanatoria and hospital construction public health local assistance programs.

Division of Administration—Continued

We recommend a reduction of \$14,160 in salaries and wages for two governmental auditor II's.

The proposal represents an increase in the existing level of service in the auditing of public health local assistance programs. It should be possible to administratively adjust the present auditing program so that less auditing time is devoted to relatively nonproductive areas (in terms of results) such as the auditing of assistance to local health departments and more time is assigned to the more productive local assistance areas such as crippled children's services, tuberculosis sanatoria and hospital construction. This adjustment in the auditing program can be accomplished by a reassignment of the five auditors currently authorized in the Audits Unit.

Bureau of Personnel and Training

1 Training officer I (budget page 468, line 64)----- \$8,604

This position has been established administratively during the current year and is proposed to be continued during the budget year. This position is proposed to provide more in-service training, primarily at the local level. This would be accomplished by coordinating and developing new training programs from federal and other sources.

We recommend approval of \$8,604 for one training officer I.

The budget for the current year originally included \$37,300 for operating expenses for accredited and in-service training. This amount has been administratively reduced by some \$8,472 to \$28,821 which is also the amount proposed to be expended in accredited and in-service training during the budget year. This amount of \$8,472 has been applied to the salary of the training officer which was established administratively during the current year. The department has furnished statistics which indicate that this alternate use of training funds has already increased and will, in the budget year, continue to substantially increase the number of trained local health department personnel.

1 Intermediate typist-clerk (budget page 468, line 65)----- \$4,328

This position, which is proposed to be financed from special project overhead, has been established administratively during the current year and is proposed to be continued in the budget year. This position is to provide clerical assistance to the personnel officer in handling the increased personnel workload resulting from an increased number of special project employees.

We recommend a reduction of \$4,328 in salaries and wages for one intermediate typist-clerk.

Approval of our later recommendations relative to departmental activity in the special project area will eliminate the personnel workload related to special project positions.

Special Projects Unit

1 Assistant budget analyst (budget page 468, line 67)----- \$7,080

This position, which is proposed to be financed from special project overhead funds, has been established administratively during the current year and is proposed to be continued in the budget year. This

Division of Administration—Continued

position is to provide budgetary and administrative assistance in the processing of the increasing number of special projects.

We recommend a reduction of \$7,080 in salaries and wages for one assistant budget analyst.

Approval of our later recommendations relative to maintenance of special project expenditures at the current level will eliminate the justification for the proposed position.

Bureau of Vital Statistics and Data Processing

1 Intermediate typist-clerk (budget page 468) line 70)----- \$3,852

This position is proposed to meet increased vital statistics workload in the Sacramento office.

We recommend a reduction of \$3,852 in salaries and wages for one intermediate typist-clerk.

We have received workload data which indicates that the vital statistics activity has continued to increase. However, no workload yardsticks have been submitted against which we can measure the need for an additional clerk in the vital statistics unit. There have been no personnel increases in this unit above the current authorized level of 55 employees over the past 10 years. The growth in vital statistics activity has been handled without additional staff due to the institution of improved methods and techniques over this period. We have received no information that the maximum capability of the automated system has been reached.

Temporary help (budget page 468, line 71)----- \$5,388

Temporary help is proposed to provide the federal government's National Office of Vital Statistics with certain vital statistics which they have requested. This activity is carried out on a fully reimbursable basis.

We recommend approval of \$5,388 for temporary help.

Operating Expenses

Traveling, out-of-state (budget page 469, line 8)----- \$15,250

The budget proposes that out-of-state travel be increased from the currently authorized level of \$12,775 to a new higher level of \$15,250.

We recommend a reduction of \$2,475 in traveling, out-of-state.

The budget item for traveling, out-of-state has remained in the \$12,000 range for the past four fiscal years. We see no justification for increasing out-of-state travel funds in the budget year.

Division of Alcoholic Rehabilitation

The Department of Public Health proposes an expenditure of \$1,104,614 to support the alcoholic rehabilitation program during the budget year. This program was initiated in 1954 under the Alcoholic Rehabilitation Commission and transferred in 1957 to the department through legislation which also abolished the Alcoholic Rehabilitation Commission.

Division of Alcoholic Rehabilitation—Continued

The demonstration and treatment phase of the program was initiated in 1956 with the opening of the first of the six clinics which were named in the legislation. These clinics were established on a pilot basis to demonstrate alternative methods of treating and rehabilitating alcoholics. Emphasis was to be given to the research aspects of the clinics including the necessity to provide adequate sampling and testing of the results. However, at the end of the current year, 11 years after the inception of the program the State will have expended approximately \$6,090,000 on the total alcoholic rehabilitation program. Approval of the proposal for the budget year will bring total expenditures to approximately \$7,195,000 for this program which has not been fully evaluated to determine its degree of effectiveness. This is a matter of some concern in light of the fact that the clinic portion of the program was expanded with the addition of one clinic in 1961 by a legislative augmentation and two more clinics in 1963 also by legislative augmentation. Therefore, the clinic program has gradually shifted from the original demonstration approach to a full scale treatment program without a complete answer as to the question of the effectiveness of the program.

We are also concerned with the apparent lack of direction which the 28.5 man staff of the Division of Alcoholic Rehabilitation provides to the clinic aspect of the program. Each clinic appears to carry on its own semi-autonomous program with little direction from the division. This is a special problem due to the fact that the State pays the full operating cost of each local clinic with the local agencies' contribution limited to the provision of capital outlay costs such as building and equipment and the provision of utilities and janitorial services. In actual practice, the State provides for some 90 percent and the local agencies provide for some 10 percent of the support of each clinic.

We believe that the 1965 General Session of the Legislature should review the Department of Public Health's approach to the alcoholic problem in California to determine program direction, estimates of effectiveness, state-local sharing and the appropriate organizational framework within which this program should be administered. In addition to the Department of Public Health, the problem of alcoholism is of concern to other state government agencies, particularly the Department of Mental Hygiene which provides some treatment through its various facilities, the Department of Rehabilitation which also provides treatment in appropriate cases, and the Department of Social Welfare, which will be increasingly called upon to deal with the problem as it expands its program of rehabilitative services. The Departments of Corrections and Youth Authority also encounter aspects of the problem, particularly through their parole programs. It is apparent, because of the far reaching impact of the problems of alcoholism, that the State needs to review the effectiveness of its present program and plan its future activity in this area so as to insure an effective and comprehensive attack.

Division of Community Health Services**Bureau of Nursing**

Temporary help (budget page 470, line 26)----- \$2,350

Temporary help in the amount of \$2,350 is proposed to administer the nursing education scholarship program. This program was authorized by Chapter 1633 of the 1963 Statutes.

We recommend approval of \$2,350 for temporary help for the budget year only.

We are recommending approval of temporary help for the budget year only as we believe that the workload involved in initiating this new activity can be combined with the regular on-going program of the bureau after the first year.

Nurse scholarships (budget page 470, line 43)----- \$29,450

Chapter 1633, Statutes of 1963, authorized the State Department of Public Health to issue ten nursing education scholarships per year to registered nurses who agree to teach or supervise in a clinical nursing area upon completion of the state-financed scholarship program.

We recommend approval of \$29,450 for nurse scholarships.

Division of Environmental Sanitation**Divisional Administration**

1 Supervising sanitary engineer (budget page 471, line 43)--- \$12,348

The budget proposes a new supervising position to serve in the divisional office as an assistant to the chief of the division.

We recommend a reduction of \$12,348 in salaries and wages for one supervising sanitary engineer.

This position is proposed to assist the division chief in dealing with new environmental health problems which are indicated as having inter-bureau, interdivisional and interdepartmental aspects. The division is concerned with the environmental sanitation changes taking place in California as a result of many new technological developments. We are advised that many of the problems have in the past been personally supervised by the division chief. The delegation of some of these problems to the professionally competent chiefs of the five bureaus of Radiological Health, Air Sanitation, Sanitary Engineering, Vector Control and Food and Drug Inspection, which make up the Division of Environmental Sanitation could provide a solution to this problem.

We are also advised that a sanitary engineer has been providing assistance to the division chief since May 1963. We believe that the matter of assistance to the division chief has been met by this administrative reassignment of a currently authorized position.

Division of Laboratories**Laboratory Field Services**

1.5 Microbiologists (budget page 472, line 64)----- \$12,906

1 Intermediate typist-clerk (budget page 472, line 69)----- 4,140

These positions are proposed to be financed by an increase in the license fees levied on the medical and hospital laboratories and labora-

Division of Laboratories—Continued

tory employees. They are proposed to improve the level of service and meet increased workload resulting from the increased number of licensees.

We recommend approval of \$17,046 for 1.5 microbiologist and one intermediate typist-clerk subject to an increase in license fees by an amount which will fully offset the additional cost of these proposed positions.

These license fees, which are subject to change by the Board of Public Health, have not been increased in the past 11 years. We believe that this staff increase is justified on the basis of departmental statistics which indicate that 363 of the 1,400 licensed medical and hospital laboratories have not been visited for from three to five years and another 200 have not been visited for over six years.

Sanitation and Radiation Laboratory

1 Associate public health chemist (budget page 472, line 66) \$8,604

1 Intermediate typist-clerk (budget page 472, line 69)----- 4,140

These positions are proposed to handle sanitation workload increases on the basis of a significant increase in the complexity of work performed in the laboratory.

We recommend a reduction of \$12,744 in salaries and wages for one associate public health chemist and one intermediate typist-clerk.

A major part of the radiation laboratory portion of the workload stems from the State's radiation fallout monitoring system. However, in light of the recent approval of the test-ban treaty, it should be possible to transfer some of the laboratory staff including clerical support from this radiation area to the sanitation area to provide additional assistance in sanitation laboratory analysis of water quality samples.

Food and Drug Laboratory

1 Assistant public health chemist (budget page 472, line 67) \$7,428

This position, which is proposed to be financed from increased federal heart-cancer funds, has been established administratively during the current year and is proposed to be continued in the budget year.

We recommend approval of \$7,428 for one assistant public health chemist.

This position will be used in a study to determine the correlation between betalipo protein and total serum cholesterol. It will also be used in the laboratory aspects of future heart disease studies.

1 Laboratory technical assistant (budget page 472, line 68)--- \$4,470

This position is proposed to provide support to the existing toxicologist position.

We recommend a reduction of \$4,470 in salaries and wages for one laboratory technical assistant.

The approval of this position will allow the toxicologist to provide additional toxicological services by providing him with the services of a technical assistant. The toxicologist position is a reclassification of what was originally authorized as a chemist position in connection with the adoption of the Cosmetics and Hazardous Substances Laws at the

Division of Laboratories—Continued

1961 Session of the Legislature. The proposal, therefore, amounts to an increase in the level of toxicological service to allow for an expansion of that service to other program areas. It does not, however, result in an increase in the level of laboratory service or laboratory workload. The Division of Laboratories currently employs a total of 60 laboratory technicians and laboratory assistants. If the department wishes to place a priority on extension of the toxicologist's services, it should review the current assignment of these 60 positions and reassign one to assist the toxicologist.

Equipment

Equipment (budget page 473, line 11)----- \$77,418

The equipment item for the Division of Laboratories includes a proposal for \$14,951 to purchase two glassware washers to replace the department's existing glassware washer.

We recommend a reduction of \$14,951 for two Heinicke Centrojet washers and two Heinicke "rollaway" dollies.

This is the first year of a proposed two-year request for a total of four glassware washers plus auxiliary equipment at a total cost of \$29,902. The department contends that the present washer is an inflexible, clumsy piece of equipment which requires an excessive amount of maintenance to keep in normal operation. However, we have not received any documentation in support of this contention. Part of the justification also refers to the needs of the Cancer Unit which is an example of the type of pressure which federal special projects are placing on the physical facilities of the department. This problem is discussed in detail in our later section on special projects. Our review of the proposal indicates no justification for replacing the existing washer with four new washers at a total two-year expenditure of \$29,902 until it can be clearly demonstrated that it is uneconomic to continue to use the present equipment.

Division of Preventive Medical Services**Bureau of Chronic Diseases**

1 Supervising antiquackery agent (budget page 474, line 19) \$6,120

1 Intermediate typist-clerk (budget page 474, line 24)----- 3,852

These positions, which are proposed to be financed from federal heart and cancer funds, have been established administratively during the current year and are proposed to be continued in the budget year.

We recommend approval of \$9,972 for one supervising antiquackery agent and one intermediate typist-clerk.

The supervising agent will provide supervision to undercover agents engaged in the area of cancer fraud and the typist-clerk will provide clerical support.

2 Associate public health statisticians (budget page 474, line 20)----- \$17,208

2 Intermediate typist-clerks (budget page 474, line 24)----- 7,191

These positions, which are proposed to be financed by increased federal heart and cancer funds, have been established administratively

Division of Preventive Medical Services—Continued

during the current year and are proposed to be continued during the budget year.

We recommend approval of \$24,399 for two associate public health statisticians and two intermediate typist-clerks.

The two statisticians will be involved in carrying out epidemiologic studies in such heart disease areas as blood pressure and in encouraging local health departments to initiate or expand local heart disease control programs. The two typist-clerks will provide clerical support.

1 *Health education consultant (budget page 474, line 22) — \$7,800*

This position, which is proposed to be financed by increased federal heart and cancer funds, will provide for increased health education activity as an integral part of the State's heart disease control program.

We recommend approval of \$7,800 for one health education consultant.

A U.S. Public Health Service health educator who is currently assigned to the heart disease control program has demonstrated the need for such a position by initiating a new program in congestive heart failure, undertaking research in socio-medical and education components of patient care and development of educational materials which have been made available to local health departments.

1 *Senior social epidemiologist (budget page 474, line 23) — \$9,036*

This position, which is proposed to be financed by increased federal heart and cancer funds, will provide for epidemiological activity as an integral part of the State's heart disease control program.

We recommend approval of \$9,036 for one senior social epidemiologist.

A U.S. Public Health Service epidemiologist is currently assigned to the heart disease control program. He has been concerned with the relationship of individual and family functioning to the course of cardiovascular diseases. The proposed position would continue the investigation in this area.

Bureau of Communicable Diseases

1 *Public health medical officer III (budget page 474, line 26) \$13,992*

1 *Intermediate typist-clerk (budget page 474, line 27) — 3,756*

These two positions are proposed to provide an increased level of service in the tuberculosis area.

We recommend a reduction of \$17,748 in salaries and wages for one public health medical officer III and one intermediate typist-clerk.

The public health medical officer plus related clerical support is proposed, in large part, to provide local health departments with additional consultation in the tuberculosis control area. We do not believe that the proposed increase in level of service for this activity is justified in light of a continuing decrease in the incidence of tuberculosis. This is highlighted by a decrease in the number of patient days in state assisted tuberculosis sanatoria from 1,308,568 in 1958-59 to an estimated 639,000 in 1964-65. Approval of our recommendation would allow for the continuation of the existing state tuberculosis control and case finding program.

Division of Preventive Medical Services—Continued

Bureau of Hospitals

1 Senior architect (budget page 474, line 29)-----	\$10,440
1 Senior engineer (budget page 474, line 30)-----	10,440
3 Drafting aids II (budget page 474, line 31)-----	15,840
1 Intermediate typist-clerk (budget page 474, line 33)----	3,681

These six positions are proposed on the basis of increased hospital construction workload and plans review.

We recommend a reduction of \$40,401 in salaries and wages for one senior architect, one senior engineer, three drafting aids II, and one intermediate typist-clerk.

These six positions are proposed, in large part, due to an anticipated increase in workload in connection with the recently authorized use of hospital construction funds for the modernization of hospitals. Due to the fact that this is a new activity, we believe that this program should be undertaken using existing hospital construction personnel until the additional staff needs of the program, if any, are determined. The remaining justification for the six positions is to handle increased workload resulting from hospital and related medical facility plans which are received and must be reviewed. We point out that the staff of the Bureau of Hospitals has grown rapidly during the past five years, increasing from 32.9 actual positions in 1960-61 to a proposed staff of 60 (52 authorized and 8 proposed), in the 1964-65 budget year. Although a small amount of this increase in staff can be attributed to the regional planning activity which was approved by the Legislature, this is still an actual or proposed increase of 82 percent over this five-year period.

By comparison the total expenditures for hospital construction financed from matching amounts of federal Hill-Burton Act and Wollverton Act appropriations, state hospital construction assistance and local funds has increased from approximately \$23,443,000 in 1960-61 to a proposed \$33,447,000 in 1964-65 or an increase in hospital construction expenditures of approximately 43 percent over this five-year period as opposed to authorized and proposed staff increases of 82 percent as noted previously. The staff increase without the requested increase for the budget year is 58 percent.

We should also point out that total hospital construction expenditures appear to have peaked in the current year at a total estimated expenditure of \$48,181,000 which is being handled by existing staff.

Another comparison can be made with the staff of the Department of Public Health which, as a whole, has increased by some 24 percent actual and proposed contrasted with this 82 percent actual and proposed growth of the bureau during the 1960-61 to 1964-65 five-year period.

1 Nursing consultant (budget page 474, line 32)-----	\$7,800
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This position is proposed to provide increased nursing consulting services to hospitals and nursing homes.

We recommend a reduction of \$7,800 in salaries and wages for one nursing consultant.

Division of Preventive Medical Services—Continued

At the present time, one nursing consultant is assigned to the Bureau of Hospitals to provide consultation to hospitals and nursing homes. The addition of another nursing consultant would result in a 100-percent increase in the level of nursing consultation which is provided in this area. We have received no information which indicates that there are any real unmet needs in this area. Any temporary peak nursing consultation needs could be met by the 11 professional member consulting staff of the Bureau of Nursing.

1 Intermediate typist-clerk (budget page 474, line 33)----- \$3,681

This position is proposed to meet general clerical workload increases in the bureau.

We recommend a reduction of \$3,681 in salaries and wages for one intermediate typist-clerk.

We believe that any general clerical workload increases in the bureau can be handled by the existing 10-member clerical staff. The data submitted in support of this request indicates that the increases in clerical staff granted in recent years have exceeded the growth of workload and some additional workload can be absorbed before additional staff is required.

Operating Expenses

Contractual services (budget page 474, line 48) ----- \$602,453

The budget proposes an increase of \$200,000 in contractual services to finance air pollution medical research and studies to be conducted under contract by other public and private agencies.

We recommend a reduction of \$200,000 in contractual services for air pollution medical research and studies.

The 1963 General Session of the Legislature reduced the department's budget by \$200,000 to eliminate funds for contractual services for medical air pollution studies. We believe that the existing level of state support for air pollution activities as authorized at the last session of the Legislature should be maintained. The budget proposal amounts to a \$200,000 General Fund increase, above the existing level of support, for the State's air pollution program.

We suggest that any research that is proposed to be carried out in this area should be reviewed by the University of California to determine whether it has the staff or can obtain the necessary staff and can furnish the necessary facilities to carry out such research before the department requests research funds. This procedure has not been effectively implemented to date. The focus for this review by the University might be the recently organized Air Pollution Research Center which is physically located on the campus of the University of California at Riverside. The center is currently engaged in cataloging and reviewing the air pollution research effort being carried on by the various campuses of the University.

We believe that the University has the capability to carry out much, if not all, of the air pollution medical research and studies which might be determined to be necessary to the State's total air pollution effort. The State also receives a twofold return from state financed

Division of Preventive Medical Services—Continued

research which is carried out by the University. The first return is in the research results which accrue from having this research carried out by the highly qualified staff and sophisticated research program of the State University. The second return results from the fact that at the same time the academic research requirements of the State University are being met.

Division of Research

1 *Research planning specialist (budget page 475, line 12)*----- \$8,604

This position is proposed to be financed from special project funds available under the General Research Support Grant.

We recommend a reduction of \$8,604 in salaries and wages for one research planning specialist.

The proposed position is an administrative assistant concerned with the special project area. The existing 13-man professional staff includes a division chief and two assistant chiefs. This staff, which also includes five clerical positions, is well staffed administratively and does not justify an additional administrative position. We have also had no indication that the program of the division has been hampered by a lack of authorized personnel to perform the administrative functions which are proposed to be carried out by the administrative assistant.

Approval of our later recommendations relative to departmental activity in the special project area also eliminates the need for the proposed position.

1 *Associate public health statistician (budget page 475, line 13)* ----- \$8,604

This proposed position would be used to supplement the three regional consulting teams which advise local health departments on health problems by providing for an additional statistician to work with these teams.

We recommend a reduction of \$8,604 in salaries and wages for one associate public health statistician.

At the present time, one statistician is assigned full time to provide statistical consultation to one or the other of the three regional consulting teams. The department has presented data which indicates that there has been a growth in local statistical positions and local statistical needs. This growth in local capability in the statistical area should offset any additional need for statistical consultation. The proposed position, in fact, represents an increased level of service in the statistical consulting area. We believe that the department should continue to make the best assignment of the existing statistical consultant and we cannot recommend approval of the proposed position.

1 *Senior stenographer (budget page 475, line 14)* ----- \$4,908

This position, which is proposed to be financed from special project overhead, has been established administratively during the current year and is proposed to be continued in the budget year. This position, which has been justified on the basis of special project workload, is to provide clerical supervision to three intermediate clerical personnel in

Division of Research—Continued

the Administrative Services Unit and to provide additional stenographic and clerical assistance to the professional staff of the Division of Research.

We recommend a reduction of \$4,908 in salaries and wages for one senior stenographer.

Approval of our later recommendation relative to a leveling off of departmental activity in the special project area eliminates the justification for the position.

Special Project Activities

International health services (budget page 482, line 59)--- \$125,000

Intensive vaccination project (budget page 481, line 64)-- 500,000

The department proposes 38 special projects for a total expenditure of \$4,706,651 during the budget year. These projects are indicated to involve research, investigation, demonstration and special services relating to the development of the California public health program. Prior to the budget year, these projects have been fully financed from funds of the federal government or private foundations.

We recommend that the Legislature direct the department to discontinue the Division of International Health for a reduction of \$125,000 and delete the attitudinal survey portion of the intensive vaccination project for a reduction of \$110,000. We also recommend that the Legislature direct the department to limit expenditures for special projects to no more than \$4,471,651 during the budget year.

The budget for special project activities has increased from an actual expenditure of \$1,216,828 in 1961-62 to a proposed expenditure of \$4,706,651 in the 1964-65 budget year. This is a 286-percent increase over a period of four fiscal years. This can be compared to the increase in the support budget of the department from an actual expenditure of \$8,539,804 in 1961-62 to a proposed expenditure of \$10,397,900 in the 1964-65 budget year, or a 22 percent increase over this same period. Special project expenditures have therefore increased over departmental support expenditures at a ratio of 13 to 1 over the past four years.

We believe that the fixing of a maximum expenditure level of \$4,471,651 is the only practical way by which the Legislature can control rapid growth in the special project area. We believe that expenditures for special project activities, which amount to almost 50 percent of the support budget of the department, must be controlled so that the department can concentrate on carrying on its basic mission which is to work in cooperation with local health departments in the prevention of disease and the provision of a healthful environment for the people of California. We are particularly concerned with a precedent-setting proposal for incorporating some state support in the financing of one special project, the Cancer Research Facility. Budget Item 318 proposes such state support for a building in which to house the department's Cancer Field Research special project activity which is proposed to be financed in the amount of \$858,369 in federal funds during the budget year. However, as indicated above, the budget proposes

Division of Research—Continued

that the State, for the first time, shall provide \$165,350 in state funds to finance a portion of the building which is to house this project. Approval of this proposal could provide the precedent for future requests for General Fund support of other special project activities which could well amount to millions of dollars annually. Requests for substantial General Fund support might also arise if the federal government should start to cut back on the support which it presently provides to special projects. Additionally the grave danger exists that the size of the special project program will require an excessive application of the staff facility and equipment resources of the department, to the detriment of its regular public health function.

Our first specific special project recommendation is to discontinue the Division of International Health. This new division was created administratively during the current year. The budget proposes to support this division in the amount of \$125,000 with funds which are to be provided by a private foundation. The program of this division, as explained in the budget, "is to establish and maintain a pool of interested and competent individuals available for international service, the building of a training program for these individuals and the reduction of administrative deterrents for foreign service." We understand that their initial focus is to be on health problems in India and Pakistan. We do not believe that this activity is related to the mission of the department which is the development of a public health program for California. We believe that this program provides for the entry of the department into an international health area which is not and should not be the responsibility of the California State Department of Public Health. This program would more properly be directed from the existing Office of International Health, United States Public Health Service or by the financing foundation itself rather than a state department of public health.

The establishment of this new division certainly requires the attention of the director and other top staff of the department. This will reduce the amount of time this staff can spend in seeing that the department's basic program is carried out. The establishment of this new division also adds a potential source of requests for future General Fund support in the international health area. The training of individuals to carry out the public health function, both at home or abroad, is an existing function of the University of California.

Our other recommendation is to delete the attitudinal survey portion of the intensive vaccination project. This project was initiated as the result of federal legislation during the current year and is proposed to be supported in the budget year in the amount of \$500,000. This program is proposed "to provide assistance to communities in an intensified vaccination program against polio, diptheria, tetanus and whooping cough." We support the use of the \$390,000 which is devoted to the vaccination program, as such, but we recommend against the use of the remaining \$110,000 which is proposed to support the first year of a proposed three-year \$275,000 attitudinal survey to be carried on by a 26-man immunization level survey and studies staff. This statewide

Division of Research—Continued

survey is proposed to determine why the so-called "hard core," who are generally not immunized, have not utilized available immunization services. We believe that the proposal for a staff to carry out this survey at an initial expenditure of \$110,000 has not been justified. We do not believe that the pyramiding of the proposed state survey upon another survey which will also be carried out by those local health departments which enter the vaccination program, is the answer. We believe that better use of these funds could be made by the local agencies which will actually carry out the intensive immunization program.

We believe that legislative approval of our recommendation for the maintenance of special project activity at an expenditure level of \$4,471,651 will also eliminate the justification for the additional special project related positions which are identified in the earlier part of our Analysis.

Respiratory Centers

Contractual services (budget page 475, line 68) ----- \$200,000

The budget proposes, under operating expenses, that \$200,000 be made available to the State Department of Public Health for the development and support of regional respiratory rehabilitation centers.

We recommend deletion of \$200,000 for regional respiratory rehabilitation centers.

This is a proposed new program to improve the condition of the many persons suffering with severe respiratory diseases. The proposal is largely based on the results of a study titled "Chronic Respiratory Disabilities in California" which was completed in response to Senate Resolution No. 44, 1962 session. The proposal contemplates the support of two regional respiratory rehabilitation centers to serve persons with severe respiratory disabilities. One center is to be located in Northern California and the other center will be located in Southern California.

The department proposes to contract with an existing hospital or medical care institution in each of these two areas to act as a center to provide evaluation, specialized services and equipment for the severely respiratory disabled on an inpatient, outpatient, and home care basis. State funds are proposed to be used to support a core staff of skilled medical and related specialists as well as the resources and equipment required to support these centers. None of the funds will be used for the payment of the individual medical care services rendered to the projected caseload of 10-12 patients at each center.

Although the proposal does not contemplate the use of state funds to pay the costs of individual medical care, this is merely an **accounting approach** which does not really change the intent of the program in that the contracting hospital will be paid directly by the State rather than the State providing for payment to the patients who in turn would reimburse the hospital. Approval of the budget proposal would place the State on record as clearly providing medical services in a new area, respiratory diseases.

We believe that the potential magnitude of this program should be clearly set forth. The respiratory report states "that there are approx-

Division of Research—Continued

imately 25,000 citizens of California who are permanently and totally disabled from respiratory diseases'', that in 1962 177,000 chronic respiratory conditions required hospital attention and that also in 1962 a total of 2,035,000 chronic respiratory conditions required medical attention. In the face of these figures, the impact of this program will be minimal with a projected caseload of 20-24 patients statewide. We believe that it is more realistic to anticipate that the approval of the proposal will establish a policy which will lead to future requests for partial or complete state support of such major activities as the \$1,334,300, 1962-63, respiratory disease medical care program currently carried on at the Rancho Los Amigos medical facility. This program is operated by the County of Los Angeles and supported, in part, from private sources some of which, such as those from the National Polio Foundation, are being gradually withdrawn. Support is also provided by local, federal and state sources with this latter support coming from the state crippled children's program. We believe that it will be necessary to greatly expand the proposed centers and establish additional centers in other areas of the State if the proposed program is to be developed in any meaningful way.

We believe that the full extent of future state support of this potential multimillion dollar program should be clearly spelled out prior to any affirmative action by the Legislature to support a regional respiratory center program.

In addition to the question of the relatively minor impact which this program would have on the problems described in the report, and the possible implications of substantial future costs, there is serious question as to the actual objectives of the program as proposed. Before taking any action in this area, we believe that the Legislature should have satisfactory answers to at least the following questions:

1. What is the objective of the program?
2. Is it intended to provide treatment for research purposes, for demonstration purposes, for rehabilitation purposes, or is it to provide treatment for persons otherwise unable to secure treatment?
3. Is it a training program for specialists?
4. Will treatment be limited to one kind of disability, for example postpolio patients, or will the program attempt to cover the entire range of disabilities?
5. What criteria of eligibility will exist to select 20-24 patients from a potential of 202,000 cases?
6. If the program is in fact a rehabilitation program, what are the rehabilitation objectives? Vocational, family, medical, reduced treatment cost, personal, or what?
7. How does this proposal relate to the recent public interest in respiratory illnesses stemming from the Surgeon General's and other reports on the effects of cigarette smoking? How is it intended to fit into the overall picture of research and activity in that area?

Division of Research—Continued

These are only a sample of the serious policy questions raised by this proposal. We suggest, if the department is convinced that an unmet need exists in this area and that a program is appropriate to the function of the Department of Public Health, that they carefully delineate the scope and policy of such a proposal for submission to the Legislature at a future date.

DEPARTMENT OF PUBLIC HEALTH

ITEM 178 of the Budget Bill

Budget page 476

FOR SUPPORT OF MEDICAL STUDIES UNIT
FROM THE GENERAL FUND

Amount requested	\$50,000
Estimated to be expended in 1963-64 fiscal year	50,000
Increase	None

TOTAL RECOMMENDED REDUCTION	\$50,000
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Summary of Recommended Reductions

	Amount	Budget Page	Line
Medical Studies Unit	\$50,000	476	25

ANALYSIS

The 1963 Session of the Legislature authorized a unit to study public medical care programs in California.

We recommend deletion of the \$50,000 for medical care studies.

We recommend the deletion of General Fund support for this item due to the fact that the Budget Act of 1963 approved at the last session of the Legislature provided for \$50,000 of General Fund support to be matched by \$100,000 of outside reimbursements. These reimbursements were to be from foundation or other outside sources. The Budget Act also provided "that no part of the General Fund shall be expended until other funds are made available for this purpose."

However, the budget indicates that this matching of \$2 of funds from outside sources to \$1 of General Funds is not being carried out in the current year in that a matching of \$1 of state funds with only \$1 of funds from outside sources is scheduled for expenditure in the current year. This one-for-one approach is also proposed to be continued in the budget year. We believe that this proposal is clearly contrary to legislative intent as expressed in the Budget Act of 1963 and recommend deletion of General Fund support for this item.

DEPARTMENT OF PUBLIC HEALTH

ITEM 179 of the Budget Bill

Budget page 476

FOR SUPPORT OF TUBERCULOSIS LABORATORY RESEARCH
AND TESTING FROM THE GENERAL FUND

Amount requested	\$55,000
Estimated to be expended in 1963-64 fiscal year	55,000
Increase	None

Department of Public Health—Continued

ANALYSIS

The Department of Public Health was authorized under Chapter 1918, Statutes of 1961, to provide supplemental laboratory services for the control of tuberculosis during the 1961-62 and 1962-63 fiscal years including drug sensitivity tests, identification of unclassified organisms, and training for laboratory technicians.

The budget requests \$55,000 to continue these supplemental tuberculosis laboratory services. This is the same amount which is estimated to be expended in the current year.

We recommend approval of the budget as submitted.

DEPARTMENT OF PUBLIC HEALTH

ITEM 180 of the Budget Bill

Budget page 476

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

Amount requested	\$518,913
Estimated to be expended in 1963-64 fiscal year	507,005
Increase (2.4 percent)	\$11,908

Increase to maintain existing level of service..... \$11,908

TOTAL RECOMMENDED REDUCTION..... None

ANALYSIS

The Motor Vehicle Pollution Control Board is charged with the following responsibilities:

1. Determining and publishing the criteria for approval of motor vehicle pollution control devices.
2. Issuing certificates of approval for acceptable devices.
3. Exempting certain classes of vehicles from compliance with Chapter 3, Division 20, Health and Safety Code.

The board requests \$518,913 for the support of its operations during the budget year. This is an increase of \$11,908, or 2.4 percent, above the \$507,005 which is estimated to be expended in the current year. The board proposes that the existing 15.6-man staff be supplemented by four full-time and three temporary clerical positions. These positions are proposed to be largely financed by a net reduction of \$50,902 in "contractual services—others." This increase in staff is proposed to handle workload increases the board anticipates will occur as the mandatory aspects of the crankcase control device program become effective. We believe that there is a potential increase in workload due to this crankcase control program and agree that the board should have a staff which is adequate to carry out this activity. However, we are concerned with the proposal for a larger permanent staff for a program, the workload potential of which can only be estimated and which will have temporary peaks of activity. We also believe that this activity may level off or decline in the next year or two. We feel that the proposal for additional permanent staff is premature.

Rehabilitation

General Activities

Department of Public Health—Continued

1 *Administrative assistant I (budget page 477, line 12)*----- \$7,080

This position is proposed to handle business services and the auto test fleet. The position will also provide administrative assistance to the executive officer and to the assistant to the executive officer so that they can meet increasing demands for liaison with state and enforcement agencies, device manufacturers, news media, the auto service industry and the public.

We recommend approval of \$7,080 for one administrative assistant I for the budget year only.

1 *Associate engineer (budget page 477, line 13)*----- \$9,036

1 *Junior engineer (budget page 477, line 14)*----- 6,744

These positions are proposed to provide for surveillance of the crankcase devices which are installed on used vehicles in order to insure quality control of devices and the level of capability of the installers of these devices.

We recommend approval of \$15,780 for one associate engineer and one assistant engineer for the budget year only.

1 *Intermediate stenographer (budget page 477, line 15)*----- \$3,948

This position would provide clerical support to the three administrative and engineering positions proposed above.

We recommend approval of \$3,948 for one intermediate stenographer for the budget year only.

Temporary help (budget page 477, line 16)-----\$12,000

Temporary help in the amount of \$12,000 is proposed to provide clerical services associated with the anticipated increase in phone calls and letters as the crankcase control device requirement becomes effective. Temporary help in the amount of \$6,500 was approved administratively during the current year.

We recommend approval of \$12,000 for temporary help for the budget year only.

DEPARTMENT OF REHABILITATION

General Activities

The State Department of Rehabilitation was established by Chapter 1747, Statutes of 1963, and officially came into being as of October 1, 1963. The department has assumed the responsibility for a number of rehabilitation programs which were previously in the State Department of Education.

Programs in the vocational rehabilitation field include the statewide Division of Vocational Rehabilitation and a number of special projects.

Programs in the blind rehabilitation field are directed by the Division of Rehabilitation of the Blind and include blind rehabilitation counselors, the Orientation Center for the Blind which is soon to be located in Albany, Business Enterprise Program for the Blind, Field Rehabilitation Services for the Blind, California Industries for the Blind production centers located in Berkeley, Los Angeles and San Diego and

General Activities—Continued

opportunity work centers for the blind located in Los Angeles, Berkeley and San Jose.

The department also administers a 100-percent federally financed old age and survivors insurance disability certification program.

The budget presentation of the Department of Rehabilitation is divided into three major segments including the general activities budget of the department and separate budget presentations for the Orientation Center for the Blind and California Industries for the Blind.

General Activities

DEPARTMENT OF REHABILITATION

ITEM 181 of the Budget Bill

Budget page 483

FOR SUPPORT OF GENERAL ACTIVITIES
FROM THE GENERAL FUND

Amount requested \$4,878,951

Estimated to be expended in 1963-64 fiscal year 3,912,801

Increase (24.6 percent) \$966,150

Increase to maintain existing level of service \$766,684

Increase to improve level of service 151,294

Increase for new service 48,172

TOTAL RECOMMENDED REDUCTION \$123,564

Summary of Recommended Reductions

	Total amount	General fund	Federal	Local	Budget Page	Line
Division of Vocational Rehabilitation Administration						
Operating expenses						
Purchase of consultative services—sheltered workshops	\$10,000	\$4,920	\$5,080	—	487	49
Vocational guidance and placement						
14 Vocational rehabilita- tion counselors	99,120	41,921	50,119	\$7,080	488	24
4 Job development special- ists	28,320	14,036	14,284	—	488	25
Program augmentation supporting staff	113,000	55,607	57,393	—	488	22, 26, 28, 29
Division of Rehabilitation for the Blind						
Business Enterprise Program for the Blind						
1 Business enterprise offi- cer I	7,080	7,080	—	—	492	50
	\$257,520	\$123,564	\$126,876	\$7,080		

General Activities—Continued

ANALYSIS

An appropriation of \$4,878,951 is requested from the General Fund to finance the general activities of the department, including special projects. This proposal is \$966,150, or 24.6 percent, above the \$3,912,801 estimated current year expenditures in this area. The major components of this increase include vocational guidance and placement workload positions; transfer of the mental hygiene project from special project financing to base program financing; and the fact that some of the general activity was financed for only nine months in the current year and is now proposed to be financed for a full year. The remaining portion is this increase of \$966,150 can be largely attributed to a program augmentation of \$520,560.

Some of the general activities of the department are funded at a base program rate in which 50.79 percent is supported by federal funds and 49.21 percent is supported by General Fund financing. Special projects are funded under varying federal-state financing formulas as set forth in our analysis of each project. Blind rehabilitation activities are also funded by various federal-state financing formulas.

Division of Departmental Administration

This division includes the executive office and general administrative services including fiscal and personnel services. Twelve and one-half positions were transferred from the Department of Education, and seventeen new positions, including the director, deputy director, etc., were established administratively during the current year and are proposed to be continued in the budget year.

We recommend approval of these seventeen positions.

Division of Vocational Rehabilitation

This division offers diagnosis and evaluation, vocational guidance and other services designed to enable a disabled individual to be placed on a permanent job.

Administration

1 Associate workshop consultant (budget page 487, line 31)-----	\$9,036
1 Intermediate stenographer-clerk budget page 487, line 32)-----	4,452
Purchase of consultative services—sheltered workshops (budget page 487, line 49)-----	60,000

Two positions and \$10,000 of contractual consulting services under operating expenses are proposed on a workload basis to serve the increased number of both private and public workshops in the State including the six Department of Rehabilitation operated centers and workshops. This staff will be assigned to Southern California to relieve the existing consultant of his Southern California workload.

We recommend approval of \$13,488 for one associate workshop consultant and one stenographer-clerk. We recommend the deletion of

Division of Vocational Rehabilitation—Continued

\$10,000 in operating expenses for purchase of consultative services—sheltered workshops.

Our recommendation for approval is on the basis of the department's intention that these positions will work with the six recently acquired departmental centers and workshops in an attempt to resolve some of the problems which have resulted in recurrent financial losses, and a financial burden on the General Fund for many years. The 1959 session of the Legislature established the consultative workshop program for rehabilitation workshops and this program has continued to grow to the point that the proposed workshop consultant plus clerical support appears to be justified on a workload basis. However, we do not believe that an additional \$10,000 for the purchase of consultative service—sheltered workshops is justified. Funds were made available in 1960 so that contracts could be entered into with six technical consultants to help workshops solve their problems. By the 1962-63 fiscal year, this program had grown to the \$44,819 which was spent to enter into contracts with 12 technical consultants and in the current year \$50,000 is proposed to be expended on this program. This consultation program has had a rapid growth and the additional \$10,000 appears to represent an unjustified improvement in the level of consultative services which are provided to rehabilitation workshops.

Vocational Guidance and Placement

A total of 78.5 new positions are proposed to carry on the activity of this unit during the budget year.

1 Supervising vocational rehabilitation counselor II (budget page 488, line 20) ----- \$8,604

One supervising counselor II is proposed to direct the activity of a proposed district office in the San Bernardino area. This position is proposed at the same supervisory level as the chief of each of the existing 10 district offices.

We recommend approval of \$8,604 in salaries and wages for one supervising vocational rehabilitation counselor II.

1 Supervising vocational rehabilitation counselor I (budget page 488, line 20) ----- \$7,800

6 Vocational rehabilitation counselors (budget page 488, line 24) ----- 42,480

7 Intermediate stenographers (budget page 488, line 26) ----- 31,164

1 Medical consultant—intermittent (budget page 488, line 28) ----- 12,696

These 15 positions are proposed on a program workload basis for assignment to the various rehabilitation offices. The supervising counselor is based on existing workload ratios for supervisory positions. Six counselor positions are proposed on the existing counselor to population ratio (one counselor to each 80,830 of the state population between 16

Division of Vocational Rehabilitation—Continued

its own decision as to whether it wishes to establish and maintain a locally developed and directed program concerned with the evaluation and counseling of educable mentally retarded students. We are also concerned with the implications for ultimate state costs of this new program when we consider that we have 1,585 school districts in California including 1,178 elementary, 203 high school, 155 unified and 49 junior college districts.

4 *Job development specialist (budget page 488, line 25)-----* \$28,320

The budget proposes a new job development program to be carried out by four job development specialists assigned to four metropolitan district offices to continually survey job placement opportunities.

We recommend a reduction of \$28,320 in salaries and wages for four job development specialists.

We agree that the department can improve efficiency by developing job placement opportunities on a specialized basis. This can be accomplished by assigning qualified counselors to this activity. This approach will reduce the total job placement time spent by existing counselors and thus result in a more efficient use of counselor time. The net effect should be a significant increase in counselor time available to the entire vocational rehabilitation program. We therefore, believe that no additional positions should be created to carry out the proposed new job development program as this program can be implemented by a reassignment of existing staff of the department.

4 *Supervising vocational rehabilitation counselors I (budget page 488, line 22)-----* \$31,200

1 *Medical consultant (intermittent) (budget page 488, line 28)-----* 12,696

1 *Vocational psychologist (budget page 488, line 29)-----* 8,604

18 *Intermediate stenographers (budget page 488, line 26)-----* 80,136

A total of \$132,636 in salaries and wages is proposed for 24 supporting staff to the proposed program augmentation staff. This program augmentation staff consists of the twenty-one vocational rehabilitation consultants and job development specialists which have previously been analyzed.

We recommend a reduction of \$113,000 in salaries and wages for supporting staff to the program augmentation positions. We recommend approval of the balance of \$19,636 in salaries and wages for program augmentation supporting staff.

We have recommended approval of approximately 14 percent of the program augmentation positions. We are therefore recommending approval of \$19,636, or 14 percent, of the proposed \$132,636 in salaries and wages for positions to support such program staff. The decision as to the actual positions to be established with this \$19,636 allocation should be left to the administration.

Division of Vocational Rehabilitation—Continued
Operating Expenses

A total of \$527,544 is proposed to increase case service funds from \$21,644 to \$25,000 for each experienced counselor and from \$10,000 to \$12,500 for each new counselor.

We recommend approval of \$527,544 for increased case service funds.

The budget justification indicates that since 1956-57 allowances for case services have increased only 13.9 percent while the case service items of cost have increased approximately 30 percent.

Special Projects

In addition to the Mental Hospital Project, which has previously been recommended for base program financing, the department conducts three other special projects: Rehabilitation Services to Recipients of Public Assistance; Rehabilitation Services to Recipients of Old Age Survivors Insurance; and Services to the Industrially Injured.

Rehabilitation Services to Recipients of Public Assistance Project

This program was initiated in 1962-63 and was planned to continue for a three year period. The project is staffed with 18.2 positions during the current year and \$131,253 in salaries and wages for these same 18.2 positions is proposed for the budget year. Seventy-five percent of the cost of this project is financed by federal funds and 25 percent from the General Fund.

We recommend approval of \$131,253 in salaries and wages for 18.2 positions for the budget year only.

The 1963 General Session of the Legislature approved this project for continuation through June 30, 1964 with a progress report to be submitted if the project was proposed to be continued. This report has been received and on the basis of this report we believe that this project should be continued for the budget year only. This will enable the project to meet the original planning objective of being conducted over a three year period.

The project is designed to test the procedure of placing vocational rehabilitation counselors in county welfare offices, to work with county welfare social workers in early evaluation of applicants for public assistance so as to determine if a disability or health problem contributes to the problem of dependency and, where indicated, the value of early referral and vocational rehabilitation services to these applicants.

**Rehabilitation Services to Recipients of Old Age
and Survivors Insurance Project**

This project was initiated in 1961-62 and was planned to be conducted over a four year period. The project was staffed with 4.7 positions during the current year and \$34,695 in salaries and wages for these same 4.7 positions is proposed for the budget year. Eighty percent of the cost of this project is financed by federal funds and 20 percent from the General Fund.

We recommend approval of \$34,695 in salaries and wages for 4.7 positions for the budget year only.

Special Projects—Continued

The 1963 General Session of the Legislature approved this project for continuation through June 30, 1964, with a progress report to be submitted if the project was proposed to be continued. This report has been received and on the basis of this report we believe that this project should be continued in the budget year only. This will enable the project to meet the original planning objective of being conducted over a four year period.

This project is designed to determine the advisability of serving the severely disabled of an advanced age who are receiving OASDI cash benefits and who, after adjudication of their claims for benefits, were screened by disability certification counselors as having little potential of returning to gainful employment. Counselors assigned to the project on a sampling basis further evaluate these cases, often using rehabilitation centers and rehabilitation workshops in the evaluative process. All those served through this project are severely disabled and of advanced age. If, after total evaluation, there appears a reasonable possibility of the individual benefiting from vocational rehabilitation service, a rehabilitation program is started. At the present time conclusions as to the results obtained cannot be made, and one more year is required to make a reliable evaluation.

Services to the Industrial Injured Project

This project was initiated in the current year and is limited to June 30, 1965 or a period of two fiscal years. A lump-sum appropriation of \$300,000 was approved to finance this program. During the current year 21.3 positions have been administratively approved and \$143,512 in salaries and wages is proposed to continue these same 21.3 positions during the budget year. The program was originally budgeted at the base program rate of 50.79 percent of federal funds to 49.21 of General Fund financing. However, some federal special project funds have been available during 1963-64 and an additional amount will be made available in 1964-65. This will enable the General Fund share of the financing of this program to drop from \$120,870 in 1963-64 to \$77,928 in 1964-65, or a reduction of \$42,942. During the budget year approximately 75 percent of the cost of this project will be financed by federal funds and 25 percent by the General Fund.

We recommend approval of \$143,512 in salaries and wages for 21.3 positions for the budget year only.

This project is designed to increase emphasis of services to the industrially injured through increased referral from the Department of Industrial Relations and other sources. This approval is recommended for the budget year only due to the fact that this project will terminate as of June 30, 1965, the end of the budget year.

Division of Rehabilitation of the Blind

Administration

1 Chief (budget page 492, line 17)-----	\$13,173
1 Senior stenographer (budget page 492, line 17)-----	5,487

Division of Rehabilitation of the Blind—Continued

This office provides administrative direction to the division. During the current year a chief for the Division of the Blind and a senior stenographer were established administratively. These positions are proposed to be continued in the budget year.

We recommend approval of \$18,660 in salaries and wages for one chief, Division of the Blind, and one senior stenographer.

Operating Expenses

<i>Contractual services for blind residents (budget page 492, line 27)</i>	\$75,000
<i>Payments to blind residents (budget page 492, line 28)</i>	3,300

The department proposes \$75,000 in contractual services to provide housing for blind residents and \$3,300 in payments to blind residents.

We recommend approval of \$75,000 in contractual services for blind residents and \$3,300 in payments to blind residents for the budget year only. We further recommend that the department be directed to look to the resources of the Department of Social Welfare to care for these blind residents no later than June 30, 1965.

The department assumed an obligation of the State to provide housing and care to 14 former permanent residents of the original Oakland Orientation Center for the Blind who were moved from the center when the Division of Highways took over the grounds of the center. These residents have been relocated through contractual arrangements in a private rest home. Although no additional permanent residents will be accepted for care by the department, we believe that the provision of such care is not related to the rehabilitation function of the department. The department should be directed to make suitable arrangements for a transfer of the responsibility for care of these blind residents to the State Department of Social Welfare no later than June 30, 1965.

Business Enterprise Program for the Blind

<i>1 Business enterprise officer I (budget page 492, line 50)</i>	\$7,080
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One additional business enterprise officer is proposed on the basis of workload to meet an estimated increase in the number of business enterprise facilities and to reduce the number of facilities supervised by the presently authorized business enterprise officers.

We recommend a reduction of \$7,080 in salaries and wages for one business enterprise officer I.

During the current fiscal year, the present five business enterprise officers are each supervising 38 vending stands, snack bars, or cafeterias and the present two supervising business enterprise officers are each supervising 25 facilities. The position is proposed to allow for a reduction in the present business enterprise officer workload from the supervision of an average of 38 to 35 facilities each, while the supervising business enterprise officers would continue to supervise 25 facilities. This proposal also allows for the supervision of an additional 20 facili-

Division of Rehabilitation of the Blind—Continued

ties that are estimated will be added to the existing 236 facilities during the budget year.

We are aware of no deficiencies presently existing in the program which might be corrected by this proposed position. We have received no information as to the benefits to the program which can be expected to accrue if this position is authorized. An additional business enterprise officer was approved for the current year and we believe that the program can be adequately supervised with existing staff.

Field Rehabilitation Services for the Blind*3 Intermediate stenographers (budget page 493, line 22) \$13,356*

Three clerical positions are proposed to provide clerical assistance to the twenty-four teacher-counselors who carry out a statewide home teaching and counseling program for the blind.

We recommend approval of \$13,356 in salaries and wages for three intermediate stenographers for the budget year only.

These three clerical positions would be located in district offices of the Division of Vocational Rehabilitation. We support the principle of providing clerical assistance to the field teachers. This assistance should relieve these teacher-counselors of clerical duties so that more professional time can be spent in the teaching and counseling of blind clients. However, we have serious reservations as to whether these positions will be utilized effectively, in terms of the control and supervision of these proposed employees. These positions will be part of an agency within the Division of Rehabilitation of the Blind but will be physically located in offices of the Division of Vocational Rehabilitation. We are also concerned as to the proper scheduling between the teacher-counselors who are to take advantage of this clerical service and the proposed clerical staff so that the most effective use can be made of these clerical positions. We believe that these problems should be resolved during the budget year and this in turn forms the basis of our recommendation for approval of these three positions for the budget year only.

Old Age and Survivors Insurance Disability Certification Program

1	<i>Supervising vocational rehabilitation counselor I</i> <i>(budget page 495, line 21)-----</i>	<i>\$9,480</i>
5	<i>Vocational rehabilitation counselors (budget page 495,</i> <i>line 23) -----</i>	<i>38,748</i>
1	<i>Senior typist-clerk (budget page 495, line 26)-----</i>	<i>5,280</i>
4	<i>Intermediate typist-clerks (budget page 495, line 25)-----</i>	<i>18,060</i>
2.5	<i>Medical consultants—intermittent (budget page 495,</i> <i>line 27) -----</i>	<i>40,821</i>

This program is 100-percent financed from the federal Social Security Fund. It involves the disability certification program for Old Age and Survivors Insurance.

During the current year, 9.5 positions were administratively approved on a workload basis and the budget proposes \$112,389 in salaries

Division of Rehabilitation of the Blind—Continued

and wages for these 9.5 positions plus an additional 4 positions for a proposed total of 13.5 positions.

We recommend approval of \$112,389 for 13.5 positions to staff this program.

This program is presently carried out by 144 positions. The proposed positions have been justified on the basis of a 15 percent increase in case receipts during the last fiscal year and at the request of the federal government a broadening of the vocational development duties of the counselors who are assigned to this program. The total number of personnel is also directly related to the number of cases adjudicated.

**Department of Rehabilitation
CALIFORNIA INDUSTRIES FOR THE BLIND**

Summary

There are three state operated and subsidized production centers for blind and physically handicapped workers located in Berkeley, Los Angeles, and San Diego. These centers produce, within the competence of handicapped workers, a great variety of useful articles which are sold. Central administration is provided from an office located in Sacramento.

The program is presently supported from two sources: appropriations from the General Fund and income from the Industries for the Blind Manufacturing Fund. The General Fund appropriation, which is proposed to be \$374,551 in the budget year, provides for administrative costs and physical plant operating expenses. All other costs, with the exception of \$5,333 in federal funds, including the expenses of the central office in Sacramento, are supported from the Blind Manufacturing Fund.

We have continued to express our concern as to the inability of this center program to operate on a self-sufficient basis, i.e., without General Fund support. We believe that the California Industries for the Blind should be able to function as a self-sufficient unit without General Fund support within the next few years. To achieve this end we have urged that a sound and efficient production program be established and that a comprehensive sales program be developed to sell these goods. Sales have, in fact, dropped from \$2,725,234 in 1958-59 to a low of \$2,129,846 in 1959-60 and in 1962-63 had risen to only \$2,527,418 or \$197,816 below 1958-59 sales. The Industries for the Blind is certainly too heavily dependent on federal business orders with 75 percent of total sales in 1962-63 attributable to federal contracts and orders.

At the 1963 General Session, the Senate Finance Committee directed, in part, that "the management of the California Industries for the Blind be directed to strive for the eventual operation of the centers without General Fund support." To achieve this end a comprehensive sales program is to be developed so as eventually to place the California Industries for the Blind on a self-supporting basis. This will relieve the General Fund of its current obligation to support the 1964-65 program in the estimated amount of \$1,767 for each of the industry's 215 em-

California Industries for the Blind—Continued

ployees. The committee also directed our office to periodically review the development of this program.

We have discussed this matter in detail with the administrative staff of the Department of Rehabilitation. They advised that while the department has only been in existence for a few months, they have attempted to give top priority to the problems of the California Industries for the Blind. The first step which they have taken has been to strengthen management by filling the position of production and planning engineer with the former manager of the Los Angeles Center who has had 20 years of industrial management experience. The assignment of this individual to the direct line responsibility for production at the centers has freed the general manager so that he can carry on detailed studies of other aspects of the program which need immediate attention.

They have also given high priority to a review of the entire sales program of the California Industries for the Blind upon which they realize depends the ultimate success of the program. They assure us that they will proceed to develop immediately a more rational system of sales of California Industries products.

We are in agreement with the limited progress which has been made to date and will closely follow the department's progress in solving the sales and other major problems of the industries during 1964.

We anticipate that we will be able to present a comprehensive report to the 1965 General Session of the Legislature as to the steps which the department has taken to meet the problems of the program and place the Industries for the Blind on a self-sustaining basis.

**Department of Rehabilitation
BERKELEY CENTER, INDUSTRIES FOR THE BLIND**

ITEM 182 of the Budget Bill

Budget page 497

**FOR SUPPORT OF BERKELEY CENTER, INDUSTRIES FOR
THE BLIND, FROM THE GENERAL FUND**

Amount requested	\$168,580
Estimated to be expended in 1963-64 fiscal year	171,865
Decrease (1.9 percent)	\$3,285

TOTAL RECOMMENDED REDUCTION None

ANALYSIS

This center's budget request represents a decrease of \$3,285 (1.9 percent) below the estimated 1963-64 expenditure of \$171,865. This decrease can be attributed to a federal matching grant of \$5,333 to assist in supporting the Berkeley Center's cost of providing on-the-job training for new workers as a rehabilitation service.

We recommend approval.

No new positions are proposed and the budget request will maintain the existing level of service at the center. See preceding discussion which covers all three centers.

Department of Rehabilitation

LOS ANGELES CENTER, INDUSTRIES FOR THE BLIND

ITEM 183 of the Budget Bill

Budget page 499

FOR SUPPORT OF LOS ANGELES CENTER, INDUSTRIES
FOR THE BLIND, FROM THE GENERAL FUND

Amount requested	\$140,783
Estimated to be expended in 1963-64 fiscal year	139,030
Increase (1.3 percent)	\$1,753
Increase to maintain existing level of service	\$1,753

TOTAL RECOMMENDED REDUCTION None

ANALYSIS

The budget request for this center represents an increase of \$1,753 (1.3 percent) over the estimated 1963-64 expenditure of \$139,030.

We recommend approval.

No new positions or increases in level of service are part of the budget proposal. See preceding discussion which covers all three centers.

Department of Rehabilitation

SAN DIEGO CENTER, INDUSTRIES FOR THE BLIND

ITEM 184 of the Budget Bill

Budget page 500

FOR SUPPORT OF SAN DIEGO CENTER, INDUSTRIES
FOR THE BLIND, FROM THE GENERAL FUND

Amount requested	\$65,188
Estimated to be expended in 1963-64 fiscal year	64,353
Increase (1.3 percent)	\$835
Increase to maintain existing level of service	\$835

TOTAL RECOMMENDED REDUCTION None

ANALYSIS

The budget request for the San Diego Center provides for an increase of \$835 (1.3 percent) above estimated 1963-64 expenditures of \$64,353.

We recommend approval.

No new positions or increase in level of service are involved in the budget proposal. See preceding discussion which covers all three centers.

**Department of Rehabilitation
ORIENTATION CENTER FOR THE BLIND**

ITEM 185 of the Budget Bill

Budget page 501

**FOR SUPPORT OF ORIENTATION CENTER FOR THE BLIND
FROM THE GENERAL FUND**

Amount requested	\$143,227
Estimated to be expended in 1963-64 fiscal year	257,545
Decrease (44.8 percent)	\$114,318

TOTAL RECOMMENDED REDUCTION **None**

ANALYSIS

The Orientation Center accepts blind persons, with emphasis on the newly blind, as trainees in an intensive program directed toward assisting those trainees in solving the problems associated with blindness. The present program includes travel training, daily living, Braille typing, home economics, business methods, shop, etc., while other services are made available by the Division of Vocational Rehabilitation so that some of these trainees may become entirely self-supporting.

During the current year, a total of 80 students will be trained at the center. The center provides an individually developed resident training program which may extend for six or more months.

In July 1964 the center will move from temporary quarters in Oakland to a new permanent center in Albany which is now under construction. The new center will allow for a maximum average enrollment of approximately 40 students at any one period of time versus the maximum average capacity of 20 students at the existing quarters in Oakland. However, it is anticipated that the average enrollment will not exceed 32 during the 1964-65 budget year.

The formation of the Department of Rehabilitation also made the center eligible for federal matching grants. These grants are estimated at \$147,826 in the budget year, and, therefore, despite a proposed increase in total program expenditures of \$33,508 during the budget year, General Fund support to the center will decrease from \$257,545 in the current year to \$143,227 in the budget year.

The budget proposes 8.5 positions to augment the existing 29.3 man staff of the school. These positions have been justified on the basis of the increased workload associated with the occupancy of the new facility in Albany.

2 Teachers (budget page 501, line 68).....\$14,160

Two teachers are proposed to supplement the present seven-man instructional staff.

We recommend approval of \$14,160 in salaries and wages for two teachers.

These two teacher positions will be assigned to Braille writing and typing, business principles and methods and student counseling.

1 Cook (budget page 501, line 70).....\$4,674

2.5 Food service assistant (budget page 501, line 71)..... 8,862

Orientation Center for the Blind—Continued

One cook is proposed to work with the existing cook at the center. 2.5 food service assistants are proposed to be added to the existing 2.5 food service assistant staff. The proposal includes 0.5 of a position which was approved administratively during the current year.

We recommend approval of \$13,563 in salaries and wages for one cook and 2.5 food service assistants.

These positions are proposed on the basis of the workload involved in the extension of the present feeding operation from five days to seven days per week and the increased number of students in the new centers. We are recommending approval of these positions on the condition that no further care and subsistence positions will be needed to meet the growth of the center from the budget year's average of 32 to a maximum average of 40 students.

1 Groundsman (budget page 501, line 73)----- \$4,788

2 Janitors (budget page 501, line 74)----- 8,088

One groundsman is proposed to work with the one existing groundsman and the two janitors are proposed to work with the one existing janitor.

We recommend approval of \$12,876 in salaries and wages for one groundsman and two janitors.

The one groundsman position is proposed on the basis of grounds area to be serviced and the two janitor positions are proposed on the square footage to be maintained as well as the necessity of providing 24-hour employee coverage of the new center. We are also recommending approval of these positions on the condition that no further plant operation positions will be needed to meet the growth of the center from the budget year's average of 32 to a maximum average of 40 students.

**Social Welfare
Summary**

The number of persons receiving benefits or services from the various social welfare programs continues to increase at a rapid rate. The 1964-65 budget estimates that 915,000 persons will receive aid or services costing \$959,500,000. This represents an increase of 165,000 or 22 percent over the 750,000 persons estimated to receive aid and services at an estimated cost of \$830,554,543 during the current budget year. These figures include federal, state and county funds for grants-in-aid, medical care, licensing, adoptions, administrative costs and miscellaneous special services. A summary of social welfare costs appears below.

SUMMARY OF SOCIAL WELFARE COSTS
(Costs in millions of dollars)

State, County and Federal Funds

<i>Categorical aids</i> ¹	<i>Actual—1952-53</i>		<i>Actual—1962-63</i>		<i>Estimate—1963-64</i>		<i>Estimate—1964-65</i>	
	<i>Cost</i>	<i>Caseload</i>	<i>Cost</i>	<i>Caseload</i>	<i>Cost</i>	<i>Caseload</i>	<i>Cost</i>	<i>Caseload</i>
Aid to the blind ² -----	\$12.2	11,681	\$19.2	12,491	\$19.4	12,255	\$21.0	12,975
Aid to the disabled -----	-	-	34.6	27,862	58.2	42,970	91.2	65,570
Aid to families with dependent children	77.8	165,435	202.0	352,792	233.0	419,710	274.0	484,220
Old age security -----	225.7	271,573	335.0	259,715	351.0	266,460	367.8	275,330
Medical assistance for the aged-----	-	-	54.8	-	77.8	-	99.8	-
Total aid, medical care and caseloads...	\$315.7	448,689	\$645.6	652,860	\$739.4	741,395	\$853.8	838,095
Costs other than aid ³ -----	24.4		74.3		91.1		105.6	
	\$340.1		\$719.9		\$830.5		\$959.4	

¹ Includes public assistance medical care.

² Consists of aid to the blind and aid to the potentially self-supporting blind.

³ Consists of state and county administrative costs, licensing, adoptions, special projects, training programs, rehabilitation services and child welfare services.

Orientation Center for the Blind—Continued

The State's share of total estimated welfare costs for 1964-65 compared to 1963-64 is as follows:

State General Funds Comparison of Social Welfare Costs—1963-64 to 1964-65			
	<i>Estimated 1963-64</i>	<i>Estimated 1964-65</i>	<i>Percent increase</i>
Categorical Aids:			
Aid to the blind and aid to potentially self-supporting blind -----	\$9,904,100	\$10,948,700	10.5
Aid to the disabled -----	30,484,300	48,782,800	60.0
Aid to families with dependent children -----	90,649,500	108,517,500	19.7
Old age security -----	156,450,000	165,919,200	6.1
Medical assistance for the aged -----	18,567,000	23,793,600	28.1
Adoptions—local assistance -----	4,759,047	5,456,284	14.6
Licensing—local assistance -----	1,550,400	1,620,045	4.5
Other local assistance -----	943,781	995,012	5.4
State operations -----	4,313,088	4,776,802	10.8
Total -----	\$317,621,216	\$370,809,923	16.7

Cost increases result mainly from legislation passed during the 1963 General Session and cost of living grant increases.

The single most important bill of the 1963 session was A.B. 59 (Chapter 510). Major provisions of the bill include:

1. The exemption of earnings of welfare recipients when considering the size of the grant to the extent permissible by federal law.

2. The establishment of a uniform application process for all programs which results in recipients receiving aid sooner, usually the first day of the month following the date of application, and in emergencies immediately.

3. The Aid to Needy Children (now Aid to Families with Dependent Children—AFDC) program was expanded to include families with unemployed or underemployed parents, effective February 1, 1964. Provisions also required counties to establish work experience and vocational training programs. The average AFDC caseload is estimated to increase from 403,200 in 1963-64 to 467,200 in 1964-65. This increase of 64,000 persons, or approximately 16,000 families, is due primarily to the unemployed parent program expansion.

4. Public assistance medical care benefits in the blind programs were extended to include hospitalization and nursing care for persons under 65. If they are 65 or over, they are eligible to receive benefits from the medical assistance for the aged program.

5. State residence, as an eligibility requirement, was repealed from welfare programs for the blind.

6. A provision is added to the Welfare and Institutions Code to provide for special supplementary grants to pay for attendant services for recipients receiving Aid to the Blind or Aid to the Potentially Self Supporting Blind.

Orientation Center for the Blind—Continued

7. Aid to the Blind recipients are now permitted to accumulate any additional amount of income and resources for 12 months in order to fulfill a plan for self-support.

8. The definition of disability was modified in the Aid to the Disabled program, effective January 1, 1965. The Department of Social Welfare estimates that 70 percent of one-person general relief cases will be transferred to the Aid to the Disabled program. The definition of "totally disabled" will read in part, "... the impairment substantially precludes the individual from engaging in useful occupations within his competence, such as holding a job or homemaking." A person must be permanently impaired but his impairment may be either physical or mental.

9. An annual cost-of-living escalator clause was created for Aid to the Disabled recipients.

10. The residence requirement for aid to the disabled recipient was reduced from five to three out of the last nine years.

11. The scope of coverage in the Medical Assistance to the Aged Program was expanded to provide benefits immediately in county or contract hospitals or nursing homes. Previously benefits did not begin until the 31st day of confinement. Benefits will now also be paid from the first day of the month following the date of entry into a nursing home. Finally, benefits begin in any facilities not covered above such as private hospitals either on the 31st day of confinement or after the cost reaches \$3,000, whichever is sooner. Any benefits being provided within the first 30 days will be financed from federal and county funds in any of the above situations.

12. A new Medical Assistance for the Aged provision was added which provides that county and federal funds can be used to make retroactive payments up to three months prior to the date of application for aid.

13. Responsible relatives' provisions were repealed for the Medical Assistance for the Aged program.

All provisions relating to the Medical Assistance for the Aged program became effective immediately by emergency measure.

One major social welfare bill—A.B. 2540 (Chapter 1988)—transferred all medical special needs to the Public Assistance Medical Care (PAMC) program and increased available funds from a maximum average of \$15 to \$17.50 per month per recipient. This will effect all categorical aid programs. In theory there is not intended to be any increased cost because recipients' grants are supposed to be reduced by the amount of their medical special needs since such needs will now be met under the Public Assistance Medical Care program. Although we have no means of verifying whether in fact the theory has proven to be valid, it is noticed that the average grants estimated for 1964-65 are all higher, not lower, than either actual average grants in 1962-63; or estimated average grants in 1963-64. Conversely, average medical vendor payments are not estimated to increase. Thus, estimates for

EDUCATION LIBRARY

Item 185

Rehabilitation

Orientation Center for the Blind—Continued

1964-65 do not appear to reflect the theoretical effect of A.B. 2540. Actual, estimated and proposed average grants are as follows:

Public Assistance Programs Average Grants			
<i>Program</i>	<i>Actual 1962-63</i>	<i>Estimated 1963-64</i>	<i>Proposed 1964-56</i>
Aid to the Blind-----	\$112.65	\$117.52	\$119.90
Average medical vendor payment -----	14.56	14.43	14.63
Aid to the Disabled -----	88.63	93.52	96.12
Average medical vendor payment -----	14.89	19.92	19.73
Aid to Families with Dependent Children— average grant per person-----	42.22	41.79	41.80
Average medical vendor payment -----	3.73	2.75	3.76
Old Age Security -----	93.48	96.31	97.63
Average medical vendor payment -----	14.01	13.44	13.69

No grant increase bills were passed by the 1963 Legislature. Although cost of living adjustments will increase maximum and average grants, increased outside income such as social security should offset some of the increase in the adult programs.

Senate Bill 1117 (Chapter 1916, Statutes of 1963) transferred several responsibilities from the State Social Welfare Board to the State Department of Social Welfare. Effective October 20, 1963, the director is now responsible for adopting regulations, deciding appeals and establishing merit system standards. The board will now be advisory in character and has been charged with the responsibility of advising the Governor and the Legislature in broad areas of program evaluation and policy regarding future program growth.

Future growth in the terms of numbers of persons receiving benefits from, and in the cost of, California's welfare programs can be expected. Projected population growth will undoubtedly produce additional increments of needy people. The size of welfare programs is directly related to population and additionally is responsive to changing social and economic attitudes. Estimates of the dimensions of the poverty problem in the nation and in California vary with the statistical bases and techniques, and the definition of the problem employed by the estimator. However, it is apparent that despite the growth in caseload and in cost which has occurred in the past, the present scope of welfare programs does not provide complete coverage. Although eligibility requirements for most programs have been relaxed in recent years and caseloads have increased as a result, they still are below their statistical potentials. Standards of care have been improved but are still attacked as being inadequate in many quarters.

In the absence of abrupt changes in the social and economic conditions upon which our present welfare programs are based, we can only conclude that they will continue to grow at a faster rate than population.

Social Welfare

Item 186

ITEM 186 of the Budget Bill

Budget page 503

FOR SUPPORT OF THE DEPARTMENT OF SOCIAL WELFARE FROM THE GENERAL FUND

Amount Requested from General Fund -----	\$4,776,802
Federal Funds -----	3,511,941
Total -----	\$8,288,743
Estimated to be expended in 1963-64 fiscal year -----	7,543,759
Increase (9.9 percent) -----	\$744,984
Increase to maintain existing level of service -----	\$516,276
Increase to improve level of service -----	105,494
Increase for new service -----	123,214

TOTAL RECOMMENDED REDUCTION ----- \$179,627

Summary of Recommended Reductions		Budget	
	Amount	Page	Line
Direct Operations:			
Adoptions:			
3 Adoptions caseworkers -----	\$23,525	503	64
Medical Care:			
1 Medical program consultant I -----	15,323	504	21
0.5 Pharmacist -----	5,206	504	22
3 General auditors II -----	23,864	504	23
1 Accounting technician II -----	5,563	504	24
1 Intermediate stenographer -----	5,063	504	25
Consultant services—hearing improvements -----	14,500	504	26
Management Support:			
Central Services:			
1 Social service administrator I -----	11,112	504	69
1 Manual technician -----	9,098	504	70
Fiscal:			
1 Associate administrative analyst (accounting systems) -----	11,112	504	27
Reporting:			
1 Associate research analyst -----	9,883	504	58
1 Junior research analyst -----	6,834	504	60
Standardization and Direction of Services:			
1 Social service consultant III -----	9,685	505	8
3 Employment consultants I -----	28,859	505	9

ANALYSIS

The 1964-65 budget request for support of the State Department of Social Welfare totals \$8,288,743 of which \$4,776,802 is from the General Fund and \$3,511,941 from federal grants. This is a total increase of \$744,984, or 9.9 percent, over the \$7,543,759 estimated to be expended in the current year. The actual expenditures for the previous fiscal year, 1962-63, including \$135,051 of state and federal funds for the now inactivated Welfare Study Commission totaled \$6,729,841.

Personal Services—Direct Operations

Adoptions.

3 Adoptions caseworkers (budget page 503, line 64) ----- \$23,525

These three adoptions caseworkers are requested for estimated workload increases in independent adoptions.

We recommend deletion of three adoption caseworker positions for a savings of \$23,525.

Department of Social Welfare—Continued

The department has informed us that 5 of the 38 presently authorized positions are vacant and that 3 have been continuously vacant since January 31, 1963. Since the present workload is being accomplished by less than the authorized number of adoptions caseworkers, we see no justification to add more positions. We have indicated in previous budget analyses our belief that the present yardstick is too rich and once again suggest that the department realistically survey its staff requirements in this area.

Medical Care

1 Medical program consultant I (budget page 504, line 21) \$15,323

The department is requesting another full-time medical program consultant to establish medical standards and interpret questions raised under the new unemployability criteria in the Aid to the Disabled program. Although the new definition does not go into effect until January 1, 1965, the department feels that standards should be established in advance.

We recommend deletion of one medical program consultant for a savings of \$15,323.

In Program Development under the Medical Care Division there is already one medical consultant authorized whose direct function and responsibility it would appear would be to develop the necessary standards. The development of such standards, aside from occasional review or modification, should be a one-time job of relatively short duration. The area offices of the department have three medical program consultants who could either be assigned to this job or assist the central office consultant to perform this function. Once criteria are established, individual cases will be decided by the disability review teams, which are being increased by three teams for this very purpose. However, this program, as noted above, does not go into effect until January 1, 1965, although the full increment of new medical review teams is requested to be authorized as of July 1, 1964. We therefore suggest that as another alternative, the medical consultant time involved in the medical review team function, which will be authorized but not directly required for the review function during the latter half of 1964, be utilized for this standard-setting function either by direct assignment or by substitution for existing assignments so as to relieve more experienced people to do this job. In any event, there does not appear to be justification for adding a permanent full-time consulting position to the staff of the department to perform a one-time function.

0.5 Pharmacist (budget page 504, line 22)----- \$5,206

An additional half-time pharmaceutical consultant is requested to work on revisions to the current drug formulary and to give "consultation to the counties." The position is requested principally because of an increased amount of material on drug rebates processed by the EDP unit.

We recommend deletion of 0.5 pharmacist for a savings of \$5,206.

Department of Social Welfare—Continued

It is our belief that an electronic data processing unit should reduce workload and diminish the number of jobs, not increase them. Price and comparison decisions on individual drugs do not have to be made by a licensed pharmacist, but can be made by fiscal control personnel with the aid of data supplied by vendors and the presently authorized pharmaceutical consultant. Drug formulary should be reduced to a system, coded and maintained by the data processing machinery itself.

4 General auditors II (budget page 504, line 23)-----	\$31,819
1 Accounting technician II (budget page 504, line 24)-----	5,563
1 Intermediate stenographer (budget page 504, line 25)-----	5,063

These positions are requested to implement a new method of reviewing and establishing rates for services paid to the county hospitals for MAA recipients. They are requested to initially establish a base for cost of operation in each of the 77 county hospitals. These positions are requested on the basis that the amount of money involved in the MAA program is substantial and that a continuing survey will have to be made to maintain a rate in each hospital which is compatible with the service actually given.

We recommend approval of one general auditor II position and deletion of the remaining three general auditor II positions, one accounting technician II and one intermediate stenographer for a savings of \$34,530.

In a situation identical to that which the welfare department is now proposing to undertake, the Department of Public Health initially established and is now maintaining rates for 160 noncounty hospitals under the Crippled Children's Program.

The Department of Public Health has set rates for private and non-county district hospitals while the Department of Social Welfare will be concerned only with county hospitals. The total number of services required under the Crippled Children's Program fully encompass as many types of services and possibly more than those required for long term or acute care MAA patients. The number of county hospital beds is 26,264 of which approximately 4,000 are tuberculosis beds and 1,000 are psychiatric, leaving approximately 21,000 beds for MAA patients as against 25,000 estimated beds for crippled children. The Department of Public Health performs this rate-maintaining function and established rates initially with only 1.3 auditors and 2 clerical positions. Therefore, one auditor II supplemented with clerical help recruited from the central clerical pool should be completely adequate for this function.

<i>Consultant services—hearing improvements (budget page 504, line 26)</i> -----	<i>\$14,500</i>
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Provision is presently made under the Public Assistance Medical Care program for purchase of hearing aids for recipients. The department has proposed to obtain the equivalent of full-time medical consultation for setting of standards and establishing criteria for a hearing program.

Department of Social Welfare—Continued

We recommend the deletion of consultant services—hearing improvements for a savings of \$14,500.

Medical care including care for otological disabilities is already available to recipients of public welfare. Such care should be provided by competent licensed medical practitioners and the department should rely on their competence. If any problems arise in the areas of improper diagnoses, practicing without a license, improper care or treatment, etc., these should be turned over to the professional associations and the licensing agency which have the ultimate responsibility. The department also has the recourse of refusing to pay for improperly rendered service. The ordinary citizen relies on existing professional and licensing agencies to establish standards for his care and no reason has been advanced why this protection is not adequate for welfare recipients and for those responsible for the administration of welfare programs.

Management Support

Central Services

1 Social service administrator I (budget page 504, line 69) \$11,112

This position is being requested to relieve the deputy director of Community Services of the more routine work of report review and analysis, assistance in coordinating the physically separated units and preparation of work plans and methods.

We recommend deletion of one social service administrator I for a savings of \$11,112.

The Community Welfare Services branch is concerned with the primary function of the department, which is the actual direct supervision of the administration of welfare programs by the counties. To accomplish this, the branch is organized into three area offices and a central office. Each area office has direct responsibility for the day-to-day supervision of county administration by the counties in its area. Each area is headed by a social service administrator III who has two social service administrator II assistants. The central office has a bureau of Administrative Review with 17 employees, the office of Emergency Welfare Services with one employee and a secretary. The principal function of the deputy director is to supervise the activities of the three area offices through contact with the area office chiefs and their assistants.

It appears that there is ample administrative staff in this branch to adequately supervise its operations and any deficiencies can as well stem from the manner in which the job is being done as from any shortage of staff assistance.

1 Manual technician (budget page 504, line 70)_____ \$9,098

The department requests this position because "the volume of regulatory and instructional material issued to the local jurisdictions continues to grow and becomes more involved." The department produces tremendous quantities of manual material and endless revisions to that material to be sent to the counties. It is intended that this position will review all manual material prior to reproduction with a view to

Department of Social Welfare—Continued

reducing the volume by more concise writing and organization as well as reviewing distribution to try and reduce the volume of reproduction.

We recommend deletion of one manual technician for a savings of \$9,098.

Any serious effort by the department to economize on the volume of material must start first with policy decisions concerning the function and effectiveness of the present manual system. These decisions will have to be based on realistic appraisals of the basic necessity for detailed manual instructions and regulations of the kind now being issued and of alternative methods of accomplishing the function of supervising the county administration of welfare. No single technician can possibly edit all this material. Reduction of manual material can only be accomplished if the manual authors are so instructed. Nonessential distribution should be eliminated by a reassessment of county needs from within the department. This may require a specific department assignment for a finite period of time. Any full-time position, we feel, is no solution to this problem.

Fiscal

*1 Associate administrative analyst (accounting systems)
(budget page 504, line 27)----- \$11,112*

This position is requested to review county accounting and claiming procedures. It is requested on the basis that spot checking will reveal those counties whose accounting procedures are satisfactory and require a minimum of audit. It is anticipated that time will be saved for the auditing staff to concentrate on those counties which exhibit procedural difficulties.

We recommend the deletion of one associate administrative analyst for a savings of \$11,112.

There are a total of 20 auditors in the Field Audits Bureau, continuously engaged in auditing county accounting and claims procedures. A major part of their auditing responsibility is to establish whether or not county accounting and claiming procedures are satisfactory. Their knowledge and experience is the best source of information as to which counties require special attention because of procedural difficulties. The addition of a full-time permanent position to review county procedures which are already known to the auditors will only delay the making of the decision to assign auditors on a priority basis and is not justified.

Reporting

*1 Associate research analyst (budget page 504, line 58)----- \$9,883
1 Junior research analyst (budget page 504, line 60)----- 6,834*

The request for these positions is based on increased reporting requirements resulting from the addition of program subdivisions such as the unemployed in Aid to Families with Dependent Children and unemployability in the Aid to Disabled programs.

We recommend deletion of one associate research analyst and one junior research analyst for a savings of \$16,717.

Department of Social Welfare—Continued

While the addition of program subdivisions has increased the complexity of processing and reporting procedures, the changes necessary to incorporate these additions are one-time changes and do not justify the addition of two full-time permanent positions. We are recommending approval of the addition of one programmer II position, on a limited-time basis, to permit the incorporation of these changes into the automated data processing system of the department.

1 Programmer II (budget page 504, line 59)----- \$7,971

The addition of three new programs (Quality Control, Defined Service and Aid to Families with Dependent Children—Unemployed) has increased the scope of the programming required to convert the department's present systems to electronic data processing.

We recommend this position be allowed for one year only.

The department has requested this position be established February 1, 1964, and be temporarily financed from 1963-64 salary savings. This position is justified in order to create the initial programming. However, once programs are written and routine processing instituted, the need for continued programming in these special areas will decline and the continued need for this position should be reviewed at that time.

Standardization and Direction of Services

1 Social service consultant III (budget page 505, line 8)----- \$9,685

This social service consultant position is to "provide direction" for the program of placing mentally retarded and released mental hospital patients on public assistance in the counties.

We recommend deletion of one social service consultant III for a savings of \$9,685.

The State Department of Mental Hygiene has a total of 531 social worker positions whose function is to place mentally retarded and released mental hospital patients into community living situations. There are 286 employees in state hospitals, and 241 are in the Bureau of Social Work. We have recommended approval of the Department of Mental Hygiene's request for 28 additional positions for the hospitals and 50 more for the bureau, which will bring the total personnel employed by the State for this purpose to 609. These mental hygiene employees are cognizant of the availability of welfare programs to assist them in their job, and maintain liaison and cooperate with county welfare departments for that purpose. The need for this position is not apparent.

3 Employment consultants I (budget page 505, line 9)----- \$28,859

One employment consultant is requested for each of the three area offices to assist the counties in development of work relief and training programs.

We recommend deletion of three employment consultant I positions for a savings of \$28,859.

Work relief and training programs were authorized by A.B. 59 of the 1963 session, effective February 1, 1964. Most counties either already have or are now in the process of developing such programs. The

Department of Social Welfare—Continued

Program Development branch of the department has already written the rules and regulations governing the conduct of such programs and they are incorporated into the existing manuals and have been distributed to all manual users. It does not appear that these positions, which will not be authorized until July 1, 1964, even if approved, can be of much help in the initial development of county programs in this area. No justification for a continuing need for assistance to counties in connection with such programs has been submitted.

Operating Expenses

Operating expenses budgeted for the forthcoming fiscal year show an increase of \$171,921, or 10.1 percent. This increase in all categories is commensurate with increased costs, personnel and workload.

We recommend approval.

Equipment

The amount budgeted for equipment for the budget year shows a decrease of \$44,059, or 43 percent, over the current year costs.

We recommend approval.

HIGHWAY TRANSPORTATION AGENCY

Highway Transportation Agency Administrator

ITEM 187 of the Budget Bill

Budget page 509

FOR SUPPORT OF THE HIGHWAY TRANSPORTATION AGENCY
ADMINISTRATOR FROM THE MOTOR VEHICLE FUND

Amount requested	\$72,254
Estimated to be expended in 1963-64 fiscal year	70,707
Increase (2.2 percent)	\$1,547
Increase to maintain existing level of service	\$1,547

TOTAL RECOMMENDED REDUCTION..... None

ANALYSIS

The amount of \$72,254 as requested for fiscal year 1964-65 provides for the same level of service of the current fiscal year. The slight increase is due to salary adjustments and increases in operating expenses.

We recommend approval of this item as budgeted.

HIGHWAY TRANSPORTATION AGENCY

ITEM 188 of the Budget Bill

Budget page 509

FOR SUPPORT OF THE HIGHWAY TRANSPORTATION AGENCY,
PAYABLE FROM THE MOTOR VEHICLE FUND IN AUGMEN-
TATION OF ITEM 175, SECTION 2, BUDGET ACT OF 1963

Amount requested	\$3,417
Estimated to be expended in 1963-64 fiscal year	3,417
Increase	None

TOTAL RECOMMENDED REDUCTION..... None