Inventory of the Office of Statewide Health Planning and Development Records

Record Group number: R167

California State Archives
Office of the Secretary of State
Sacramento, California

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Descriptive Summary

Title: Office of Statewide Health Planning and Development Records
Dates: 1967-1990
Collection number: R167
Creator: California Office of Statewide Health Planning and Development
Extent: 25.5 cubic feet
Repository: California State Archives
Sacramento, California

Abstract: The record group consists of 25.5 cubic feet of textual records from the Office of Statewide Health Planning and Development and related agencies covering the years 1967 to 1990. Memoranda, correspondence, and reports form the bulk of the material and demonstrated the statewide effort at regulating the health care industry. The records contain material from the Health Planning Council, the Advisory Health Council, the Health Facilities Commission, and the Office of Statewide Health Planning and Development.

Physical location: California State Archives
Language: English

Access
Some of the records within this collection are restricted due to Attorney-Client privilege. The specific series has been described and noted as restricted within the finding aid and the folders have been marked "Restricted" as well. Evidence Code Sections 952 and 954.

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Preferred Citation
[Identification of item], Office of Statewide Health Planning and Development Records, R167.[series number], [box and folder number], California State Archives, Office of the Secretary of State, Sacramento, California.

Acquisition Information
The California State Archives acquired the records of the Office of Statewide Health Planning and Development according to state law.
Agency History

The Office of Statewide Health Planning and Development (OSHPD) became a state agency in 1979. In 1985 it absorbed the responsibilities of two other state agencies, the Advisory Health Council and the Health Facilities Commission. The five agencies forming this collection helped coordinate California's health planning for the state government. Each agency had evolving areas of interest but all five concerned themselves with reducing public and private health care costs in order to grant wider health care access.

In 1966, Congress passed Public Law 89-749, the Comprehensive Health Planning and Public Health Services Amendments of 1966. The law mandated that states coordinate their own statewide health plan as well as coordinate the plans with the federal government. California's response was AB1567 (Duffy, Chapter 1597, Statutes of 1967) that added Part 1.5 (commencing with Section 437) to Division 1 of the Health and Safety Code. The bill created the Health Planning Council, requiring the council to coordinate statewide health care with federal standards. The council originally consisted of thirteen members, eight appointed by the governor, two appointed by the Chair of the Senate Rules Committee, two appointed by the Speaker of the Assembly. The Council's chair was the Administrator of the Health and Welfare Agency. There were seven ex-officio members. In 1969, as a part of Governor Reagan's Reorganization Plan Number 1 of 1969, the Advisory Hospital Council ceased functioning and its duties fell to the Health Planning Council.

Later, AB1404 (Duffy, Chapter 1550, Statutes of 1969) reorganized the Council with the total membership increased to twenty-one members, including twelve appointed by the governor, three each appointed by the Chair of the Senate Rules Committee and the Speaker of the Assembly. Additionally, the Directors of the both the departments of Public Health and Mental Hygiene, as well as a state government official concerned with health appointed by the Governor, were all members. The governor appointed both the Chair and Vice-Chair. The Council changed one last time before becoming the Advisory Health Committee. With AB2528 (Schabarum, Chapter 1217, Statutes of 1971), the council gained four members: two more governor appointees, one member from the California Committee on Regional Medical Programs, and an ex-officio member appointed by the Administrator of the Veterans Affairs.

In 1973, the Advisory Health Council emerged from Governor Reagan's Government Reorganization Plan 1 of 1970 (July 1, 1973). With AB437 (Hayden, Chapter 142, Statutes of 1973), the new council absorbed the duties of several other previous statewide health agencies, primarily the Health Planning Council. The Advisory Health Council originally had twenty-one members, including thirteen appointed by the Governor, three each appointed by the Chair of the Senate Rules Committee and the Speaker of the Assembly, one appointed by the California Committee on Regional Medical Programs and one ex-officio member appointed by the Administrator of the Veterans Affairs. The Council was restructured by AB4001 (Keene, Chapter 854, Statutes of 1976). One of the changes required the Council to act as the appeals body for the Certificates of Need Program. The Council continued to advise various state agencies on health policy until 1985, when the Advisory Health Council merged into the OSHPD. The Health Facilities Commission was another state program integrated into the OSHPD along with the Council.

The Health Facilities Commission was originally the Hospital Commission. Created in 1971 by the Hospital Disclosure Act, SB283 (Teale, Chapter 1242, Statutes of 1971), the Hospital Commission's original objective was to develop and administer the implementation of regulations requiring a uniform system of accounting as well as financial and statistical reporting for every Californian hospital. Important goals for the Commission included both increasing efficiency of hospital services while stabilizing hospital costs in addition to establishing a uniform accounting and reporting system. The seven-member commission worked closely with the California Hospital Association (CHA) to create regulations and accounting manuals. In 1973, AB2123 (Hayden, Chapter 1072, Statutes of 1973) tasked the Commission to report in 1975 to the State Legislature on a proposed Economic Stabilization Program for hospitals to replace the Federal Wage-Price Stabilization Program.

The California Hospital Commission's name changed to the Health Facilities Commission with AB4396 (Ingalls, Chapter 1171, Statutes of 1974), which also increased the Commission membership to thirteen and changed the Hospital Disclosure Act into the Health Facilities Disclosure Act. Additional Commission duties entailed collecting annual fiscal information and compiling a statewide report on hospitals. In 1975, the Commission gained two extra members with AB1812 (Murphy, Chapter 1169, Statutes of 1975), bringing the total to fifteen. After the newly reconfigured commission became the collector of hospital information, the scope of the Commission fluctuated frequently from 1976 until 1979. By 1980, the Health Facilities Commission produced statewide cost and service analysis on over 600 hospitals and 1,200 long-term care providers. This work lasted until 1985 when the Commission's responsibilities were given to the Office of Statewide Health Planning and Development.

The Office of Statewide Health Planning and Development emerged from the complete reorganizing of the Health and Welfare Agency made by SB363 (Gregorio, Chapter 1252, Statutes of 1977). The Legislature tasked the OSHPD with creating and maintaining uniform standards for hospitals and other health providers throughout the state. This would ensure efficient resource use. They reasoned that spending resources efficiently was an important step in improving health care. Furthermore, the legislature mandated public oversight of the health care industry to force the industry to account for
public resources. The OSHPD would later adopt the functions of other state agencies. In 1985, with SB181 (Campbell, Chapter 1326, Statutes of 1984) abolished the Health Facilities Commission and the Advisory Health Council and moved both agencies' duties to the Office of Statewide Health Planning and Development. The expanded office became responsible for the duties assigned to the terminated agencies in addition to the OSHPD's previous responsibilities. After this change, the Office coordinated with the twelve existing local Health Systems Agencies.

Scope and Content
The record group consists of 25.5 cubic feet of textual records from the Office of Statewide Health Planning and Development and related agencies covering the years 1967 to 1990. Memoranda, correspondence, and reports form the bulk of the material and demonstrated the statewide effort at regulating the health care industry. The records contain material from the Health Planning Council, the Advisory Health Council, the Health Facilities Commission, and the Office of Statewide Health Planning and Development.

This collection will interest researchers concerned with the health care industry. All five record creators had oversight of some portion of the health care industry. Of the four creators, the records of the Health Facilities Commission offer the most complete picture of daily operations and changes in health care. The records were created between 1973 and 1985 and include comprehensive amounts of material produced by the Commission's various elements. The constant changes in the Commission's scope and regulatory power highlighted the clash between government regulations and private autonomy of hospitals and other health care facilities. An important analysis of this change was temporary Executive Director Gordon Cummings' report in 1980 summarizing the health care industry over the previous fifty years.

The records of the Health Planning Council and Advisory Health Council share a similar scope. Both record groups detail the formation and execution of statewide health planning from 1967 until 1985. The meeting files of both councils reflect the health care industry's evolution and reveal what government regulators, doctors, and health care providers discussed and planned. Meeting files also form the bulk of material from both groups. Important subjects for each council included organizing California's health care industry, coordination of local Health Systems Agencies, and ensuring that California followed federal guidelines.

The records from the actual Office of Statewide Health Planning and Development were limited to records produced by Legislative Liaison. As such, the records do not shed light on the OSHPD's daily operation, only highlighting the office's legislative agenda. Several important topics appear throughout the collection. One of the most important was regulating Certificate of Need for hospitals. Certificates of Need regulated health care facilities by limiting hospital expansion or health care-related purchases unless the facility had a documented need for the expansion or purchase. The Office also concerned itself with various health care regulations, such as nurse and doctor regulations.

Organization
This record group is organized into four subgroups: Health Planning Council records, Advisory Health Council records, Health Facilities Commission records, and records of the Legislative Liaison.

Subjects
California. Office of Statewide Health Planning and Development
California. Advisory Health Council
California Health Facilities Commission

Records of the Health Planning Council 1967-1973

R167.01, Series 1. Meeting Files 1967-1973
Boxes 1-2, Physical Description: 68 file folders.
Folders 1-33
Arrangement
Arranged chronologically by meeting date.
Scope and Content Note
Meeting files originated from the periodic meetings held by the Council, beginning with a meeting on August 9, 1967 and the creation of the Council. The files consist largely of agendas, meeting minutes, and memoranda. One of the recurring issues was the integration of health care management at the state level with federal requirements.
### Records of the Health Planning Council 1967-1973

**Series 2. Correspondence Files 1967-1973**

Physical Description: 62 file folders.

Arrangement
Arranged by alphabetically by subject.

Scope and Content Note
The Council's correspondence typically occurred through memoranda and letters. The series is organized as follows: council member correspondence; general correspondence; Jackson, R. L. correspondence; and regional correspondence. The Council member correspondence consisted of files arranged alphabetically by council member. General correspondence consisted of various communications arranged alphabetically. The Council's executive secretary R. L. Jackson's correspondence is arranged under his name. Correspondence with the local Health Systems Agencies (HSA) can be found under regional correspondence. This group details the creation of the 14 regional HSA throughout California in the late 1960s and early 1970s.


**Series 1. Correspondence Files 1985**

Physical Description: 6 file folders.

Arrangement
Arranged chronologically by year.

Scope and Content Note
The Advisory Health Council's correspondence cover only the year 1985. The memoranda, letters, and reports deal with the health care industry, government health policy, and the impending merger of the Council into the Office of Statewide Health Planning and Development. The folder content is arranged in reverse chronological order.

**Series 2. History File 1976-1978**

Physical Description: 1 file folder.

Arrangement
Arranged chronologically.

Scope and Content Note
The History File details the important developments leading to the Advisory Health Council's creation as well as describing the Council's role in the state's organized health services until 1978. The file also includes the background on the Health Planning Council's history. The series consists of correspondence, reports, and memoranda.

**Series 3. Meeting Files 1973-1985**

  - **R167.05**
  - **Boxes 4-8**
  - **Folders 15-31**

**Physical Description:** 128 file folders.

**Arrangement**
Arranged alphabetically by subject then chronologically by meeting date.

**Scope and Content Note**
The series contains various memoranda, agendas, meeting minutes, and letters and relates to the: Advisory Health Council general meetings, box 4/15-box 7/26; the Health Planning Committee meetings, 1973-1985, box 7/27; the Health Planning Program Revision Committee, 1984, box 7/28-box 7/32; Public Notices of meetings, 1984, box 8/1-box 8/13; Resolutions passed during meetings, 1973-1985, box 8/14; and various Health Systems Agencies meetings, 1976-1985, box 8/15-box 8/31. The topics include a multitude of issues concerning the state health care system. Major concerns throughout the series include cost reduction, increased health care access, Medi-Cal, and health care regulations.

### Records of the Health Facilities Commission 1971-1986

**Series 1. Administration Files 1971-1983**

- **R167.06**
  - **Boxes 8-9**
  - **Folders 32-11**

**Physical Description:** 24 file folders.

**Arrangement**
Arranged chronologically by year.

**Scope and Content Note**
The series contains files relating to various administrative duties of the Health Facilities Commission. The files deal with the commission's structure and goals. Of importance is Executive Director Gordon Cumming's special report on hospitals in California. He argued that public well being was victim to the health care industry, specifically hospitals, colluding with state officials to enrich themselves. The report includes a companion compilation of political cartoons lampooning the health care industry. Also included is a magnetic tape recording of a California Hospital Commission meeting from March 8, 1972, located at Z37.

**Series 2. Budget Files 1977-1986**

- **R167.07**
  - **Boxes 9-11**
  - **Folders 12-16**

**Physical Description:** 55 file folders

**Arrangement**
Arranged chronologically by fiscal year.

**Scope and Content Note**
The budget files contain fiscal analyses of the commission's budget and regulatory costs on the health care industry. Various memoranda, charts, reports, and budgets reflect the changing state of health care facilities. The Commission focused on the budget cuts required after Proposition 13 (1978) passed and the potential cuts required had Proposition 9 (1980) passed.

**Series 3. Committee Files 1978-1983**

- **R167.08**
  - **Box 11**
  - **Folders 17-23**

**Physical Description:** 7 file folders.

**Arrangement**
Arranged chronologically by year.

**Scope and Content Note**
The Commission maintained various committees including the Patient Discharge Data Committee, Public Liaison Committee, and the Management Committee, and contains memoranda, letters, and reports relating to each committee's purview.
### Series 4. Correspondence Files 1972-1985

**Physical Description:** 96 file folders  
**Arrangement**  
Arranged alphabetically by subject and thereunder chronologically by month.  
**Scope and Content Note**  
The Commission's correspondence is divided into two subgroups. The first subgroup is arranged alphabetically by subject, box 11/24- box 14/20, 1973-1985. The second subgroup is arranged chronologically by month, box 14/21- box 15/5, starting August 1983 and ending December 1985. Significant subjects discussed include the Auditor General, Attorney General, California Hospital Association, the Milton Marks’ “Little Hoover” Commission on California State Government Organization and Economy, Publications, and the State Center for Health Care Statistics. Memoranda and letters were the most common variety of correspondence. Medi-Cal cost containment and reimbursement appeared as typical discussion topics.

### Series 5. Legal Files 1972-1985

**Physical Description:** 20 file folders  
**Arrangement**  
Arranged alphabetically by subject.  
**Access Information**  
These files are RESTRICTED as per Evidence Code Sections 952 and 954 (attorney-client privilege). The legal files contain significant information listed under attorney-client privilege.  
**Scope and Content Note**  
The series relates to the legal action taken by the Commission or against the Commission regarding health facilities. Important topics include health facilities’ appeals of peer group classification, the Attorney General’s opinion on legal matters, and penalty assessments against facilities.


**Physical Description:** 39 file folders  
**Arrangement**  
Arranged chronologically by legislative session.  
**Scope and Content Note**  
The legislative files reflected the Health Facilities Commission's legislative interests as well as overviews of important pending propositions, such as Proposition 13 (1978) and Proposition 9 (1980). The Commission only commented on a small portion of bills each session. Important bill files included an examination the Health Care Disclosure Act and its effects on the health care industry. Included in this series are a number of bills authored by Assembly Member Art Torres on hospital budget and financial plan reviews. Assembly Member Torres introduced the bills after corresponding with the Commission.
### Series 7. Long-Term Care Subject Files 1972-1978

**Physical Description:** 26 file folders  
**Arrangement**  
Arranged alphabetically by subject.  
**Scope and Content Note**  
This series focuses on the changes occurring in the long-term care industry in the mid-1970s. The majority of the documents detail accounting and reporting the costs of long-term care in California. The Commission explored this topic with the intention of reducing costs. The series consists of correspondence, reports, and memoranda.

### Series 8. Meeting Files 1980-1985

**Physical Description:** 6 file folders  
**Arrangement**  
Arranged alphabetically by subject.  
**Scope and Content Note**  
The Commission held public meetings throughout its existence. This series only reflects the meetings held from 1980 to 1985. Furthermore, the series largely consists of public meeting notices. Other topics include meetings approved by the Governor’s Office, the Bagley-Keene Open Meeting Act, and speaker invitations to meetings. Public notices, correspondence, and memoranda form the bulk of material. Notably, the series lacks any meeting minutes or agendas, as it contains information relating to meetings but not the actual content of the meetings.


**Physical Description:** 7 file folders  
**Arrangement**  
Arranged alphabetically by subject.  
**Scope and Content Note**  
Memoranda, reports, and letters reflect the Commission’s internal policies and procedures as well as policies for health care facilities. The series contains two file folders relating to a debate over the releasing of hospital financial information and how this would affect competition. The concern was whether or not such releases would be viable in an open market place.

### Series 10. Regulation Files 1973-1985

**Physical Description:** 12 file folders  
**Arrangement**  
Arranged alphabetically by subject.  
**Scope and Content Note**  
This series details the Commission’s health care facility regulations. The Commission frequently explored what happened to hospitals in a competitive environment when hospitals released patient information. Several prominent subjects include Accounting and Reporting Manual, Assessment of Fees, Graduate Medical Education, Implementation of SB1370 (1979-1980 session), and several folders containing Regulations.
Series 11. **Reports 1974-1985**

**Physical Description:** 34 file folders

**Arrangement**

Arranged alphabetically by subject.

**Scope and Content Note**

This series includes a variety of reports and background information as well as charts, graphs, memoranda, and letters detailing the condition of the health care industry. Files from the Committee on Special Hospital Reports documenting their reports on cost containment as well as patient discharge data feature prominently in the series. Other important subjects included Financial Reports, Status of Disclosures, and Uniform Hospital Billing.

Series 12. **Speech Files 1973-1985**

**Physical Description:** 8 file folders

**Arrangement**

Arranged chronologically by year.

**Scope and Content Note**

The series is a collection of speeches related to health care facilities. Many of the speeches originated from the one of the Commission's executive directors but important speeches were also from the California Hospital Commission. Some speech titles include State Government and Hospital Care Information (1973), Price and Capacity Regulation of Hospitals: Some Troubling Issues (1978), and Toward an Equitable and Efficient Payment System (1978). The future of hospital regulation and the health care industry were frequent topics.


**Physical Description:** 6 file folders

**Arrangement**

Arranged chronologically by year.

**Scope and Content Note**

The Commission reviewed its various components every fiscal year and projected the costs for each department. This included noting the total cost for each employee as well as optimal organizational structure. Memoranda and reports designated Commission staff duties and activities each fiscal year.

**Records of the Legislative Liaison 1979-1990**
Series 1. Bill Files 1979-1990

Physical Description: 94 file folders

Arrangement
Arranged numerically by bill number within legislative session.

Scope and Content Note
The bill files consist of bills analyzed by the Legislative Liaison and the office’s opinion regarding what position (support, neutral, or opposed) the OSHPD should take on each bill. All of the bills relate to the health care industry and include such important topics as Medi-Cal, Certificate of Needs, and professional regulation of doctors, nurses, and other health care workers, as well as legislation regulating health facilities.

1979-1980: AB169-3404, ACA16, ACR12-ACR93, HR53 (Box 21/12- Box 22/5)
1979-1980: SB14-SB2004, SCR14-SCR40 (Box 22/6- Box 22/10)
1981-1982: AB24-AB3754, ACA2-ACA72, ACR34, AJR33-AJR122 (Box 22/11- Box 22/22)
1981-1982: SB26-SB2051, SCA3-SCA6, SCR6-SCR32 (Box 22/6- Box 22/10)
1983-1984: AB1-AB993, ACR119, AB29X (Box 22/11- Box 22/22)
1983-1984: SB8 preprint, SB28-SB2206, SB10X-SB11X (Box 22/23- Box 23/3)
1985-1986: AB104-AB4372, ACR51-ACR144 (Box 23/4- Box 23/12)
1985-1986: SB70-SB2426 (Box 23/13- Box 23/19)
1987-1988: Preprint SB6, SB131-SB2896, SCA15, SCR 68 (Box 24/1- Box 24/5)
1989-1990: AB75-AB4583, AB16X (Box 24/6- Box 24/12)
1989-1990: SB72-SB2665, SB20X-SB46X (Box 24/13- Box 24/22)

Series 2. Legislation Files 1979-1989

Physical Description: 12 file folders

Arrangement
Arranged chronologically by year.

Scope and Content Note
This series summarizes the OSHPD’s yearly legislative activities regarding the outcome of every bill that interested the office. The summaries also note what position the office took on each bill. Additionally, the series consists of correspondence regarding their legislative agenda.


Physical Description: 8 file folders

Arrangement
Arranged chronologically by year.

Scope and Content Note
The OSHPD suggested legislation to various legislators each year. This series reflects those submissions. The bulk of the records are the text of the suggested legislation. Additional records included memoranda regarding the legislation.